OECD Skills Studies

Skills Strategy Implementation Guidance for Slovenia

IMPROVING THE GOVERNANCE OF ADULT LEARNING



OECD

OECD Skills Studies

Skills Strategy Implementation Guidance for Slovenia

IMPROVING THE GOVERNANCE OF ADULT LEARNING

OECD
BETTER POLICIES FOR BETTER LIVES

This work is published under the responsibility of the Secretary-General of the OECD. The opinions expressed and arguments employed herein do not necessarily reflect the official views of OECD member countries.

This document, as well as any data and any map included herein, are without prejudice to the status of or sovereignty over any territory, to the delimitation of international frontiers and boundaries and to the name of any territory, city or area.

Please cite this publication as:
OECD (2018), *Skills Strategy Implementation Guidance for Slovenia: Improving the Governance of Adult Learning*, OECD Skills Studies, OECD Publishing, Paris.
https://doi.org/10.1787/9789264308459-en

ISBN 978-92-64-30844-2 (print)
ISBN 978-92-64-30845-9 (pdf)

Series: OECD Skills Studies
ISSN 2307-8723 (print)
ISSN 2307-8731 (online)

The statistical data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law.

Corrigenda to OECD publications may be found on line at: *www.oecd.org/publishing/corrigenda*.

© OECD 2018

You can copy, download or print OECD content for your own use, and you can include excerpts from OECD publications, databases and multimedia products in your own documents, presentations, blogs, websites and teaching materials, provided that suitable acknowledgement of OECD as source and copyright owner is given. All requests for public or commercial use and translation rights should be submitted to *rights@oecd.org*. Requests for permission to photocopy portions of this material for public or commercial use shall be addressed directly to the Copyright Clearance Center (CCC) at *info@copyright.com* or the Centre français d'exploitation du droit de copie (CFC) at *contact@cfcopies.com*.

Foreword

People's skills are at the heart of Slovenia's vision for the future – a society in which people learn for and through life, are innovative, trust one another, enjoy a high quality of life and embrace their unique identity and culture.

As globalisation and digitalisation transform jobs, how societies function and how people interact, the impetus for getting skills right is growing. People will need a well-rounded set of skills to flourish in life at work and outside of it, including cognitive skills such as literacy and numeracy skills, as well as social and emotional and job-specific skills.

Slovenia has achieved significant improvements in student performance and tertiary attainment in recent decades. Slovenian youth today have higher proficiency in reading, maths and science than the OECD average. Tertiary attainment continues to grow, and fewer students are entering adulthood with low levels of educational attainment. However, many adults today have low levels of literacy and numeracy skills, and are therefore less equipped to succeed in work and society. And those with higher skills today cannot count on their skills being sufficient for the future.

It is up to Slovenia's adult learning system to give adults and employers the opportunities they need to upskill and reskill. However, Slovenia has struggled to raise adult learning participation over time, particularly among certain groups of adults and enterprises. A diverse range of ministries, municipalities, enterprises and institutions are involved in adult learning policy making and delivery. This is a strength of Slovenia's system, but it also poses a real challenge – ensuring coherence and minimising fragmentation in responsibilities, initiatives and spending.

Effective co-operation between these diverse actors is integral to the success of Slovenia's adult learning system. It requires a comprehensive strategy and effective cross-sectoral oversight, as well as high-quality information to enrich decisions. It requires ministries, municipalities and stakeholders to improve how they co-operate, including on awareness raising and funding for adult learning.

There is no single or simple way to improve governance in adult learning systems. However, after widespread engagement in Slovenia and consideration of numerous international examples, the OECD has recommended in this report several actions to help Slovenia along this path.

The OECD stands ready to support Slovenia as it seeks to implement better skills policies for better lives.

Acknowledgements

This report is part of a series of country projects within the OECD programme of work on "Building Effective National Strategies".

The OECD is grateful to the Slovenian National Project Team for its continued commitment to the National Skills Strategy project. In particular, we thank the National Project Co-ordinator, Ms Ema Perme of the Ministry of Education, Science and Sport, for co-ordinating the National Project Team, which included: Dr Mojca Štraus (Minister of Education, Science and Sport) (MIZŠ); Ms Diana Volčjak and Ms Mateja Pečar (Slovenian Institute of Adult Education) (ACS); Ms Maja Grašič, Mag. Darja Čot and Ms Tomislava Arh (Ministry of Labour, Family, Social Affairs and Equal Opportunities) (MDDSZ); Mr Tomaž Hrastar (Ministry of Agriculture, Forestry and Food) (MKGP); Ms Sandra Seketin Lestan and Mr Peter Novoselec (Ministry of Economic Development and Technology) (MJU); Mag. Katja Novak (Ministry of Finance) (MF); Ms Tina Jamšek (Ministry of Health) (MZ); Ms Petra Fras and Mr Krunoslav Karlovčec (Ministry of Economic Development and Technology) (MGRT); Dr Darja Piciga (Ministry of Environment and Spatial Planning) (MOP); Ms Vlasta Turel (Ministry of Foreign Affairs) (MZZ); and Mr Timotej Šooš, Ms Klavdija Mihelj-Korenika and Mr Gorazd Jenko (Government Office for Development and European Cohesion Policy) (SVRK).

The OECD is grateful for the continued leadership and guidance of the Slovenian Steering committee for the project, which consisted of Minister Dr Maja Makovec Brenčič (chair), (MIZŠ); Dr Tomaž Boh, State Secretary for Science (MIZŠ); Mr Peter Pogačar, State Secretary (MDDSZ); Mr Aleš Cantarutti, State Secretary (MGRT); Ms Eva Štraus Podlogar, State Secretary (MGRT); Ms Lidija Stebernak, State Secretary (MOP); Dr Ana Medved, State Secretary (MZ); Mag. Tanja Strniša, State Secretary (MKGP); Mr Tilen Božič, State Secretary (MF); Mag. Tanja Bogataj, State Secretary (MJU); Dr Janez Šumrada, Minister Plenipotentiary (MZZ); and Mr Franc Matjaž Zupančič, State Secretary (SVRK). The OECD is also grateful to Minister Dr Jernej Pikalo for his support in completing this phase of the Skills Strategy project.

Thanks are also due to Ambassador Irena Sodin and Deputy Permanent Representative Ms Tina Vodnik of the Permanent Delegation of Slovenia to the OECD for their ongoing support for the project.

The OECD team wishes to thank the representatives of the government of Slovenia and stakeholders who took part in the workshops and discussions held in Ljubljana, Lukovica and Jesenice in 2018. Their input has helped to shape the recommended actions. A full list of the organisations who participated in these meetings and contributed to the success of this project can be found in Annex E.

We are grateful to the Directorate General for Employment, Social Affairs and Inclusion and the Directorate General for Education and Culture of the European Commission for supporting the project financially and in other ways.

While the report draws upon data and analysis from the OECD, Slovenian authorities and other published sources, any errors or misinterpretations remain the responsibility of the OECD team.

Ben Game (OECD Centre for Skills) was the project leader and main author of this report. Dr Urška Štremfel and Mag. Peter Beltram provided research assistance, written contributions and feedback throughout the project. Cuauhtémoc Rebolledo-Gómez (OECD Centre for Skills) assisted with international case studies, stakeholder surveys and statistics. Emer Hughes and Bart Staats (OECD Centre for Skills) assisted with international case studies and statistics respectively. As team leader for the OECD National Skills Strategy country projects, Andrew Bell provided analytical and editorial guidance during the drafting process. Dirk Van Damme (Head of Division, Skills Beyond Schools Division, Education and Skills Directorate) and Montserrat Gomendio (Head of the OECD Centre for Skills) provided oversight while Andreas Schleicher (OECD Director for Education and Skills) and Stefano Scarpetta (OECD Director for Employment, Labour and Social Affairs) provided strategic oversight for the project.

The project and report also drew upon the knowledge and input of many other OECD staff. José-Luis Álvarez-Galván, Ricardo Espinoza, Samuel Kim, Patricia Mangeol and Raffaele Trapasso (OECD Centre for Skills) provided feedback on the project design and findings. Alessia Forti, Anja Meierkord and Marieke Vandeweyer (Directorate for Employment, Labour and Social Affairs) provided suggestions for international case studies.

Véronique Quénehen, Sarah Zaft and Sophie Limoges (Directorate for Education and Skills) provided support for mission organisation, report layout and publication planning, while Sally Hinchcliffe and Sylwia Golawska provided proofreading and editorial support.

Table of contents

Foreword **3**

Acknowledgements **5**

Abbreviations and acronyms **13**

Executive Summary **17**

OECD-Slovenia collaboration on a National Skills Strategy Action Phase 17
Co-operation is essential to raise knowledge and skills for quality of life and work 17
Recommended actions to strengthen co-operation for adult learning 19

Chapter 1. Improving the governance of adult learning in Slovenia: Assessment and recommendations **21**

Effective governance is essential for Slovenia to realise its goals for adult learning 22
A wide range of actors in Slovenia contributed to the Skills Strategy project 26
Themes emerging from the stakeholder engagement 28
Strengthening the overall conditions for co-operation in adult learning 29
Strengthening co-operation between specific actors for adult learning 33
Strengthening co-operation to address specific challenges in adult learning 36
The basis for an action plan 38
References 41

Chapter 2. Strengthening the overall conditions for co-operation in adult learning **43**

Develop a comprehensive adult-learning master plan 44
Strengthen cross-sectoral oversight and accountability in adult learning 56
Enrich decision making and co-ordination with high-quality information 68
Notes 86
References 87
Annex 2.A. Chapter 2 detailed tables 94

Chapter 3. Strengthening co-operation between specific actors for adult learning **101**

Strengthen inter-ministerial co-ordination for adult learning 102
Strengthen co-operation with municipalities and between local actors 113
Strengthen government engagement with stakeholders for adult learning 127
Notes 141
References 142
Annex 3.A. Chapter 3 detailed tables 146

Chapter 4. Priority challenges in adult learning requiring co-operation **149**

Improve co-operation on raising awareness about adult learning 150
Improve co-operation to fund adult learning effectively and efficiently 162
Notes 178
References 179

Annex 4.A. Chapter 4 detailed tables 183

Annex A. Providers of adult education services in Slovenia 185

Annex B. Adult learning activity data 189

Further data on adult learning activity in Slovenia 189

Annex C. A framework for the governance of adult learning 192

Adult learning 192
Governance 193

Annex D. Considerations for implementing the actions 196

Stakeholder perspectives on implementation considerations 196
Potential roles for implementing the recommended actions 200

Annex E. Engagement 202

Mission 1: Inception Meeting 202
Mission 2: Mapping the system and challenges 203
Mission 3: Testing findings and potential areas for action 205
Mission 4: Testing recommended actions 206

References 208

Tables

Table 1.1. Action Phase: Engagement of Slovenian stakeholders 28
Table 1.2. Considerations for implementing the actions 38
Table 1.3. Potential roles for implementing actions 39
Table 2.1. Slovenia's Adult Education Master Plan (2013-20) 45
Table 2.2. Adult learning in sectoral strategies 46
Table 2.3. Institutions for adult learning with varying degrees of policy responsibility 56
Table 2.4. Ministries' adult learning-related responsibilities 57
Table 2.5. Evaluation of adult learning in Slovenia 70
Table 2.6. Online portals with information on adult-learning opportunities in Slovenia 73
Table 2.7. Skills assessment and anticipation-related exercises in Slovenia 74
Table 3.1. Participation in co-operation-oriented training 105
Table 4.1. Lifelong Learning Week in Slovenia: Key statistics (1996-2018) 152
Table 4.2. Expenditure on adult education and training, by ministry (2018) 163
Table 4.3. Expenditure on adult education and training, by type (2017) (EUR) 165
Table 4.4. Municipal expenditure on adult education (2018) 166
Table 4.5. Provisions for education and training of employees in collective agreements 168
Table 4.6. Public funding of adult learning in Slovenia (2018) 171
Table 4.7. Good practice in Slovenia: Co-funding mechanisms between government, employers and individuals 174

Annex Table 2.A.1. Slovenia's Adult Education Act 2018 94
Annex Table 2.A.2. Legislative requirements for a national master plan for adult education 95
Annex Table 2.A.3. The Resolution on National Programme of Higher Education (2011-2020) 97
Annex Table 2.A.4. Guidance and counselling services for prospective adult learners 98
Annex Table 2.A.5. Adult education and training participation databases in Slovenia 99

Annex Table 3.A.1. Education and training of civil servants, by ministry (2017) 146
Annex Table 3.A.2. Current resourcing of co-ordination mechanisms 147
Annex Table 4.A.1. Public funding for different forms of adult education and training (2017) 183
Annex Table 4.A.2. Municipal expenditure on adult learning: List of sources 184

Table A A.1. Providers of adult education services in Slovenia 186
Table A B.1. Non-formal adult education providers and participants in Slovenia (2014/2015) 191
Table A B.2. Formal adult education providers and participants in Slovenia (2014/2015) 191
Table A C.1. Governance: Definitions considered for this report 193
Table A C.2. Factors influencing the effectiveness of governance arrangements 195
Table A D.1. Potential roles for implementing the recommended actions 200
Table A E.1. National Project Team 202
Table A E.2. Senior-officials and technical-level meetings, Ljubljana, 13 December 2017 203
Table A E.3. Organisations participating in presentation to stakeholders, Ljubljana, 14 December 2017 203
Table A E.4. Organisations participating in workshop, Lukovica, 27 March 2018 204
Table A E.5. Participants in inter-ministerial workshop, Ljubljana, 28 March 2018 204
Table A E.6. Bilateral meetings, Ljubljana, 28-29 March 2018 204
Table A E.7. Participants in Thematic Discussions, Ljubljana 14-18 May 2018 205
Table A E.8. Organisations participating in roundtable discussion, Ljubljana, 3 July 2018 206
Table A E.9. Participants in Thematic Discussions, Ljubljana, 2-5 July 2018 207

Figures

Figure 1.1. Low-skilled adults in Slovenia, by age group (2015) 22
Figure 1.2. Historical participation in adult learning and the 2030 target (2002-30) 24
Figure 1.3. Participation gaps in adult learning in Slovenia (2007 and 2016) 25
Figure 1.4. OECD Skills Strategy Diagnostic Report: Slovenia 2017 27
Figure 3.1. Civil service skills for public value: A framework 107
Figure 4.1. Sources adults use for information on learning opportunities (2011) 155
Figure 4.2. Annual expenditure on adult learning, MIZŠ and MDDSZ (2005-17) 164
Figure 4.3. Business expenditure on continuing vocational training, by economic activity (2015) ... 167

Figure A B.1. Participation rates and distribution of adult education and training, 2016 189
Figure A B.2. Characteristics of Continuing Vocational Training (CVT) in Slovenia, 2015 190
Figure A D.1. Characteristics of the survey respondents 196
Figure A D.2. Relative importance for Slovenia of implementing the recommended actions 197
Figure A D.3. The relative time and funding required to implement the actions 198
Figure A D.4. The self-reported role of each sector in implementation, average for all actions 199
Figure A D.5. Perspectives of the stakeholders on who should lead implementation of actions 199

Boxes

Box 1.1. Recommended Action 1: Develop a comprehensive adult-learning master plan 30
Box 1.2. Recommended Action 2: Strengthen cross-sectoral oversight and accountability in adult learning 31
Box 1.3. Recommended Action 3: Enrich decision making and co-ordination with high-quality information 32
Box 1.4. Recommended Action 4: Strengthening inter-ministerial co-ordination for adult learning ... 33

Box 1.5. Recommended Action 5: Strengthen co-operation with municipalities and between local actors 34
Box 1.6. Recommended Action 6: Strengthen government engagement with stakeholders for adult learning 35
Box 1.7. Recommended Action 7: Improve co-operation on raising awareness about adult learning .. 36
Box 1.8. Recommended Action 8: Improve co-operation to fund adult learning effectively and efficiently 37
Box 2.1. Previous recommendations: A comprehensive master plan for adult learning 50
Box 2.2. Good practice in Slovenia: The 2007 Lifelong Learning Strategy of Slovenia 51
Box 2.3. Good practice in Slovenia: Digital Slovenia 2020 as a comprehensive, cross-sectoral strategy 52
Box 2.4. International good practice: The Norwegian Strategy for Skills Policy 54
Box 2.5. Current arrangements in Slovenia: Adult Education Co-ordination Body (AE Body) 58
Box 2.6. Current arrangements in Slovenia: Council of Experts for Adult Education (SSIO) 59
Box 2.7. Previous recommendations: Effective oversight of adult-learning policy 63
Box 2.8. Good practice in Slovenia: Cross-sectoral oversight for the Slovenian Smart Specialization Strategy (S4) 64
Box 2.9. International good practice: Latvia's Adult Education Governance Council 65
Box 2.10. Current arrangements in Slovenia: Offering Quality Education to Adults (POKI) 72
Box 2.11. Previous recommendations: Integrated information for adult learning 78
Box 2.12. Good practice in Slovenia: Evaluation of training active labour market policies 79
Box 2.13. Good practice in Slovenia: eVŠ – Monitoring graduate employment outcomes 80
Box 2.14. International good practice: Ireland's Skillnet programme evaluation 81
Box 2.15. International good practice: Denmark's comprehensive portal for learning and careers 81
Box 2.16. International good practice: Latvia's skills assessment and anticipation system 82
Box 3.1. Current arrangements in Slovenia: Public Administration Development Strategy 2015-2020 (SJU 2020) 103
Box 3.2. Previous recommendations: Improving inter-ministerial co-ordination in Slovenia 109
Box 3.3. Good practices in Slovenia: Management by Objectives and Competency Model pilots 110
Box 3.4. International good practice: Ireland's Civil Service Renewal Plan 111
Box 3.5. Municipal Annual Plans for Adult Learning (Letni program izobraževanja odraslih) 114
Box 3.6. Case study: Engagement with municipalities for the ZIO-1 Act (2018) 116
Box 3.7. Current arrangements in Slovenia: Adult learning in the Regional Development Plans (RRPs) 117
Box 3.8. Previous recommendations: Co-operation with and between local actors 120
Box 3.9. International good practice: Co-ordinating national and local adult education policy in Lithuania 122
Box 3.10. Good practice in Slovenia: Adult learning partnerships in Jesenice 123
Box 3.11. Good practice in Slovenia: Inter-Company Training Centre (MIC) Velenje 124
Box 3.12. International good practice: Spurring regional partnerships in adult learning 125
Box 3.13. Current arrangements in Slovenia: Government engagement in the SRS 2030 and SJU 2020 128
Box 3.14. Current arrangements in Slovenia: Adjustments to formal education for adults 130
Box 3.15. Previous recommendations: Engaging stakeholders in policy making 133
Box 3.16. Previous recommendations: Engaging stakeholders in programme design and delivery ... 135
Box 3.17. Good practice in Slovenia: Policy Jams 136
Box 3.18. Good practice in Slovenia: Designing the Lifelong Career Guidance for Companies and Employees project 136
Box 3.19. Good practice in Slovenia: Tailoring programmes to end users' needs in Slovenska Bistrica 137

Box 3.20. International good practice: User-centred design in adult learning in Denmark and Canada 138
Box 4.1. Current arrangements in Slovenia: Lifelong Learning Week 151
Box 4.2. Previous recommendations: Promoting and raising awareness for adult learning 158
Box 4.3. International good practice: Croatia's Strategic Framework for Promotion of Lifelong Learning (2017-21) 159
Box 4.4. International good practice: The United Kingdom's UnionLearn 160
Box 4.5. Adult-learning funding and participation: An international perspective 170
Box 4.6. International good practices: Norway's shared funding approach to adult learning 175

Box A C.1. Adult learning and lifelong learning: Definitions 192
Box A C.2. Co-ordination, co-operation, collaboration: Definitions 193

Follow OECD Publications on:




http://twitter.com/OECD_Pubs


http://www.facebook.com/OECDPublications


http://www.linkedin.com/groups/OECD-Publications-4645871


http://www.youtube.com/oecdilibrary


http://www.oecd.org/oecddirect/

This book has...

StatLinks
A service that delivers Excel® files from the printed page!

Look for the *StatLinks* at the bottom of the tables or graphs in this book. To download the matching Excel® spreadsheet, just type the link into your Internet browser, starting with the *http://dx.doi.org* prefix, or click on the link from the e-book edition.

Abbreviations and acronyms

The following are the main Slovenian acronyms cited in the report. Other acronyms cited occasionally are defined where used.

ACS	Slovenian Institute for Adult Education (*Andragoški center Republike Slovenije*)
AE Body	Adult Education Co-ordination Body (*Koordinacija izobraževanja odraslih*)
AEGC	Adult Education Governance Council
AEC	Adult Education Survey
AL Plan	Annual Plan for Adult Education
ALMP	Active labour market policy
CEUVIZ	Central Register of Participants in Education (*Centralna evidenca udeležencev vzgoje in izobraževanja*)
CPI	Institute of the Republic of Slovenia for Vocational Education and Training (*Center Republike Slovenije za poklicno izobraževanje*)
CSD	Centre for Social Work (*Center za socialno delo*)
CVT	Continuing vocational training
DSI 2020	Digital Slovenia 2020 (*Digitalna Slovenija 2020*)
EC	European Commission
ESF	European Social Fund
ESS	Economic and Social Council (*Ekonomsko-socialni svet*)
EU	European Union
EU-LFS	European Union Labour Force Survey
eVŠ	Records and Analytical Information System for Higher Education (*Evidenčni in analitski informacijski sistem visokega šolstva v Sloveniji*)

GDP	Gross domestic product
GZS	Chamber of Commerce and Industry of Slovenia (*Gospodarska zbornica Slovenije*)
HR	Human resources
ICT	Information and communications technology
JŠRIP	The Public Scholarship Development, Disability and Maintenance Fund of the Republic of Slovenia (*Javni štipendijski, razvojni, invalidski in preživninski sklad Republike Slovenije*)
KOC	Competence Centre for Human Resources Development (*Kompetenčni centri za razvoj kadrov*)
LLL Strategy	Lifelong Learning Strategy *(Strategija vse življenjskosti učenja v Sloveniji)*
LPIO	Annual Plan for the Adult Education Master Plan (*Letni program izobraževanja odraslih v Republiki Sloveniji)*
LU	Adult Education Centre (*Ljudska univerza*)
MDDSZ	Ministry of Labour, Family, Social Affairs and Equal Opportunities (*Ministrstvo za delo, družino, socialne zadeve in enake možnosti*)
MF	Ministry of Finance (*Ministrstvo za finance*)
MGRT	Ministry of Economic Development and Technology (*Ministrstvo za gospodarski razvoj in tehnologijo*)
MIC	Inter-Company Training Centre (*Medpodjetniški izobraževalni center*)
MIZŠ	Ministry of Education, Science and Sport (*Ministrstvo za izobraževanje, znanost in šport*)
MJU	Ministry of Public Administration (*Ministrstvo za javno upravo*)
MK	Ministry of Culture (*Ministrstvo za kulturo*)
MKGP	Ministry of Agriculture, Forestry and Food (*Ministrstvo za kmetijstvo, gozdarstvo in prehrano*)
MNZ	Ministry of the Interior (*Ministrstvo za notranje zadeve*)
MOP	Ministry of Environment and Spatial Planning (*Ministrstvo za okolje in prostor)*
MP	Ministry of Justice *(Ministrstvo za pravosodje)*
MZ	Ministry of Health (*Ministrstvo za zdravje*)
NAKVIS	Slovenian Quality Assurance Agency for Higher Education (*Nacionalna agencija Republike Slovenije za kakovost v visokem šolstvu*)

NB	National budget
NGO	Non-governmental organisation
NSS	National Skills Strategy
OZS	Chamber of Craft and Small Business of Slovenia (*Obrtna zbornica Slovenije*)
PERGAM	Confederation of Trade Unions (*Konfederacija sindikatov PERGAM*)
PIAAC	Programme for the International Assessment of Adult Competencies (Survey of Adult Skills)
PISA	Programme for International Student Assessment
POKI	Offering Quality Education to Adults (*Ponudimo odraslim kakovostno izobraževanje*)
R&D	Research and development
ReNPIO	Adult Education Master Plan 2013-2020 (*Resolucija o nacionalnem programu izobraževanja odraslih v Republiki Sloveniji za obdobje 2013-2020*)
ReNPVŠ	Resolution on National Programme of Higher Education (*Resolucija o nacionalnem programu visokega šolstva 2011-2020*)
RIC	National Examination Centre (*Republiški izpitni center*)
RRA	Regional Development Agency (*Regionalna razvojna agencija*)
RRP	Regional Development Plan (*Regionalni razvojni program*)
S4	Slovenian Smart Specialization Strategy (*Slovenska Strategija pametne specializacije*)
SAA	Skills assessment and anticipation
SJU 2020	Public Administration Development Strategy 2015-2020 (*Strategija razvoja javne uprave 2015-2020*)
SOS	Association of Municipalities and Towns of Slovenia (*Skupnost občin*)
SPC	Skills Policy Council
SPIRIT	Public Agency for Entrepreneurship, Internationalization, Foreign Investments and Technology (*Javna agencija Republike Slovenije za spodbujanje podjetništva, internacionalizacije, tujih investicij in tehnologije*)
SRIP	Strategic Research and Innovation Partnership (*Strateško razvojno-inovacijsko partnerstvo*)
SRS 2030	Slovenian Development Strategy 2030 (*Strategija razvoja Slovenije 2030*)

SSIO	Council of Experts of the Republic of Slovenia for Adult Education (*Strokovni svet Republike Slovenije za izobraževanje odraslih*)
SSPSI	Council of Experts for Vocational Education and Training (*Strokovni svet za poklicno in strokovno izobraževanje*)
STEM	Science, technology, engineering and mathematics
SURS	Statistical Office of the Republic of Slovenia (*Statistični urad Republike Slovenije*)
SVREZ	Government Office for Development and European Affairs (*Služba Vlade Republike Slovenije za razvoj in evropske zadeve)*
SVRK	Government Office for Development and European Cohesion Policy (*Služba Vlade Republike Slovenije za razvoj in evropsko kohezijsko politiko*)
TUC	Trades Union Congress
TVU	Lifelong Learning Week (*Teden vseživljenjskega učenja*)
UMAR	Institute of Macroeconomic Analysis and Development (*Urad za makroekonomske analize in razvoj*)
VET	Vocational education and training
ZIO Act	1996 Adult Education Act (*Zakon o izobraževanju odraslih)*
ZIO-1 Act	2018 Adult Education Act (*Zakon o izobraževanju odraslih)*
ZMOS	Association of City Municipalities of Slovenia (*Združenje mestnih občin Slovenije*)
ZOFVI Act	Organisation and Financing of Education Act (*Zakon o organizaciji in financiranju vzgoje in izobraževanja*)
ZOS	Association of Municipalities of Slovenia (*Združenje občin Slovenije*)
ZRSZ	Employment Service of Slovenia (*Zavod Republike Slovenije za zaposlovanje*)
ZSSS	Association of Free Trade Unions of Slovenia (*Zveza svobodnih sindikatov Slovenije*)

Executive Summary

A well-co-ordinated adult learning system will be essential if Slovenia is to meet its long-term development goals. Globalisation, technological progress and demographic change will all have transformational effects on life at work and beyond, amplifying the importance of getting adults' skills right.

A wealth of OECD research shows that individuals, employers and society all benefit from adults having higher levels of skills. Slovenia has achieved significant improvements in student outcomes and tertiary attainment in recent decades. Yet many adults have only low levels of literacy and numeracy. Participation in adult learning remains below Slovenia's targets, and is particularly low for low-skilled, unemployed and older adults, especially in small enterprises and certain sectors.

The hard work of economic recovery is now behind Slovenia, and awareness of the importance of adult skills and learning is growing. Slovenia's leaders have a unique opportunity to strengthen co-operation on adult learning between central government, municipalities, social partners and other stakeholders, to contribute to a higher quality of work and life in Slovenia.

OECD-Slovenia collaboration on a National Skills Strategy Action Phase

The government of Slovenia and a wide range of stakeholders embarked on a long-term strategic skills project with the OECD spanning from 2015 to 2018.

The Slovenian government initiated a National Skills Strategy (NSS) diagnostic phase with the OECD in 2015, which concluded in 2017. This identified nine skills challenges for Slovenia, ranging from improving the skills of low-skilled adults to inclusive and effective governance of the skills system.

In 2017, the government and the OECD initiated work on the Action Phase of the NSS to identify concrete actions to strengthen co-operation in adult learning. This phase has involved collaborative work with an inter-ministerial government team, extensive engagement with agencies, institutes, businesses, education and training providers, employers' associations, trade unions, academics, and civil society organisations, as well as comparative analysis to identify relevant good practices across the OECD.

Co-operation is essential to raise knowledge and skills for quality of life and work

Slovenia has a dispersed legislative framework for adult learning, with different acts allocating varying responsibilities to 10 ministries and all 212 municipalities. Dozens of collective agreements establish varying measures to support education and training for workers in different sectors. Alongside the central government and municipalities, social partners, education and guidance providers, institutes and researchers, civil society organisations, and regional development agencies have important roles in adult learning.

Effective co-operation between these actors will be essential for improving participation, outcomes and cost-effectiveness in adult learning.

Strengthening the overall conditions for co-operation in adult learning

By improving strategic planning, cross-sectoral oversight and information on adult skills and learning, Slovenia could strengthen the overall conditions for effective co-operation. Slovenia's Adult Education Master Plan 2013-2020 sets priorities and targets for much of the adult learning system. But it does not cover all forms of learning, clearly establish responsibilities and accountability, or have enough involvement from all relevant stakeholders. Existing co-ordination and expert bodies facilitate information sharing, but are not driving policy coherence or partnerships in adult learning. This is primarily because they have no decision-making or spending capacity. The existing bodies also exclude some ministries, local actors and representatives of target groups of adult learners. Government and stakeholders require better, more integrated information – on adult learning activity and expenditure, the outcomes achieved by different programmes and providers, the learning opportunities available, and emerging skills needs – to reach a shared understanding of the priorities and opportunities for adult learning.

Strengthening co-operation between specific actors for adult learning

Having strengthened the enabling conditions for co-operation, Slovenia can target the improvement of inter-ministerial co-ordination, co-operation with and between local-level actors, and engagement with stakeholders for adult learning.

Various rules and processes are in place to facilitate inter-ministerial co-ordination, yet the ministry representatives participating in this project cited the need, above all, to develop a culture of co-operation in Slovenia's public administration. Civil servants reported that they sometimes lack the time, information, skills and resources to effectively co-operate with others, and receive limited recognition for doing so. Municipalities are not well represented on central decision-making bodies and have not taken advantage of their ability to form regional partnerships. Central government does not reward partnerships or regional co-operation in tenders, and good practices at the local level are not widely disseminated.

Despite its importance to Slovenia's policy goals, adult learning policy is rarely discussed by Slovenia's foremost tripartite body, the Economic and Social Council. Government and service providers could do better at asking the end users – adult learners and employers – what they need. There is no established model for involving target groups in the design of adult learning services, and limited resources to support a user-centred approach to programme design. Implementing a user-centred approach in adult learning requires specific skills for civil servants and providers, and better monitoring of whether institutions are adjusting their programmes and validating prior learning to meet the needs of individuals and employers.

Strengthening co-operation to address specific challenges in adult learning

Building on the previous actions, Slovenia should take a co-ordinated approach to motivating more adults and businesses to participate in learning, and to fund adult learning more effectively and efficiently.

In the last decade, the share of adults who are neither participating nor wanting to participate in education and training has remained at around 47% in Slovenia. Public institutes and agencies largely drive awareness-raising efforts, and they lack widespread cross-sectoral support. The government, local agencies and providers, social partners and

businesses could better share responsibility for promoting and raising awareness of adult learning, and do more to co-ordinate their efforts. There is a particular need to raise awareness of the benefits of learning among unemployed and inactive adults in Slovenia, as well as low-skilled workers and micro and small enterprises.

Government, employers and individuals could share responsibility for funding adult learning more effectively and efficiently. Several project participants questioned whether overall public and private funding for adult learning in Slovenia is sufficient. The instability of public funding for adult learning over the last decade has threatened the sector's ability to achieve national goals for adult learning. Slovenia's adult learning system is highly reliant on the European Social Fund, which comes with its own risks. Social dialogue and collective agreements have not ensured employers of different sectors and sizes are effectively investing in the skills of working adults. Overall, Slovenia lacks a systematic approach for government, employers and individuals to appropriately share the costs of skills development, and target funding to where it will have the greatest impact.

Recommended actions to strengthen co-operation for adult learning

The central government, municipalities, social partners and other stakeholders should take the following actions to strengthen co-operation, in order to improve participation, outcomes and cost-effectiveness in adult learning in Slovenia. The effectiveness of these new arrangements should be monitored and further improved over time.

Strengthening the overall conditions for co-operation in adult learning

1. Develop a comprehensive adult learning master plan to include all forms and levels of adult education and training, and clarify the roles of all sectors involved.
2. Strengthen cross-sectoral oversight and accountability in adult learning to drive policy coherence and partnerships between ministries and stakeholders.
3. Enrich decision making and co-ordination with high-quality information on adult learning activities and expenditure, learning opportunities, and skills needs.

Strengthening co-operation between specific actors for adult learning

4. Strengthen inter-ministerial co-ordination of adult learning policy, by improving civil servants' awareness, skills, recognition and resourcing for co-ordination.
5. Strengthen co-operation between the central government and municipalities to align national and local efforts, and between local actors to make better use of the resources, knowledge and capacity within each region.
6. Strengthen government engagement with stakeholders in adult learning policy making and programme design, in order to better meet the needs of adult learners and employers.

Strengthening co-operation to address specific challenges in adult learning

7. Improve co-operation on raising awareness about adult learning, with each sector taking responsibility for the groups of adults and businesses to which they are closest.
8. Improve co-operation on funding adult learning effectively and efficiently by developing a high-level cross-sectoral funding agreement, and better targeting the funding of each sector.

Chapter 1. Improving the governance of adult learning in Slovenia: Assessment and recommendations

This chapter outlines the importance of effective co-operation between central government, municipalities and stakeholders for adult learning in Slovenia. It highlights the growing importance of adults' skills to economic prosperity and social cohesion, and summarises the recent data on participation in adult learning. The chapter gives an overview of how the OECD engaged with ministries and stakeholders during the project, and summarises the three overarching themes that emerged: embracing lifelong learning as a national priority, developing a culture of co-operation, and keeping the end user at the centre of policy and programme design. It then presents a summary of eight recommended actions for Slovenia to strengthen: 1) the overall conditions for co-operation in adult learning; 2) co-operation between specific actors; and 3) co-operation to address specific challenges in adult learning.

Effective governance is essential for Slovenia to realise its goals for adult learning

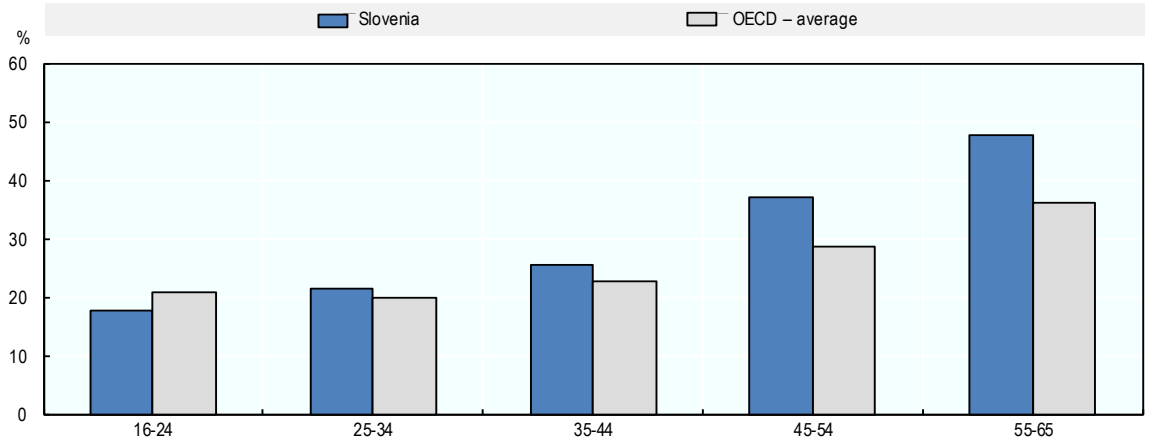
Slovenia has developed an ambitious vision of learning for and throughout life. Lifelong learning is central to Slovenia's Development Strategy 2030 (*Strategija razvoja Slovenije 2030*) (SRS 2030) (Šooš et al., 2017[1]). The strategy establishes "Knowledge and skills for quality of life and work" as one of its 12 goals, and notes the importance of lifelong learning opportunities for the "largest portion of the population as possible, whereby quality and accessibility are crucial, with particular attention paid to disadvantaged groups" (Šooš et al., 2017, p. 26[1]). The strategy adopts a target of increasing participation in adult learning from 11.6% in 2016 to 19% by 2030.[1]

Individuals, employers and society benefit from adults having higher levels of skills. Skills matter for adults' employment outcomes and active citizenship. In Slovenia, the number of years of education adults have has a greater effect on their employment and earnings than in almost every other country taking part in the Survey of Adult Skills (Programme for the International Assessment of Adult Competencies) (PIAAC). Adults' literacy and numeracy skills also have a larger positive effect on their wages than many other factors, including years of work experience, gender or migration status (OECD, 2016, p. 128[2]). Furthermore, in Slovenia, adults with greater literacy proficiency report higher levels of trust than adults with low levels of literacy proficiency. Across the OECD, higher levels of skills are also associated with better health and greater participation in volunteering, and with a greater likelihood of adults perceiving themselves as actors in, rather than objects of political processes (OECD, 2016[2]).

Slovenia has sizeable potential to improve adults' skills, employability and active citizenship. Adults' literacy scores have improved substantially over the past two decades, and educational attainment continues to grow. However, 31% of 16-65 year-olds in Slovenia – almost 400 000 adults – still have low levels of literacy and/or numeracy (OECD, 2016[2]). Older adults in general are much more likely to be low-skilled than younger adults, yet 20% of 25-34 year-olds are also low-skilled, posing an ongoing challenge for Slovenia's future economic prosperity and social cohesion (Figure 1.1).

Figure 1.1. Low-skilled adults in Slovenia, by age group (2015)

Share of adults who score at or below Level 1 in literacy and/or numeracy in PIAAC



Source: OECD calculations based on OECD (2017[3]) OECD Survey of Adult Skills (PIAAC) database (2012, 2015), www.oecd.org/skills/piaac/ (accessed March 2017).

StatLink https://doi.org/10.1787/888933858430

Adults with low education levels (below upper secondary) and skill levels (literacy score at or below Level 1) in Slovenia have lower employment rates than their counterparts in almost all other OECD countries (OECD, 2018[4]). In terms of active citizenship, a relatively high share of adults in Slovenia engage in volunteering activities. Yet Slovenian adults exhibit the lowest levels of confidence in their national government of all OECD countries, report relatively low levels of trust in others, and are relatively less likely to vote at elections (OECD, 2016[5]). This highlights the importance of not only seeking to increase levels of trust and active citizenship through adult learning, but of restoring trust in government through better governance.

The importance of raising adults' levels of skills is growing. Emerging economic, social and environmental challenges magnify the importance of skills. Slovenia's population is ageing more rapidly than most other OECD countries, meaning that there are fewer workers to meet skills needs and fewer wage earners to support public spending (OECD, 2017[6]). Recent OECD work suggests that about 26% of workers in Slovenia face a high risk of seeing their jobs automated, compared to 14% across PIAAC countries on average (Nedelkoska and Quintini, 2018[7]). Demand for skills is likely to evolve rapidly, centring more around the fields of science, technology, engineering and mathematics (STEM) as well as soft skills, and less on non-transferable skills. Changes within and mobility between jobs is expected to increase and workers will retire later, making transferable skills increasingly valuable for adults (OECD, 2018[8]).

Learning is essential for improving adults' skills, employability and social outcomes. Adult learning can generate personal, economic and social benefits. It can improve individuals' probability of employment, earnings and productivity (OECD, 2005[9]; What Works Centre for Local Economic Growth, 2016[10]; Card, Kluve and Weber, 2015[11]; McCall, Smith and Wunsch, 2016[12]). In Slovenia, training programmes for the unemployed have increased adults' probability of employment in the short and longer term, as well as their wages and employment quality (Burger et al., 2017[13]). Adult learning is also positively associated with health and propensity to volunteer (European Commission, 2015[14]; Vera-Toscano, Rodrigues and Costa, 2017[15]). For countries, participation and investment in adult learning is associated with faster growth in gross domestic product (GDP), higher employment rates and literacy proficiency, reduced inequality in incomes and skills, and higher rates of innovation (FiBS and DIE, 2013[16]; Desjardins, 2017[17]).

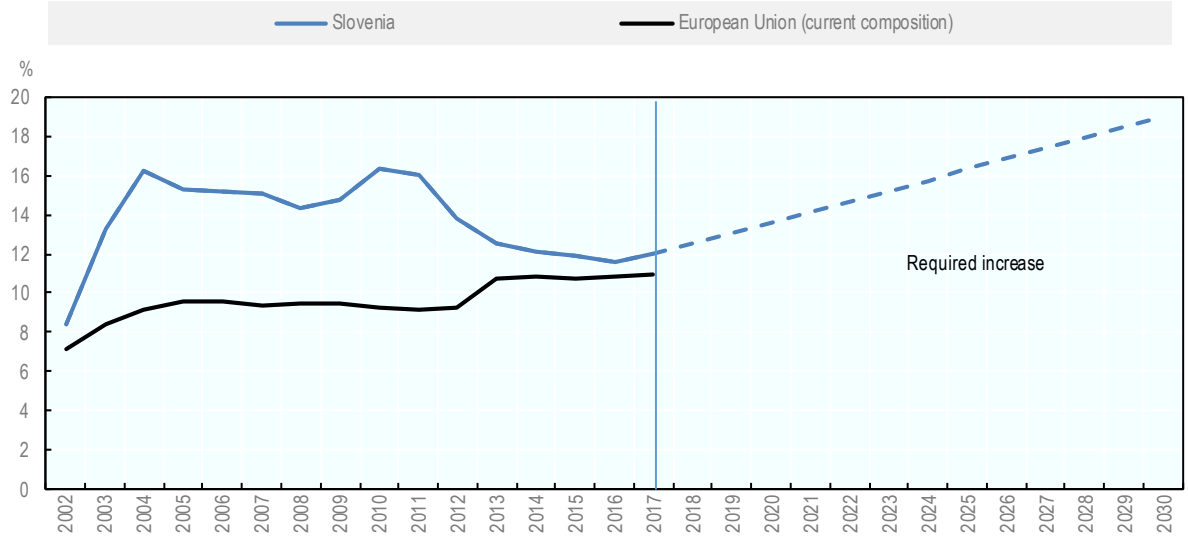
However, Slovenia's performance in raising adult-learning participation is mixed. According to the Adult Education Survey (AES) (2016) (Eurostat, 2018[18]), participation in adult learning in Slovenia is higher than a decade ago, and slightly above the European Union (EU) average. In Slovenia in 2016, 46.1% of 25-64 year-olds reported that they had participated in non-formal or formal education or training in the last 12 months, up from 40.6% in 2007. And the intensity (hours) of this education and training is higher than in any other EU country. Furthermore, a relatively high and growing share of Slovenian enterprises provides continuous vocational training to employees (Eurostat, 2018[19]) (see Annex B for more details).

According to the European Union Labour Force Survey (EU-LFS) measure, however, adult-learning participation in Slovenia is near its historical low point (Eurostat, 2018[20]).[2] On average in 2017, 12% of 25-64 year-olds in Slovenia reported that they had participated in formal and non-formal education and training in the four weeks prior to the survey. This was one of the lowest levels since 2002 (Figure 1.2). In order to reach its 2030 target for adult learning of 19%, Slovenia will need to raise participation by 7 percentage points – an

achievable increase, but one that only four EU member states (Estonia, France, Luxembourg and Sweden) have managed in the 12 years to 2017.

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

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



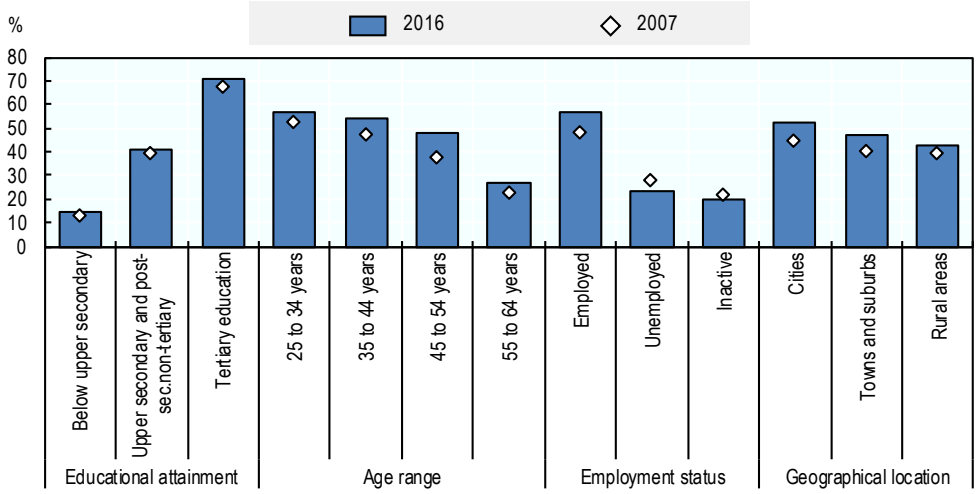
Source: Based on Eurostat (2018[20]), *Adult Learning: Participation Rate in Education and Training (Last 4 Weeks),* EU Labour Force Survey, https://ec.europa.eu/eurostat/data/database (accessed on 16 October 2018).

StatLink https://doi.org/10.1787/888933858449

Furthermore, Slovenia has large and persistent participation gaps in adult learning, whereby those most in need of adult learning are the least likely to learn (Figure 1.3). While participation in adult learning among employed adults increased in Slovenia from 2007 to 2016, participation among unemployed and inactive adults actually decreased. Slovenia also has one of the largest participation gaps between low- and highly educated adults in the EU (14% versus 71%) (Eurostat, 2018[18]). Unlike many EU countries, Slovenia has not managed to reduce this gap over the last decade. Finally, the level, intensity and relevance of continuous vocational training is relatively low in certain economic sectors and smaller enterprises (Eurostat, 2018[19]) (see Annex B for more details).

Figure 1.3. Participation gaps in adult learning in Slovenia (2007 and 2016)

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



Source: Eurostat (2018[18]), *Participation Rate in Education and Training*, Adult Education Survey 2016, https://ec.europa.eu/eurostat/data/database (accessed on 16 October 2018).

StatLink https://doi.org/10.1787/888933858468

Co-operation between government and stakeholders will be essential for achieving Slovenia's aspirations for adult learning. The Council of the European Union's Resolution on a Renewed European Agenda for Adult Learning (2011[21]) recognised that much more remains to be done across the EU in relation to co-operation with employers, social partners and civil society. It invited member states to ensure effective liaison with the relevant ministries and stakeholders, social partners, businesses, and relevant non-governmental organisations (NGOs) and civil society organisations, with a view to improving the coherence between policies on adult learning and broader socio-economic policies. For the period 2015-20, the first of four priorities under the EU adult-learning agenda are governance related: ensuring the coherence of adult learning with other policy areas; improving its co-ordination, effectiveness and relevance to the needs of society, the economy and the environment; and increasing, where appropriate, both private and public investment (European Commission, 2018[22]).

A wide range of actors have important roles in Slovenia's adult-learning system, including:

- **Ministries**: 10 ministries in Slovenia currently have legislative responsibility for some aspect of adult learning (see Table 2.4 in Chapter 2).
- **Municipalities**: Slovenia's 212 municipalities own the premises of the country's 34 Adult Education Centres (*Ljudske univerze*) (LUs), may fund adult-learning related services, and are now required by law to develop annual plans for adult learning.
- **Regional bodies**: while there is no regional government in Slovenia, each of Slovenia's 12 Regional Development Agencies (*Regionalne razvojne agencije*) (RRAs) has a committee for human resources, and most include adult-learning related goals in their Regional Development Plan (*Regionalni razvojni program*) (RRP).

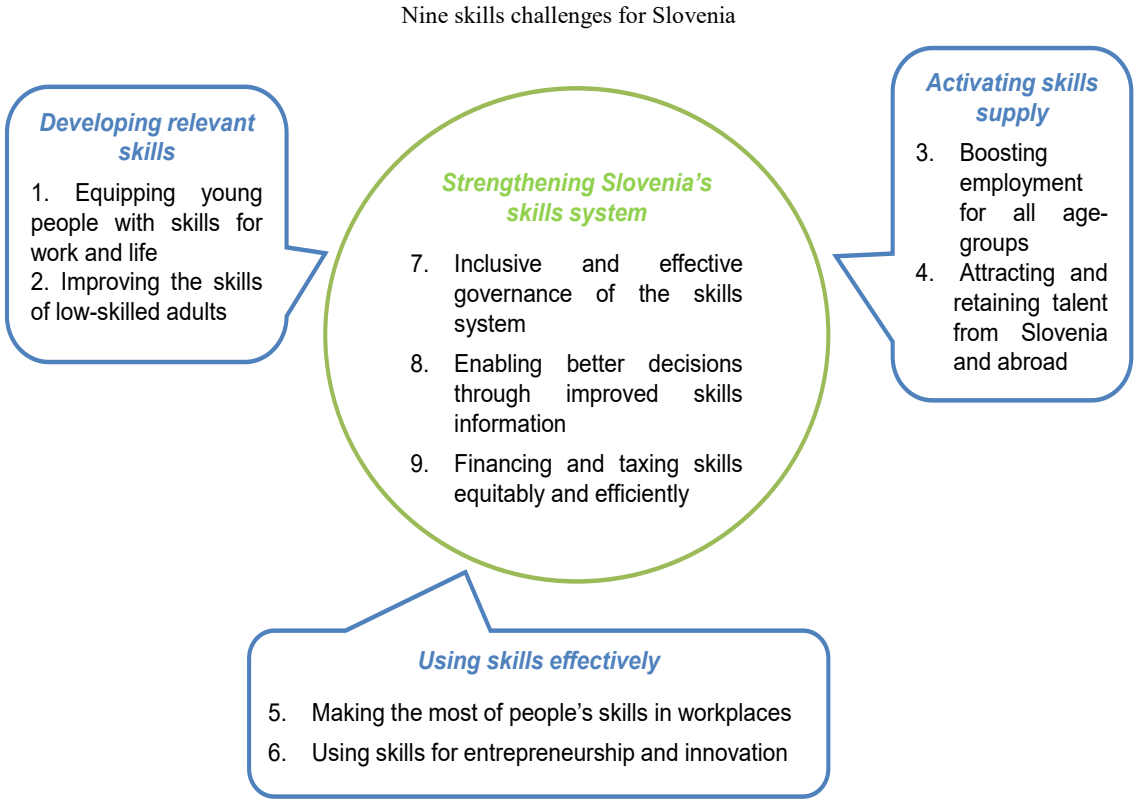
- **Providers**: 47 public secondary schools, 66 higher vocational colleges and 107 tertiary education institutions provide formal education to adult learners in Slovenia. There are also over 500 providers of non-formal adult education and training, including LUs, specialised adult education institutions, school-based units, company-based units, educational centres at business chambers and NGOs (see Annex A for more details on providers).
- **Employers**: Slovenia's 196 000 enterprises, 186 000 of which are micro-sized (0-9 employees), may provide education and training, study leave or informal learning experiences for their employees, as required by collective agreements or according to business needs (SURS, 2018[23]). One-third of adults in Slovenia participate in job-related non-formal education and training that is sponsored by their employer (Eurostat, 2018[18]).
- **Social partners**: Slovenia's 49 trade unions (including associations and confederations) and 5 major inter-sectoral employers' associations (and smaller associations) negotiate adult learning provisions in collective agreements. About 65% of employees are covered by collective agreements in Slovenia, and many employers financially support education and training for employees.
- **National institutes, centres and researchers**: the Slovenian Institute for Adult Education (*Andragoški center Republike Slovenije*) (ACS) and the Institute of the Republic of Slovenia for Vocational Education and Training (*Centra Republike Slovenije za poklicno izobraževanje*) (CPI) are responsible for research and development, quality, guidance and validation, and promotional and informative activities in adult and vocational education respectively. Other institutes, centres and universities also have important roles in research (including on PIAAC data), programme development, teaching pedagogy/andragogy and recognition of prior learning.

Effective co-ordination and co-operation between the diverse actors involved in Slovenia's adult-learning system will be essential for achieving the SRS 2030 goals for "Knowledge and skills for quality of life and work" and "Effective governance and high-quality public service" (Šooš et al., 2017[1]). Such co-ordination and co-operation can have many benefits, such as ensuring policy coherence between ministries and levels of government, minimising overlaps and gaps in adult-learning services, and effectively sharing responsibilities for promoting and funding adult-learning. It will require enabling conditions to be in place, such as shared strategic goals, effective oversight and a high-quality information base, as well as strong co-operation at all levels: between ministries, levels of government, government and stakeholders and local and regional actors.

A wide range of actors in Slovenia contributed to the Skills Strategy project

The importance of improving adults' skills and effectively governing skills policy was demonstrated by the results of the first phase of the OECD-Slovenia National Skills Strategy (NSS) project. The OECD *Skills Strategy Diagnostic Report: Slovenia* (2017[6]) was the result of a collaborative effort by nine ministries and offices, public agencies and institutes, education and training providers, employer associations, trade unions, non-government organisations, students and others in the first phase of the project. The report identified nine skills challenges in four areas: developing, activating and using skills, and strengthening the skills system (Figure 1.4).

Figure 1.4. OECD Skills Strategy Diagnostic Report: Slovenia 2017



Source: OECD (2017[6]), *OECD Skills Strategy Diagnostic Report: Slovenia 2017*, http://dx.doi.org/10.1787/9789264287709-en.

Following the OECD's diagnostic report, Slovenia's national project team engaged the OECD to undertake a subsequent Action Phase on the governance of adult learning: strengthening inter-ministerial, municipal and stakeholder co-operation to boost adults' skills for work and life via adult learning, as an essential part of lifelong learning. The aim of the Action Phase is to identify concrete actions Slovenia can take in this area.

This focus combines two of the significant skills challenges identified in the diagnostic report: ensuring effective and inclusive governance of skills, and boosting the skills of adults. For the purposes of this report, the following definitions are used (see Annex C for more details).

Governance refers to the delineation of responsibilities and mechanisms for co-operation between ministries, municipalities and stakeholders. Effective governance is underpinned by clear and shared objectives, appropriate incentives and accountability, the capacity and skills for co-operation, information sharing, and shared funding. The diagnostic report found that the effectiveness of Slovenia's inter-ministerial and municipal co-ordination and stakeholder engagement should be strengthened to improve skills policy (including adult learning).

Adult learning refers to any formal or non-formal education and training, or informal learning undertaken by adults who have previously finished "first chance" formal education. This may take place in the workplace, in training or education centres, online or in other contexts. The diagnostic report found that many adults in Slovenia have low levels

of basic skills, and adult participation in lifelong learning is relatively low and may not meet labour market needs.

Slovenia's inter-ministerial national project team and a wide range of stakeholders have helped develop the actions in this report. The OECD team worked closely with the Slovenian national project team, which included representatives of ten ministries and offices: the Ministry of Education, Science and Sport (*Ministrstvo za izobraževanje, znanost in šport*) (MIZŠ); Ministry of Labour, Family, Social Affairs and Equal Opportunities (*Ministrstvo za delo, družino, socialne zadeve in enake možnosti*) (MDDSZ); Ministry of Economic Development and Technology (*Ministrstvo za gospodarski razvoj in tehnologijo*) (MGRT); Ministry of Environment and Spatial Planning (*Ministrstvo za okolje in prostor)* (MOP); Ministry of Health (*Ministrstvo za zdravje*) (MZ); Ministry of Agriculture, Forestry and Food (*Ministrstvo za kmetijstvo, gozdarstvo in prehrano*) (MKGP); the Minister of the Ministry of Finance (*Ministrstvo za finance*) (MF); Ministry of Public Administration (*Ministrstvo za javno upravo*) (MJU); Ministry of Foreign Affairs (*Ministrstvo za zunanje zadeve*) (MZZ); and the Government Office for Development and European Cohesion Policy (*Služba Vlade Republike Slovenije za razvoj in evropsko kohezijsko politiko*) (SVRK).

The OECD engaged with the project team and a broad range of stakeholders through four country visits between December 2017 and July 2018 (Table 1.1). Two interactive workshops and 15 in-depth thematic discussions brought together participants from government agencies involved in adult learning, institutes, education and training providers, employer representatives, trade unions and municipalities and users of the adult-learning system (see Annex E for more details).

Table 1.1. Action Phase: Engagement of Slovenian stakeholders

Event	Objectives	Participants
Inception meeting with senior officials – Ljubljana, 13-14 December 2017.	Obtain feedback on the proposed Action Phase.	Ministers and state secretaries, government offices, research institutes, academics, social partners, and other stakeholders.
Mapping issues – Lukovica and Ljubljana 26-29 March 2018.	Understand current arrangements between ministries, municipalities and stakeholders on the co-ordination and co-operation on adult learning in Slovenia, and key challenges and opportunities for strengthening their co-operation.	Ministries, government agencies, research institutes, academics, social partners, and education providers.
Testing findings – Ljubljana 14-18 May 2018.	Obtain feedback on potential areas of action for strengthening co-operation in adult learning in Slovenia.	Ministers, government agencies and institutes, municipalities and regional development agencies, employers, adult education providers, and local-level stakeholders.
Testing actions – Ljubljana 2-5 July 2018.	Obtain feedback on the detailed set of 15 draft recommended actions.	Ministers, agencies and institutes, adult learners, adult education providers, and business chambers.

Themes emerging from the stakeholder engagement

Three high-level themes emerged from the widespread engagement outlined above. These are the importance of:

- **Embracing lifelong learning as a national priority**. Slovenia is seeking to transform citizens' attitudes towards learning, from a focus on getting an education at school to a lifelong commitment to developing skills. A culture of lifelong learning must pervade families, communities, workplaces and education

institutions at all levels. This will require all sections of society to be convinced of, and have access to the benefits of adult learning. It starts with Slovenia's parliament, government and social partners embracing and operationalising lifelong learning as a national priority. Government, social partners and adult-learning providers will need to take a co-ordinated approach to raising awareness of the potential personal, social and economic benefits of adult learning, for individuals, employers and society (Action 7). They must also co-ordinate their efforts to reduce the cost- and time-related barriers to under-represented groups – low-skilled, older and inactive adults, and those working in small enterprises – participating in adult learning (Actions 6 and 8).

- **Developing a culture of co-operation in the adult-learning system**. Adult-learning systems are inherently complex and cross-sectoral, yet of increasing importance to countries' development goals. Effective co-operation is essential within and between ministries (Action 4), between central and municipal governments and between local and regional actors (Action 5), and between government and stakeholders (Action 6). Political leaders can set the example of inter-ministerial co-operation for the public administration. Governments and stakeholders will need to agree on the priorities, goals, and roles and responsibilities for Slovenia's adult-learning system. This agreement can be expressed and supported by a comprehensive and long-term master plan for adult learning, created in partnership by government and stakeholders (Action 1). Fundamentally, co-operation requires trust within and between the sectors involved in adult learning. Trust takes time to build, but can be built as each sector embraces, is held accountable for, and successfully fulfils its roles and responsibilities in the system.
- **Keeping the end user at the centre of policy and programme design**. Government and providers must stay focused on end users – adult learners and employers – when designing adult-learning policy and programmes. Adults and enterprises exhibit a diverse range of motivations for and barriers to participating in learning. Adult learners typically require different knowledge, learning contexts and instruction methods to younger students in "first chance" education. Maintaining a user-, learner- and adult-centred approach in policy making and the design of adult-learning programmes (Action 6) is essential for ensuring services best meet users' needs. Focusing on the end user can also help diverse sectors reach agreement on priorities for adult learning.

In addition to these high-level themes, the engagement and analysis undertaken during this project has resulted in the OECD recommending eight actions Slovenia should take to strengthen co-operation for adult learning. These recommended actions are summarised below, and spelled out in detail in the subsequent chapters.

Strengthening the overall conditions for co-operation in adult learning

Slovenia should take the following actions to help create the overall conditions for co-operation between ministries, municipalities and stakeholders alike.

Action 1: Develop a comprehensive adult-learning master plan

The strategic framework for adult learning in Slovenia is quite comprehensive, and provides a reasonable basis for effective co-operation between ministries, municipalities and stakeholders. The SRS 2030 includes goals for participation in adult learning, and the

2018 Adult Education Act (*Zakon o izobraževanju odraslih)* (ZIO-1 Act) establishes a national long-term plan for directing public funding in adult education, the Adult Education Master Plan 2013-2020 (*Resolucija o nacionalnem programu izobraževanja odraslih v Republiki Sloveniji za obdobje 2013-2020*) (ReNPIO). This is further supported by regular planning and reporting to government and parliament through annual plans and other measures. Several sectoral strategies make reference to the importance of adults' skills, education and training.

However, Slovenia lacks a comprehensive strategy that covers all forms and providers of adult learning, clarifies each sector's responsibilities and helps keep them accountable. The ReNPIO excludes adult education and training that is entirely privately funded, established under sectoral legislation (e.g. agriculture, public health or public administration) or at the higher education level. It also has limited jurisdiction over and impact on "second-chance" upper secondary school, short-cycle higher vocational studies and training for the registered unemployed, as these fall outside the scope of the ZIO-1 Act. According to representatives of several ministries and institutes who participated in this project, the ReNPIO and annual reports have not clarified responsibilities or established accountability for ministries, agencies, municipalities, social partners and other stakeholders in adult learning to co-operate effectively or achieve Slovenia's goals for adult learning.

The ZIO-1 Act and the new ReNPIO (2021 onwards) represent an opportunity for Slovenia to develop a truly comprehensive master plan for adult learning.

Box 1.1. Recommended Action 1: Develop a comprehensive adult-learning master plan

The government and adult-learning stakeholders should develop a comprehensive adult-learning master plan for 2021 onwards. The master plan should set priorities and targets for all forms and levels of adult education and training (publicly and privately funded); clarify the main roles and responsibilities of each sector in adult learning (and the role of partnerships between them); establish performance indicators and, where public funding is involved, accountability for implementation; complement other major sectoral strategies; and contribute to the achievement of the SRS 2030 goals for adult learning.

The master plan should be supported by an effective oversight body for adult-learning policy making (Action 2), high-quality information (Action 3), capacity building in the public administration (Action 4), the efforts of local and regional actors (Action 5), effective stakeholder engagement (Action 6), more effective awareness raising (Action 7), and improved funding arrangements (Action 8).

Action 2: Strengthen cross-sectoral oversight and accountability in adult learning

Slovenia has a number of bodies and councils whose roles cover adult skills and learning to varying degrees. The Adult Education Co-ordination Body (*Koordinacija izobraževanja odraslih*) (AE Body), Council of Experts of the Republic of Slovenia for Adult Education (*Strokovni svet Republike Slovenije za izobraževanje odraslih*) (SSIO), Council of Experts for Vocational Education and Training (*Strokovni svet za poklicno in strokovno izobraževanje*) (SSPSI), Council of Experts for General Education (*Strokovni svet za splošno izobraževanje*) (SSSI) and Economic and Social Council (*Ekonomsko-socialni svet*) (ESS) all play a role in facilitating co-ordination and co-operation between ministries, municipalities and stakeholders in adult-learning policy making. These bodies are formally

established either by legislation or ministerial decrees, and typically have a broad membership from different ministries and stakeholders.

However, representatives of the ministries and stakeholders involved in this project agreed that the existing bodies only facilitate discussion and information sharing. They are not driving policy coherence or inter-ministerial or cross-sectoral partnerships in adult learning. This is primarily because the existing bodies have no decision-making or spending capacity. Furthermore, representatives of municipalities, regional bodies and adult learners, as well as some of ministries involved in adult learning, are not members of the existing bodies. The participants in this projected called not for more bureaucracy, but more effective bureaucracy.

Box 1.2. Recommended Action 2: Strengthen cross-sectoral oversight and accountability in adult learning

The government should strengthen the capacity and accountability of existing oversight bodies for adult learning to facilitate coherence and partnerships between ministries, municipalities and stakeholders.

To improve inter-ministerial and cross-sectoral co-ordination and partnerships in adult learning, the government should formally establish and expand the remit and membership of the AE Body, and give it some decision-making capacity over adult-learning policy and expenditure. To improve expert advice for adult learning, the government should expand the remit of the SSIO to advise the AE Body and all ministries involved in adult learning at key stages of policy making (design, implementation and evaluation). It should also increase the number of andragogic experts in the SSIO.

The government should clearly establish in legislation each body's objectives and role, relationship to other bodies, and accountability, as well as its decision-making and spending capacity. The government should monitor the effectiveness of the renewed AE Body and SSIO over time, and make further improvements as required.

Action 3: Enrich decision making and co-ordination with high-quality information

Various ministries and agencies are involved in collecting and analysing data on adult learning and generating information on skills needs. A wide range of adult-learning providers and employers contribute data and information to these datasets, voluntarily or by obligation. However, Slovenia lacks comprehensive and integrated information on adult learning and skills needs. Several representatives of the ministries and stakeholders participating in this project reported that this makes it harder for different ministries and stakeholders to reach a shared understanding of the challenges, opportunities and priorities for adult-learning policy and funding.

The government does not collect administrative data for some forms of adult education and training, such as short-cycle higher vocational training and non-formal education (non-publicly recognised). The participation data held by the MIZŠ, MDDSZ and other agencies are not well connected. Decision makers do not know how many adults are completing or transitioning between different forms of learning. There are also gaps in the government's current data collections on adult-learning expenditure – especially for businesses and individuals.

Information about the personal, employment and social outcomes being achieved by different adult-learning providers and programmes is almost non-existent in Slovenia. Currently, evaluation methods focus on providers' inputs and processes at the point of accreditation, rather than on outcomes. In non-formal education and training, voluntary self-evaluation is the dominant method.

Slovenia has several online portals with information on education and training opportunities for adults. However, many providers do not advertise on these portals, and there are gaps and overlaps in the information provided. Overall, the portals could be better linked, including to information on skills needs in the economy.

Finally, Slovenia still lacks a comprehensive skills assessment and anticipation (SAA) approach, and widely accepted information on short- and long-term skills needs. There is a lack of clarity about responsibilities. The Employment Service of Slovenia (*Zavod Republike Slovenije za zaposlovanje*) (ZRSZ); the MDDSZ; the Public Scholarship Development, Disability and Maintenance Fund of the Republic of Slovenia (*Javni štipendijski, razvojni, invalidski in preživninski sklad Republike Slovenije*) (JŠRIP); the MGRT; the Institute of Macroeconomic Analysis and Development (*Urad za makroekonomske analize in razvoj*) (UMAR) and some municipalities each undertake activities related to SAA, but have not collaborated to design a comprehensive solution.

Better and more integrated information could help facilitate effective negotiations, co-ordination and partnerships between the ministries and sectors involved in adult learning.

Box 1.3. Recommended Action 3: Enrich decision making and co-ordination with high-quality information

Ministries, municipalities, social partners and other stakeholders should improve, integrate and better use information to enrich decision making and co-ordination in adult learning.

This should include improved information on: skills needs and mismatches (appropriately disaggregated to meet users' needs), adult education and training activities and opportunities (including all formal and non-formal adult education and training), and the outcomes achieved by adult-learning programmes and providers (underpinned by the introduction of outcome-based evaluation of all publicly funded and verified adult education and training in Slovenia).

The strengthened AE Body (Action 2) should oversee the improvement of adult-learning and skills information, ensuring this information supports the achievement of the adult-learning master plan (Action 1), the oversight body's activities (Action 2), inter-ministerial co-ordination (Action 4); the decision making of local and regional actors (Action 5), adult-learning services more tailored to learners' needs (Action 6), efforts to promote the benefits of adult learning (Action 7), decisions about allocating funding (Action 8), and the adult-learning investments of individuals and firms.

Strengthening co-operation between specific actors for adult learning

In addition to strengthening the overall conditions for co-operation in adult learning, Slovenia should take the following actions to strengthen co-ordination and co-operation between ministries, with municipalities and between local actors, and between government (including public providers) and stakeholders.

Action 4: Strengthen inter-ministerial co-ordination for adult learning

The civil servants involved in adult-learning policy in Slovenia co-ordinate with each other through various formal and informal mechanisms. Several strategies, rules and human resource management practices in the public administration seek to facilitate effective inter-ministerial co-ordination. The Public Administration Development Strategy 2015-2020 (*Strategija razvoja javne uprave 2015-2020*) (SJU 2020) and the SRS 2030 have identified effective public governance and inter-ministerial co-ordination as priorities for the public administration.

Inter-ministerial co-ordination for adult learning could be strengthened by improving civil servants' awareness, skills, recognition and resourcing for co-ordination. Although Slovenia has a range of rules and processes in place to facilitate inter-ministerial co-ordination, representatives of the ministries participating in this project argued that rules are not enough. They stated that opportunities to develop skills for effective co-ordination are limited, and co-ordination efforts are not sufficiently recognised. Ministry representatives also raised concerns about the levels and variability of resources allocated to inter-ministerial co-ordination. Above all, ministry representatives cited the need to develop a culture of co-operation in Slovenia's public administration, particularly for improved adult-learning policy.

Box 1.4. Recommended Action 4: Strengthening inter-ministerial co-ordination for adult learning

The government should improve awareness, skills, recognition and resourcing for co-ordination in the public administration, to strengthen co-ordination within, between and by ministries.

The government should survey the individuals working on adult learning within ministries, agencies and existing cross-sectoral bodies, in order to assess and address gaps in skills, recognition and resourcing for co-operation. In light of the survey results, the government should: raise awareness about the importance of co-operation in adult learning, improve opportunities for developing skills for co-operation in the public administration, strengthen requirements for and recognition of effective co-operation, and resource co-operation efforts effectively. While focused on adult learning, this action should contribute to the achievement of the SRS 2030 goals for "effective governance and high-quality public service".

This action should build civil servants' capacity for: strategic governance (Actions 1 and 2), integrating diverse information into decision making (Action 3) and adopting a user-centred approach in adult learning (Action 6). The government should also consider extending learning opportunities to municipalities and public providers to support their role in adult learning (Action 5).

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

Despite the important and growing role of municipalities in adult learning, there is limited co-ordination between ministries and the municipalities for developing and implementing adult learning policy. Representatives of the ministries participating in this project cited no direct lines of communication with municipalities. Only one existing body for adult learning (the AE Body) has a member representing municipalities (a municipal association). The ReNPIO and the municipalities' Annual Plans for Adult Education (AL Plans) could be more closely linked. Effective co-operation between ministries and representatives of municipalities will be essential if Slovenia is to effectively tailor its national policies to local/regional needs, and if municipalities are to help realise national goals for adult learning

Several stakeholders participating in this project stated that co-operation between actors at the local level is a strong point of Slovenia's adult-learning system. Regional adult-learning related centres such as LUs, Inter-Company Training Centres (*Medpodjetniški izobraževalni centri*) (MICs) and Competence Centres for Human Resources Development (*Kompetenčni centri za razvoj kadrov*) (KOCs) do act as hubs for co-operation between providers, municipalities, local employers, social partners and others. However, municipalities often lack a culture of co-operation and of joint service provision. No municipalities have yet developed joint AL Plans with other municipalities as permitted by the ZIO-1 Act. Regional bodies do not appear to be facilitating partnerships for adult learning. The stakeholders participating in this project considered that local and regional co-operation in adult learning could be made more systematic, in order to harness the resources, knowledge and capacity of multiple municipalities and stakeholders. The central government could also do more to support co-operation at the local level.

Box 1.5. Recommended Action 5: Strengthen co-operation with municipalities and between local actors

The central government and municipalities should co-ordinate more effectively to ensure coherence between national and local adult-learning policies and programmes. Municipalities and other local actors should strengthen their co-operation to improve the relevance, impact and cost effectiveness of adult-learning services.

Municipalities and regional development agencies should actively contribute to Actions 1, 2, 3, 6, 7 and 8, and ensure that their plans and activities are aligned with the national master plan (Action 1). Furthermore, municipalities, regional development agencies and service providers should use regional bodies (such as Regional Councils of Mayors and RRAs) to identify and realise opportunities for partnerships in adult learning.

In addition to including local and regional stakeholders in Actions 1, 2, 3, 7 and 8, ministries should use public tenders to reward local and regional partnerships, and the ACS should recognise and widely publicise successful examples of such partnerships.

Action 6: Strengthen government engagement with stakeholders for adult learning

Slovenia has a range of mechanisms facilitating government engagement with stakeholders in adult-learning policy making. These mechanisms work well overall, with some opportunities for improvement. The SSIO and the AE Body do not include all key groups of stakeholders, and give them little influence over policy. The ESS, Slovenia's foremost tripartite body for policy dialogue, rarely discusses adult-learning policy.

In programme design, there are some promising examples in Slovenia of public agencies and providers involving end users in the design of adult-learning services. However, the mechanisms and practices for engaging stakeholders in programme design and delivery are limited and largely ad hoc.

Several participants in this project asked "who is asking the adult learners what they want?" Despite the goals of SRS 2030 and SJU 2020, government and public providers are not systematically putting the end user – adult learners and employers – at the centre of adult-learning policy making and programme design. Slovenia has no single framework or institution for validating adults' non-formal and informal learning. Monitoring of the supply and uptake of flexible education and training opportunities and validation of prior learning for adults is needed, particularly in formal education. Improved training could help civil servants and staff of public providers better engage with stakeholders and service users.

Box 1.6. Recommended Action 6: Strengthen government engagement with stakeholders for adult learning

In policy making, the ministries, employers' associations and trade unions represented on the ESS should more frequently discuss policies related to adult skills and lifelong learning, and provide opinions to the government.

In programme design, ministries, agencies, publicly funded providers, adult learners and employers should work together more effectively to design adult-learning services that meet users' needs. The government should collect better data on, monitor and ensure the sufficient supply of flexible education and training programmes and validation of prior learning for adults. In particular, these efforts should focus on the formal education system – schools, vocational colleges and higher education institutions. Ministries, agencies and publicly funded providers should more systematically implement a user-centred approach by involving target groups of adults and employers in the design of adult-learning services.

The new outcomes evaluation model for adult learning (Action 3) should seek to measure users' satisfaction with the design and flexibility of adult learning programmes. The government should offer civil servants and staff of public adult-learning providers targeted training in user-centred design approaches (Action 4).

Strengthening co-operation to address specific challenges in adult learning

Like many OECD countries, Slovenia faces two highly complex challenges for adult learning: motivating more adults to learn and appropriately funding adult learning. Having strengthened the "enabling conditions" for co-operation, and co-operation between specific actors, Slovenia should take a more co-ordinated approach to addressing these two challenges.

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

Slovenia has a relatively well-developed system for raising awareness about lifelong learning opportunities and benefits. Its Lifelong Learning Week and Learning Parades have been internationally recognised as good practices, and the ZIO-1 Act expanded publicly funded guidance and counselling services for potential adult learners.

Despite considerable effort, however, the share of adults neither participating nor wanting to participate in education and training (approximately 47%) has not fallen in the last 10 years. Several participants in this project stated that awareness-raising efforts for adult learning currently lack widespread cross-sectoral support. The ACS, and MIZŠ and MDDSZ services (guidance counsellors, LUs and ZRSZ offices) largely drive these efforts. Participants agreed government, local agencies and providers, social partners and businesses should share responsibility for promoting and raising awareness of adult learning and do more to co-ordinate their efforts. There is a particular need to raise awareness of the benefits of learning among unemployed and inactive adults in Slovenia, as well as low-skilled workers and micro and small enterprises.

Box 1.7. Recommended Action 7: Improve co-operation on raising awareness about adult learning

Employers and their associations, trade unions, ministries, LUs, MICs, Centres for Social Work (*Centri za socialno delo*) (CSDs), ZRSZ offices, municipalities, schools, public media outlets and others should better share responsibility for raising awareness of the benefits of and opportunities for adult learning.

These actors should co-operate to design, fund and implement an action plan for promoting adult learning in Slovenia. The action plan should motivate more adults to participate in and employers to sponsor education and training, contributing to a culture of lifelong learning in Slovenia. The action plan should involve a national multimedia campaign to raise general awareness, building on the success of Lifelong Learning Week. It should also detail appropriate awareness-raising, guidance and outreach initiatives at the regional and local level. The action plan should allocate responsibility to individual sectors and/or agencies for reaching out to specific target groups of adults closest to them: employers' associations for smaller enterprises; trade unions for low-skilled workers; the ZRSZ for the registered unemployed; CSDs for inactive adults; municipalities, LUs and Guidance Centres for other local disadvantaged groups; and primary and secondary schools to reach parents with low levels of skills.

This action plan should support the achievement of Slovenia's goals for adult learning (Action 1) and be overseen by the improved AE Body (Action 2). It should be supported by improved information on learning opportunities and outcomes (Action 3), local and regional stakeholders (Action 5) and cross-sectoral funding (Action 8).

Action 8: Improve co-operation to fund adult learning effectively and efficiently

There are some strengths to the way adult learning is funded in Slovenia. Ten ministries fund adult-learning related programmes, each in the sectors of their expertise. Second-chance basic education (ISCED 1-2), various basic skills programmes and guidance services are established as public services and fully publicly funded. In 2018, public expenditure on adult learning will reach its highest level since at least 2005. Many municipalities are also funding adult-learning services. Overall, Slovenian employers spend considerably more on continuing vocational training than those across the EU on average. There are also examples of co-funding between government and employers on certain adult-learning related programmes.

However, the representatives of ministries and stakeholders participating in this project agreed that government, employers and individuals need to fund adult learning more effectively and efficiently. Several participants questioned whether the total amount of public and private funding for adult learning in Slovenia is sufficient. The instability of public funding for adult learning over the last decade has threatened the sector's ability to achieve national goals for adult learning. Slovenia's adult-learning system is highly reliant on the European Social Fund, which comes with its own risks. Social dialogue and collective agreements have not ensured employers of different sectors and sizes are effectively investing in the skills of working adults. Ultimately, Slovenia lacks a systematic approach for government, employers and individuals to appropriately share the costs of skills development. Slovenia has an opportunity to improve how it shares the costs of learning, ensure funding is sustainable, and target funding to where it will have the greatest impact.

Box 1.8. Recommended Action 8: Improve co-operation to fund adult learning effectively and efficiently

The government, employers and their associations, trade unions and adult learners should more systematically share, target and streamline the funding of adult learning.

The ESS, with support from the expanded AE Body (Action 2), should develop a high-level "funding agreement" outlining how government, employers and individuals should share the costs of investing in different types of adult learning and skills.

The government should provide full, upfront financial support to low-skilled adults to attend second-chance and basic skills programmes. Social partners should strengthen provisions for education and training in lagging collective agreements, and the government should monitor their implementation. In sectors with relatively low expenditure on or participation in adult education and training, social partners should pilot sectoral training funds, which the government should partially co-finance. In particular, these funds should support low-skilled workers, those not covered by collective agreements or in non-standard work, as well as micro and small enterprises. Finally, the ministries involved in adult learning and the SVRK should jointly review, streamline and improve national processes for accessing and allocating EU funds, as part of broader streamlining efforts.

Slovenia's shared funding arrangements for adult learning should ultimately support the achievement of its goals for adult learning (Action 1). The expanded funding priorities should be discussed by the expanded AE Body (Action 2) and increasingly based on improved information on learning activity and outcomes, and skills needs and mismatches (Action 3).

The basis for an action plan

The representatives of ministries, municipalities and stakeholders who participated in this project expressed the need to improve governance and co-operation in order to improve participation, outcomes and cost effectiveness in adult learning. The findings and recommendations in this report can be used as the basis for an action plan to this end.

To inform the next steps, the OECD conducted a survey of adult-learning stakeholders about considerations for implementing the actions (Table 1.2). Of those who responded, the vast majority considered that all of the eight recommended actions are highly important for Slovenia. Respondents had differing views about the funding and time required to implement the actions. In general, they considered that the actions would not require much new funding, but would require some time to implement fully. A staged approach to implementation may help Slovenia to start to realise the benefits of the actions earlier. Respondents consistently named accountability, high-level political support and a shared understanding of the rationale for the action as the most important conditions for successfully implementing the actions (see Annex D for more details).

Table 1.2. Considerations for implementing the actions

Results of a survey of adult-learning stakeholders in Slovenia, July-September 2018, N=24

Action	Importance	Funding (EUR/ year)	Time	Responsibility	Conditions for successful implementation		Potential legislative changes required
	% essential/ very important	Most common answer	Most common answer	Sectors claiming (some) responsibility	1st	2nd	Name of act
1: Master plan	88%	10 000-50 000	1-2 years	Central government, research institute, business/ chamber, and non-profit organisation	The responsible organisations/ sectors are held accountable for implementation	There is high-level political support	Adult Education Act: (Co-ordination of the AE Body appointment, linkage to SRS 2030)
2: Oversight body	79%	50 000-100 000	2-5 years	Central government, research institute, business/ chamber, and non-profit organisation	There is high-level political support	The responsible organisations/ sectors are held accountable for implementation	Organisation and Financing of Education Act: SSIO membership and responsibilities
3: Information	75%	10 000-50 000	1-2 years	Central government, and research institute, business/ chamber	The responsible organisations/ sectors are held accountable for implementation	There is high-level political support	National Statistics Act: Mandatory reporting
4: Inter-ministerial co-ordination	75%	No funding required	2-5 years	Central government, and research institute	There is high-level political support	The responsible organisations/ sectors are held accountable for implementation	None
5: Local/ regional	79%	10 000-50 000	2-5 years	Central government, and research institute, business/ chamber	The rationale and benefits of the action are understood by all sectors	The responsible organisations/sectors are held accountable for implementation	Local Self-Government Act: Representatives to be included in decision-making bodies

Action	Importance	Funding (EUR/ year)	Time	Responsibility	Conditions for successful implementation		Potential legislative changes required
6: Stakeholders	88%	50 000-100 000	2-5 years	Central government, research institute, business/ chamber, and non-profit organisation	The rationale and benefits of the action are understood by all sectors	Social partners and stakeholders support the action	None
7: Awareness	79%	10 000-50 000	Less than 1 year	Central government, research institute, business/ chamber	Social partners and stakeholders support the action	The rationale and benefits of the action are understood by all sectors	Media Act; RTV Slovenia Act: Enhancing the role of mass-media and formal education
8: Funding	71%	Mixed views	2-5 years	Central government, research institute, business/ chamber	The responsible organisations/ sectors held accountable for implementation	The rationale and benefits of the action are understood by all sectors	Implementation of the Republic of Slovenia's Budget Act increasing financial sources from the national budget

All sections of society have a role to play in implementing these recommended actions, and improving participation in and the outcomes and cost effectiveness of adult learning in Slovenia. Based on the analysis, discussions and the survey undertaken during this project, Table 1.3 summarises the potential roles of each ministry and sector for implementing the actions. For further detail on potential primary and secondary responsibilities, see Table D.1 in Annex D.

Table 1.3. Potential roles for implementing actions

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

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

Note: This table lists components of individual recommended actions, rather than the full, overarching action. Therefore, the wording in this table may not match the wording of the full action.

Notes

[1] According to the European Union Labour Force Survey (EU-LFS), which provides annual averages of quarterly data on adult participation in education and training in the four weeks prior to the survey (Eurostat, 2018[20]).

[2] The differences between the AES and EU-LFS figures on adults' participation in formal and non-formal education and training reflect several factors, including the different timeframes (the AES considers the preceding 12 months to the interview, while the Labour Force Survey considers the preceding 4 weeks from the interview) and types of learning covered (unlike the EU-LFS, the AES includes "guided on-the-job training" and does not require a minimum duration for learning activities to be considered) (Eurostat, 2018[25]; Goglio and Meroni, 2014[24]).

References

Burger, A. et al. (2017), *Impact evaluation of key employment programmes in Slovenia. Final report under the component 1*, Ministry of Labour, Family, Social Affairs and Equal Opportunities, http://www.mddsz.gov.si/fileadmin/mddsz.gov.si/pageuploads/dokumenti__pdf/zaposlovanje/Razvoj_strategij_reform_na_podrocju_socialnih_politik_v_Sloveniji/WP_1_ALMPs.pdf. [13]

Card, D., J. Kluve and A. Weber (2015), "What Works? A Meta Analysis of Recent Active Labour Market Program Evaluations", *IZA Discussion Paper Series*, No. 9236, http://ftp.iza.org/dp9236.pdf. [11]

Council of the European Union (2011), *Council Resolution on a renewed European agenda for adult learning*, https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32011G1220%2801%29. [21]

Desjardins, R. (2017), *Political Economy of Adult Learning Systems: Comparative Study of Strategies, Policies and Constraints*, Bloombsbury. [17]

European Commission (2018), *EU policy in the field of adult learning - European Commission*, European Commision website, https://ec.europa.eu/education/policies/eu-policy-in-the-field-of-adult-learning_en (accessed on 02 September 2018). [22]

European Commission (2015), *An In-Depth Analysis of Adult Learning Policies and their Effectiveness in Europe*, Publications Office of the European Union, Luxembourg, http://dx.doi.org/10.2767/076649. [14]

Eurostat (2018), *Adult Education Survey (AES)*, https://ec.europa.eu/eurostat/data/database (accessed on 17 October 2018). [18]

Eurostat (2018), *Adult Learning: Participation Rate in Education and Training (Last 4 Weeks)*, Eurostat, https://ec.europa.eu/eurostat/data/database (accessed on 16 October 2018). [20]

Eurostat (2018), *Continuing Vocational Training Survey (CVTS)*, https://ec.europa.eu/eurostat/data/database. [19]

Eurostat (2018), *Metadata - Adult Participation in Education and Training (based on EU-LFS)*, Eurostat, https://ec.europa.eu/eurostat/cache/metadata/en/trng_lfs_4w0_esms.htm (accessed on 17 October 2018). [25]

FiBS and DIE (2013), *Developing the Adult Learning Sector. Lot 2: Financing the Adult Learning Sector*, Report prepared for the European Commission/DG Education and Culture, Berlin. [16]

Goglio, V. and E. Meroni (2014), *Adult participation in lifelong learning: The impact of using a 12-months or 4-weeks reference period*, European Commission, Joint Research Centre, http://dx.doi.org/10.2788/43117. [24]

McCall, B., J. Smith and C. Wunsch (2016), "Government-Sponsored Vocational Education for Adults", *Handbook of the Economics of Education*, Vol. 5, pp. 479-652, http://dx.doi.org/10.1016/B978-0-444-63459-7.00009-9. [12]

Nedelkoska, L. and G. Quintini (2018), "Automation, skills use and training", *OECD Social, Employment and Migration Working Papers*, No. 202, OECD Publishing, Paris, http://dx.doi.org/10.1787/2e2f4eea-en. [7]

OECD (2018), *Education at a Glance: Educational attainment and labour market outcomes by skills*, OECD Education Statistics (database), http://stats.oecd.org/Index.aspx?DataSetCode=EAG_EA_SKILLS (accessed on 23 October 2018). [4]

OECD (2018), *OECD Jobs Strategy*, OECD Publishing, Paris. [8]

OECD (2017), *OECD Skills Strategy Diagnostic Report: Slovenia 2017*, OECD Skills Studies, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264287709-en. [6]

OECD (2017), *Survey of Adult Skills (PIAAC) database (2015, 2015)*, OECD, http://www.oecd.org/skills/piaac/ (accessed on March 2017). [3]

OECD (2016), *Skills Matter: Further Results from the Survey of Adult Skills*, OECD Skills Studies, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264258051-en. [2]

OECD (2016), *Society at a Glance 2016: OECD Social Indicators*, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264261488-en. [5]

OECD (2005), *Promoting Adult Learning*, Education and Training Policy, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264010932-en. [9]

Šooš, T. et al. (eds.) (2017), *Slovenian Development Strategy 2030*, Government Office for Development and European Cohesion Policy, Ljubljana, http://www.vlada.si/fileadmin/dokumenti/si/projekti/2017/srs2030/en/Slovenia_2030.pdf. [1]

SURS (2018), *Number of Enterprises database (2016)*, https://pxweb.stat.si/pxweb/Database/Economy/14_business_subjects/01_14188_Enterprises/01_14188_Enterprises.asp (accessed on 29 October 2018). [23]

Vera-Toscano, E., M. Rodrigues and P. Costa (2017), "Beyond educational attainment: The importance of skills and lifelong learning for social outcomes. Evidence for Europe from PIAAC", *European Journal of Education*, Vol. 52/2, http://dx.doi.org/10.1111/ejed.12211. [15]

What Works Centre for Local Economic Growth (2016), *Evidence Review 1: Employment Training*, http://www.whatworksgrowth.org/public/files/Policy_Reviews/16-06-15_Employment_Training_Update.pdf. [10]

Chapter 2. Strengthening the overall conditions for co-operation in adult learning

Slovenia can strengthen the "enabling conditions" for co-operation in adult learning, by taking action in three areas. These are: developing a comprehensive adult-learning master plan; strengthening cross-sectoral oversight; and improving information for adult learning. These actions can support co-operation between ministries, municipalities and stakeholders alike. The chapter presents each of these areas for action in turn with 1) an overview of current arrangements; 2) a discussion of the opportunities for improvement; 3) examples of good practice from Slovenia and abroad; and 4) recommended actions for strengthening co-operation in order to boost adults' learning and skills.

Develop a comprehensive adult-learning master plan

Strategies and action plans are essential for setting goals and clarifying roles to co-ordinate the efforts of government and stakeholders in adult-learning systems. They can articulate the challenges requiring co-operation; clarify concepts in adult learning; establish goals, priority groups and targets; allocate responsibility; and establish accountability arrangements. A comprehensive strategy can help governments to improve adult-learning opportunities, increase the efficiency and quality of adult-learning provision, and ensure greater coherence in the delivery of learning (OECD, 2003[1]).

Current arrangements for strategic planning of adult learning

Several pieces of legislation, strategies and plans contribute to the strategic directions for adult learning in Slovenia.

The Slovenian Development Strategy (*Strategija razvoja Slovenije 2030*) (SRS 2030) notes the importance of ensuring that lifelong learning is of high quality, accessible and reaches the largest proportion of the population as possible, especially disadvantaged groups. It adopts a target to increase the participation of 25-64 year-olds in learning from 11.6% in 2016 to 19% by 2030 (based on the European Union Labour Force Survey). The SRS 2030 also adopts a target to increase the employment rate of 20-64 year-olds from 70.1% in 2016 to 75% by 2030 (Šooš et al., 2017[2]).

The 2018 Adult Education Act (*Zakon o izobraževanju odraslih*) (ZIO-1 Act) is the central piece of legislation for adult learning in Slovenia, defining the "public interest" and priorities for public funding. The ZIO-1 Act regulates non-formal education and training and "second-chance" basic school education (ISCED levels 1 and 2, i.e. primary and lower secondary) for adults. It establishes key principles, goals and public services for Slovenia's adult-learning system, as well as defining adult education institutions, implementation of educational programmes, adult learners' rights, financing and quality assurance arrangements (see Annex Table 2.A.1 for more details).

The ZIO-1 Act (2018) replaced the ZIO Act (1996), with the main additions being:

- the definition of second-chance elementary schools and guidance services as a "public service", which ensures increased and more stable financing from the national budget
- the definition of public network of public providers, which ensures stable and equal distribution of adult education services throughout Slovenia
- the requirement for Slovenia's municipalities to develop annual plans for adult education
- more details on the required content of a national long-term master plan for adult education, including methods of co-ordination and monitoring implementation, and defining the "competent ministries" jointly responsible for implementing it (see Annex Table 2.A.2 for more details).

The ZIO-1 Act stipulates that adult education services in the public interest (and eligible for public funding) be determined and delivered based on a national long-term master plan. Slovenia's current Adult Education Master Plan (*Resolucija o nacionalnem programu izobraževanja odraslih v Republiki Sloveniji za obdobje 2013-2020*) (ReNPIO), established under the ZIO Act: 1) defines the goals of adult learning; 2) identifies priority areas for public funding, focusing on vulnerable groups; 3) defines the activities necessary for the implementation of adult learning; and 4) determines the total amount of public funds for adult learning.

Table 2.1. Slovenia's Adult Education Master Plan (2013-20)

	Content
Purpose	To define adult-learning activities in the public interest (and eligible for public funding), stating goals, priority areas, activities and volume of public funds necessary for the implementation of adult education.
Scope	Education, training and learning of adults who have completed primary education. Includes adult participation in all levels of formal education with the exception of higher education (which is covered by a separate Resolution on National Programme of Higher Education).
Process for development	The ReNPIO was created by a working group appointed by the Minister of Education, comprising representatives of: six ministries – the Ministry of Education, Science and Sport (*Ministrstvo za izobraževanje, znanost in šport*) (MIZŠ), Ministry of Labour, Family, Social Affairs and Equal Opportunities (*Ministrstvo za delo, družino, socialne zadeve in enake možnosti*) (MDDSZ), Ministry of Health (*Ministrstvo za zdravje*) (MZ), Ministry of Agriculture and Environment (*Ministrstvo za kmetijstvo in okolje*), Ministry of Culture (*Ministrstvo za kulturo*) (MK), and Ministry of the Interior (*Ministrstvo za notranje zadeve*) (MNZ); the Slovenian Institute for Adult Education (*Andragoški center Republike Slovenije*) (ACS); representatives of the Institute of the Republic of Slovenia for Vocational Education and Training (*Center Republike Slovenije za poklicno izobraževanje*) (CPI); and representatives of the SSIO. After obtaining the opinion of the SSIO, the government proposed ReNPIO for adoption to the National Assembly.
Identified adult-learning challenges	• low levels of education and skills among older adults compared to the OECD average • non-participation of vulnerable groups in adult learning • inappropriate system environment, including unstable financing and lack of inter-ministerial co-operation.
Target groups	• the unemployed over 50 years old without a vocational or professional background, and lower basic or vocational skills • employees over 45 years old with low levels of education and/or skills, or who face psycho-physical barriers to work • young people who have dropped out of school • the less educated and other vulnerable groups, such as early school leavers, socially deprived, immigrants, Roma, older adults, people with disabilities and criminals • other groups with limited access to social, cultural and economic goods, such as farmers and rural population.
Priority areas	1. non-formal general education (including basic skills) 2. formal "second-chance" primary or secondary education, and formal part-time higher vocational studies 3. formal and non-formal education to meet labour market needs (such as formal vocational qualifications).
Goals and targets	Four adult-learning goals, with indicators for measuring their attainment: 1. raise the attainment level and the level of basic skills of Slovenian population 2. increase the employability of active population 3. improve opportunities for learning and participation in education 4. improve general levels of education.
Planned activities	The involved ministries will implement eight clusters of activity to realise the four goals: 1) research and development; 2) professional development of adult-learning staff; 3) quality assessment and development in adult learning; 4) information activity; 5) education and training programmes; 6) counselling activities; 7) identification and recognition of knowledge; and 8) promotion of lifelong learning.
Roles and responsibilities	The MIZŠ and MDDSZ have lead responsibility. The implementation of the ReNPIO 2013-20 is the responsibility of all line ministries funding adult education.
Implementation and accountability	Ministries' activities and expenditure in adult learning are: • documented in the forward-looking LPIOs, adopted by the government • reported in annual reports, co-ordinated in the Adult Education Co-ordination Body (*Koordinacija izobraževanja odraslih*) (AE Body) by the MIZŠ, commented on by the SSIO, and submitted to government • reported in biennial reports, submitted by government to parliament.

Source: Dovžak et°al. (2014[3]), *Adult Education Master Plan 2013-2020*, http://arhiv.acs.si/dokumenti/ReNPIO_2013%E2%80%932020.pdf.

The ReNPIO was developed collaboratively by six ministries, two research institutes and the Council of Experts of the Republic of Slovenia for Adult Education (*Strokovni svet Republike Slovenije za izobraževanje odraslih*) (SSIO), before being adopted by the government and the National Assembly of the Republic of Slovenia (parliament) (Table 2.1). Development of the next national, long-term master plan for adult education for 2021 onwards is now starting, and will be based on the new ZIO-1 Act.

Regular planning and reporting is in place to help monitor and facilitate the implementation of the ReNPIO. The MIZŠ, in co-operation with other responsible ministries, develops forward-looking annual plans (*Letni programi izobraževanja odraslih v Republiki Sloveniji)* (LPIOs). The MIZŠ also submits annual reports (*Poročilo o realizaciji Letnega programa izobraževanja odraslih Republike Slovenije*) to the government on progress implementing the LPIOs. Nine ministries submitted information about their adult-learning programmes and expenditures to the MIZŠ for inclusion in the most recent LPIO and annual report. The SSIO comments on each LPIO and annual report before it is adopted by the government. Based on the LPIO and annual reports, the government submits biennial reports to parliament on progress implementing the ReNPIO (Dovžak et al., 2014[3]).

The ZIO-1 Act does not regulate education and training in "second-chance" upper secondary school (ISCED 3), tertiary education (ISCED 5-8), or specific economic sectors. Instead, these are regulated by separate acts. Therefore, the ReNPIO does not set Slovenia's strategic directions for these areas of adult education and training, which are instead articulated in various sectoral strategies (Table 2.2). For example, tertiary education for adults forms a small part of the Resolution on National Programme of Higher Education 2011-20 (*Resolucija o nacionalnem programu visokega šolstva 2011-2020*) (ReNPVŠ). Established under the Higher Education Act 1993 with amendments (*Zakon o visokem šolstvu*), the ReNPVŠ considers adult education and training in the framework of "lifelong learning" and envisages equal opportunities for students of all ages to study at the tertiary level. It has two high-level goals related to adult participation in higher education: part-time options for study programmes; and non-formal (flexible) adult learning to enable adults to acquire skills and qualifications for professional development (see Annex Table 2.A.3 for more details).

Table 2.2. Adult learning in sectoral strategies

Name of strategy	Lead ministry	Adult learning-related content
Resolution on National Programme of Higher Education (2011-20) (*Resolucija o nacionalnem programu visokega šolstva 2011-2020*) (ReNPVŠ)	MIZŠ	Considers adult education and training in the context of "lifelong learning", and envisages equal opportunities for students of all ages to study at tertiary level. It states that tertiary education should be tuition free for all individuals who have not already attained a tertiary education and who complete the study in a prescribed time. It states all study programmes should be offered on a part-time basis to cater to (employed) adults. It also highlights the importance of tertiary institutions offering different kinds of non-formal and flexible adult learning, enabling individuals to acquire competences and qualifications necessary for their professional development.
Active Employment Policy Guidelines 2016-20	MDDSZ	Adult education is one of the three guiding principles of these guidelines. The guidelines state that training and education measures for the active population (unemployed, employees and other jobseekers) should be strengthened and their competences, knowledge and skills improved in accordance with the needs of the labour market.
Slovenian Smart Specialization Strategy (*Slovenska Strategija pametne specializacije*) (S4)	SVRK	The S4 Strategy has a strong focus on human resource development. Strategic Research and Innovation Partnerships work closely with Competence Centres for Human Resources Development (*Kompetenčni centri za razvoj kadrov 2.0*) (KOC) focusing on identifying the competences required in specific S4 priority areas, and the design and implementation of the training programmes.
Digital Slovenia 2020 (*Digitalna Slovenija 2020*) (DSI 2020)	MJU	DSI 2020 supposes that learning process based on greater use of the opportunities offered by ICT for education will contribute to greater motivation and participation in adult education.

Name of strategy	Lead ministry	Adult learning-related content
Framework Programme for the Transition to a Green Economy (*Okvirni program za prehod v zeleno gospodarstvo*)	MOP	One of ten key areas in the framework programme states that young people and adults need to be provided with the conditions for acquiring the knowledge, skills and competences necessary for the transition to a green economy. This knowledge must be built into the concept of lifelong learning.
Public Administration Development Strategy 2015-2020 (*Strategija razvoja javne uprave 2015-2020*) (SJU 2020)	MJU	The expected results of the SJU 2020 target for enhancing the competence of civil servants include strengthened internal training and upgraded knowledge among civil servants.
Active Ageing Strategy (*Strategija dolgožive družbe* 2017)	MIZŠ	One of the four pillars of this strategy is "labour market (employment) and education". Under access to education and training it provides eight guidelines for adapting the educational system and programmes, which will lead to improved adult participation in lifelong learning, the labour market and society

Sources: Government of the Republic of Slovenia (2015[4]), *Slovenian Smart Specialization Strategy*, www.svrk.gov.si/en/areas_of_work/slovenian_smart_specialisation_strategy_s4/; Government of the Republic of Slovenia (2016[5]), *Digital Slovenia 2020 – A Strategy for the Development of Information Society by 2020*, www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/DID/Informacijska_druzba/DSI_2020.pdf; Bednaš and Kajzer (2017[6]), *Active Ageing Strategy*, www.vlada.si/teme_in_projekti/strategija_dolgozive_druzbe/; MOP (2015[7]), *Framework Programme for the Transition to a Green Economy*, www.vlada.si/fileadmin/dokumenti/si/projekti/2016/zeleno/opzg_akcijski_nacrt_in_nacrt_aktivnosti.pdf; Jelenc (2007[8]), *Lifelong Learning Strategy in Slovenia*, www.mss.gov.si/fileadmin/mss.gov.si/pageuploads/podrocje/razvoj_solstva/IU2010/Strategija_VZU.pdf; MJU (2015[9]), *Public administration 2020. Public Administration Development Strategy 2015-2020*, http://www.mju.gov.si/en/areas_of_work/public_administration_2020/.

Opportunities to improve strategic planning of adult learning

The strategic framework for adult learning in Slovenia is quite comprehensive, and provides a reasonable basis for effective co-operation between ministries, municipalities and stakeholders. Slovenia's long-term development strategy (SRS 2030) includes goals for adult-learning participation. The ZIO-1 Act establishes the ReNPIO to determine public funding priorities for a large part of the adult-learning system. The ReNPIO is supported by regular planning and reporting to government and parliament (LPIOs, etc.). Several sectoral strategies and policies acknowledge the importance of adult skills and learning.

However, the success of Slovenia's strategies and action plans to facilitate co-operation and partnerships between ministries, municipalities and stakeholders in adult learning has been limited by several factors, and could be strengthened.

Despite being Slovenia's national, long-term plan for adult education, the ReNPIO does not cover all forms and levels of adult education and training. Consistent with the scope of the ZIO Act, the ReNPIO has a strong focus on publicly funded general non-formal adult education and training, and second-chance basic education (ISCED 1-2) for adults. The ReNPIO does not cover adult education and training which is:

- entirely privately funded by employers or individuals, which represents the majority of adult-learning participation in Slovenia
- established under sectoral legislation, such as for agriculture, public health or the public administration
- in higher education (ISCED 6-8).

Where the ReNPIO does reference adult-learning policy and activity beyond the scope of the ZIO Act, its impact appears to be limited. The ReNPIO includes priorities, goals and targets related to "second-chance" upper secondary school (ISCED 3), short-cycle higher vocational studies (ISCED 5), and education and training for the registered unemployed. However, as adult education in these areas is established in separate legislation for schools, higher education and active labour market policy, the ReNPIO has limited jurisdiction and impact in these areas. The ZIO-1 Act does not reference the sectoral acts covering areas of adult learning, nor do they reference the ZIO-1 Act.

Slovenia's adult-learning related priorities and goals remain dispersed across multiple policies and strategies (Table 2.2). In some respects this is positive, highlighting the priority that different ministries put on adult learning. However, these goals and priorities are quite diverse, and the potential interactions between them is not well-understood or monitored.

Furthermore, the current ReNPIO is not well connected to other levels of education or sectors relevant to adult learning. For example, there remains a lack of strategic connection between the "first-chance" education system for youth and "second-chance" education system for adults. The ReNPIO does not articulate the role of the school system in improving skills over time or preparing young people as lifelong learners. Nor does the ReNPIO articulate how:

- its goals will contribute to the achievement of Slovenia's national development strategy
- it will complement (contribute to and/or benefit from) related labour market, welfare, economic development or other policies and strategies
- municipal- and regional- level policies will contribute to the achievement of ReNPIO's goals and targets.

Previous studies have similarly noted this dispersion and disconnect, and the need for greater integration and coherence between adult learning and related policies and systems (Jelenc, 2007[8]; Ivančič, Špolar and Radovan, 2010[10]).

Representatives of several ministries participating in this project stated that this dispersion and disconnect limits the ability of ministries to agree on priorities for adult skills and learning, or ensure coherence between adult learning and related policies. Furthermore, several local actors involved in implementing adult-learning programmes (including representatives of adult education centres and municipalities) were confused by ministries' diverse goals, target groups and programmes for adult-learning. This poses a particular challenge for attempts to align national, regional and local efforts in adult learning (see Action 5).

Furthermore, several groups of adult-learning stakeholders were not involved in creating the ReNPIO. The ReNPIO was developed by a working group comprising representatives from ministries, public institutes and the SSIO, before being adopted by the government and parliament (see Table 2.1). However, the Economic and Social Council (*Ekonomsko-socialni svet*) (ESS) and representatives of municipalities, regional development agencies and adult learners were not involved. According to several participants in this project, as a result of this (and the limited scope of ReNPIO), the ReNPIO is viewed largely as a MIZŠ document, and lacks sufficient ownership and buy-in from all ministries and stakeholders.

The ReNPIO does not sufficiently clarify common concepts and definitions for adult learning. As in other countries, Slovenia's adult-learning system is characterised by a diverse range of forms of adult learning, providers, learning contexts and targeted skills.

Several participants in this project stated that different ministries and stakeholders currently lack a shared understanding of what constitutes adult learning, which undermines their ability to co-ordinate. This challenge has been identified in previous studies (Jelenc, 2007[8]).

Strategy must be followed by implementation. The participants in this project stated that although Slovenia has developed a rich set of strategies with targets/goals for adult skills and learning, it has been relatively weak at successfully implementing policies to achieve these objectives. One study concluded that Slovenia has been through a "period of designing documents rather than a period of implementation" in adult learning (Ivančič, 2011[11]) in (Markowitsch, Käpplinger and Hefler, 2013[12]).

The ReNPIO does not articulate the roles of different actors in achieving its goals, or the role of co-operation between them. The ReNPIO states that its implementation is the responsibility of line ministries, but does not detail the ministries' roles, or the roles of municipalities, employers, social partners, service deliverers and other stakeholders. It envisions better co-ordination of stakeholders and of recognition of prior learning, but provides no further details. Finally, the ReNPIO does not articulate how individual ministries, municipalities or social partners will be held accountable for achieving its goals.

One aim of the annual LPIOs has been to build shared responsibility, co-ordination and accountability among ministries for realising the ReNPIO's objectives. However, representatives of the ministries participating in this project agreed that in practice the LPIOs are only a compendium of ministries' existing adult-learning programmes. They do not affect the policies or programmes of the ministries. Furthermore, the LPIOs are not comprehensive. Ministries have not been obliged to submit details of their adult-learning programmes for the LPIO, although the ZIO-1 Act seeks to increase ministries' participation. For example, the Ministry of Economic Development and Technology (*Ministrstvo za gospodarski razvoj in tehnologijo*) (MGRT) is not included in the 2018 LPIO, despite funding several programmes that involve elements of adult learning. Finally, because ministries do not share a standard definition of what constitutes adult learning, some participants in this project raised concerns that some relevant adult-learning programmes may be omitted, while some of the programmes included could arguably be omitted.

The participants in this project cautioned against creating "just another strategy" but there was general consensus about the need for a more comprehensive plan for adult (or lifelong) learning, that facilitates co-ordinated and effective action by ministries, municipalities and stakeholders.

The ZIO-1 Act and the new ReNPIO (2021 onwards) represent an opportunity for Slovenia to develop a truly comprehensive master plan for adult learning. The ZIO-1 Act requires Slovenia's next national long-term plan for adult education to better articulate the methods of co-ordination and monitoring, and to define "competent ministries" jointly responsible for implementing the plan (see Annex Table 2.A.2 for more details). It is critical that the next ReNPIO meets not only these requirements, but addresses the limitations described above in order to facilitate co-ordination between ministries, municipalities, employers, social partners and other stakeholders for adult learning.

In the longer term, Slovenia should assess whether its dispersed legislative framework for adult learning is a barrier to developing and implementing coherent and effective adult learning policies. It should also consider whether it needs a broader, lifelong learning

strategy (such as the 2007 Lifelong Learning Strategy; see Box 2.2) to facilitate coherence between first-chance education and adult education and training.

Previous studies have made recommendations related to strategic planning in adult learning in Slovenia (Box 2.1).

Box 2.1. Previous recommendations: A comprehensive master plan for adult learning

White Paper on Education in the Republic of Slovenia (2011)

Despite not being formally adopted by government, the white paper provided a systematic review of the structure and functioning of Slovenia's education system, and proposed reforms aimed at ensuring the provision of quality education in the future. It recommended that the ReNPIO remain a document that determines the public interest in adult education, and that its implementation be ensured through annual adult education programmes.

Access of Adults to Formal and Non-Formal Education – Policies and Priorities – The Case of Slovenia (2010)

This study focused on the contribution of Slovenia's education system to the process of making lifelong learning a reality, and its role as a potential agency of social integration. It recommended that adult education should be adequately positioned within national strategies as a public good generating social, cultural and human capital.

Lifelong Learning Strategy of Slovenia (2007)

The Lifelong Learning Strategy (*Strategija vse življenjskosti učenja v Sloveniji*) (LLL Strategy) was predicated on the need for a comprehensive policy that integrated all areas of education into a coherent system, and linked economic, social and cultural objectives. The LLL Strategy recommended, among other things:

- preparing a special law to promote lifelong learning, and adapting legislation for education, regional development and local self-government, employment and tax legislation to realise the LLL Strategy
- developing consistent terminology in the field of lifelong learning
- linking the LLL Strategy with relevant programmes and strategies in the areas of literacy, higher education, labour market development and employment and active ageing, among others
- establishing administrative and representative bodies to be responsible for implementing the strategy and programmes
- determining the obligations and role of state authorities in promoting and developing lifelong learning at the national, regional and local levels.

Lifelong Learning: Patterns of Policy in Thirteen European Countries (2007)

This review of lifelong learning policy and practices in 13 countries including Slovenia recommended better and more integrated involvement of social partners and stakeholders, and an effectively articulated lifelong learning strategy, to play a role in overcoming problems of co-ordination.

Sources: Krek and Metljak (2011[13]), *Education White Paper of the Republic of Slovenia*, http://pefprints.pef.uni-lj.si/1195/; Jelenc (2007[8]), *Lifelong Learning Strategy in Slovenia,* www.mss.gov.si/fileadmin/mss.gov.si/pageuploads/podrocje/razvoj_solstva/IU2010/Strategija_VZU.pdf; Ivančič, Špolar and Radovan (2010[10]), *Access of Adults to Formal and Non-Formal Education – Policies and Priorities: The Case of Slovenia*, www.dcu.ie/sites/default/files/edc/pdf/sloveniasp5.pdf; Holford et al. (2007[14]), *Lifelong Learning: Patterns of Policy in Thirteen European Countries. A Review of Lifelong Learning Policy & Practices in Austria, Bulgaria, the Czech Republic, England, Estonia, Flanders, Hungary, Ireland, Lithuania, Norway, Russia, Scotland, Slovenia. Sub-project 1*, http://porocila.acs.si/datoteke/LLL2010%20SP1%20Comparative%20Report%20Final%20July%202007.pdf.

Examples of good practice for strategic planning in adult learning

Slovenia's ambitious LLL Strategy (2007), while not formally adopted by the government, was an example of a comprehensive strategy covering adult-learning and related policies (Box 2.2).

Box 2.2. Good practice in Slovenia: The 2007 Lifelong Learning Strategy of Slovenia

The LLL Strategy was finalised in 2007 by a working group of experts appointed by the Minister of Education and Sport, as required for the EU programme Education and Training 2010. It was approved by three councils of experts: for general education, vocational and technical education, and adult education, and ultimately adopted and approved by the then Minister of Education and Sport. However, neither the LLL Strategy nor its operational plan were formally adopted by the government.

The LLL Strategy sought to introduce lifelong learning as the guiding principle of all education and learning, and as the fundamental means of social development in Slovenia. It included:

- an overview of the process and sources for creating the strategy
- 14 key objectives for lifelong learning, such as "make all people aware that they are entitled to learning and education" and "integrate all areas of education in a coherent system"
- an overview of the rationale and basis for the strategy
- definitions of key terms in lifelong learning, such as "learning" versus "education"
- 10 "strategic cores" for implementing and promoting lifelong learning, such as "integrated systemic regulation and interaction of all learning" and "network of all opportunities and the purposes of learning"
- an explanation of the relevance of lifelong learning at each stage of life and level of education, from childhood to higher education and adult learning
- 15 measures for implementing the strategy, such as "updating educational programmes, curricula and catalogues of knowledge standards according to lifelong learning elements"
- a stand-alone operational plan of 28 pages, defining:
    - activities for implementing the strategy (content), categorised in three groups - joint tasks that concern all areas of the strategy, tasks in initial education, and tasks in continuing education

- institutions and instruments for carrying out activities
- resources and funding
- deadlines for implementing the activities.

Source: Jelenc (2007[8]), *Lifelong Learning Strategy in Slovenia*, www.mss.gov.si/fileadmin/mss.gov.si/pageuploads/podrocje/razvoj_solstva/IU2010/Strategija_VZU.pdf.

The DSI 2020 is an example of a highly inter-ministerial and cross-sectoral strategy in Slovenia (Box 2.3).

Box 2.3. Good practice in Slovenia: Digital Slovenia 2020 as a comprehensive, cross-sectoral strategy

The DSI 2020 is Slovenia's umbrella strategy for developing an "information society". It establishes strategic orientations and forms a framework for incorporating related strategies (Plan for the Development of Next Generation Networks to 2020 and the Cyber Security Strategy).

Recognising the strong horizontal nature of ICT and the information society, an inter-ministerial working group involving 13 ministries and the Government Office for Development and European Cohesion Policy (*Služba Vlade Republike Slovenije za razvoj in evropsko kohezijsko politiko*) (SVRK) was established to prepare the DSI 2020. Drafts were discussed in public consultations, conferences and direct meetings with wide range of stakeholders – non-governmental organisations (NGOs), business representative associations of the ICT sector and the general public – before being formally adopted by the government in 2016.

Both a top-down and bottom-up approach to implementing the DSI 2020 are in place.

From the top, the Slovenian Digital Coalition Management Board, consisting of nine members (three representatives of businesses, two representatives from the public administration, two researchers, one representative from an NGO and a technology expert) lead, manage and co-ordinate the implementation of the strategy. Each year the board prepares a plan of key projects for the following year. The Ministry of Public Administration prepares and submits annual reports on the implementation of the strategy in the previous year to the government. The ESS is informed about progress in implementing the strategy.

From the bottom, the Slovenian Digital Coalition comprises stakeholders representing businesses, the sciences, education, public administration, the public sector, municipalities and civil society.

The coalition's main activities are to: 1) identify the needs of firms and NGOs; 2) develop specific projects; 3) propose changes in the legal and regulatory framework; 4) prepare proposals for education programmes and models; and 5) arrange awareness-raising activities to enhance the visibility and user-friendliness of digitalisation. The various work streams of the coalition gather and discuss their activities in an annual forum.

Sources: Government of the Republic of Slovenia (2016[5]), *Digital Slovenia 2020 – A Strategy for the Development of Information Society by 2020*, www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/DID/Informacijska_druzba/DSI_2020.pdf; Klitou et al. (2017[15]), *Slovenia: Slovenian Digital Coalition*, https://ec.europa.eu/growth/tools-databases/dem/monitor/content/slovenia-slovenian-digital-coalition; information provided by the MJU (10 August 2018).

Several OECD countries have developed comprehensive and cross-sectoral strategies that help co-ordinate the efforts of different actors and set the direction for adult learning and skills.

In **Estonia**, the *Estonian Lifelong Learning Strategy 2020* is the guiding instrument for education policy and funding in the country. It covers the formal education system (early childhood education, primary, lower secondary, upper secondary, vocational schools, higher education institutions and other education institutions), as well as non-formal education (including on-the-job education and retraining) and informal learning of all kinds. The development of the strategy involved a diverse group of stakeholders including the Ministry of Education and Research, The Estonian Co-operation Assembly, The Estonian Education Forum, civil society organisations, and the Central Government of Estonia (Estonian Ministry of Education and Research, 2014[16]; UNESCO Institute for Lifelong Learning,(n.d.)[17]; EPALE, 2018[18]; OECD/ELS, 2018[19]).

In **Ireland**, the *Further Education and Training Strategy 2014-2019* sets the direction of adult education and training for individuals, employees and employers. The strategy establishes a comprehensive set of education and training programmes according to the needs of different adult populations. Its implementation is co-ordinated by the Irish Further Education and Skills Service, and involves close collaboration between the Department of Education and Skills, the Department of Employment Affairs and Social Protection, the Department of Jobs, Enterprise and Innovation, employers, education providers and other stakeholders (Government of Ireland, 2014[20]; OECD/ELS, 2018[19]).

In **Norway**, the *Norwegian Strategy for Skills Policy 2017-2021* incorporates a whole-of-government approach and strong stakeholder involvement (Box 2.4).

Box 2.4. International good practice: The Norwegian Strategy for Skills Policy

In 2017, Norway adopted the *Norwegian Strategy for Skills Policy 2017-2021,* following up on the recommendations of the 2012-14 OECD Skills Strategy Project. This advised Norway to develop a skills strategy incorporating a whole-of-government approach and strong stakeholder involvement.

The Norwegian strategy is a binding agreement among the Strategy Partners, namely the government, employer associations, trade unions, the voluntary sector and the Sami Parliament. This strategy delineates the roles and responsibilities of each partner. For example, the government (ministries), in co-operation with social partners, is responsible for the development and implementation of the skills policy, and for ensuring co-ordination across policy sectors and levels of government. Municipalities, including local and regional authorities, are the school owners and provide numerous services to the end user. Employers provide training at the workplace, often in collaboration with other partners. The Sami Parliament ensures that the authorities enable the Sami people to have the necessary linguistic and cultural expertise to develop Sami society and businesses. The voluntary sector contributes to skills development both within and outside the labour market.

In addition, the strategy notes the importance of partners working together to develop and implement measures. For example, the Norwegian county municipalities are responsible for the development, with other skills policy partners, of regional skills policy. Vocational and professional institutions and employers should co-operate to allow work placements during the period of study.

The Norwegian strategy is overseen by the Skills Policy Council and includes a Future Skills Needs Committee. The council consists of representatives of all the Strategy Partners and is in charge of the follow up of the strategy. They meet regularly during the strategy period and discuss feedback from the Future Skills Needs Committee, as well as other relevant issues. The council is responsible for assessing the strategy in the second year, and will decide whether it should be renewed. The committee is in charge of compiling and analysing information about Norway's skills needs, both national and regional, and consists of researchers, analysts and representatives of all the Strategy Partners.

Sources: OECD/ELS (2018[19]), "Policy questionnaire: Readiness of Adult Learning Systems to Address Changing Skills Needs"; Government of Norway (2017[21]), *Norwegian Strategy for Skills Policy 2017-2021*, www.regjeringen.no/contentassets/3c84148f2f394539a3eefdfa27f7524d/strategi-kompetanse-eng.pdf.

Recommended Action 1: Improving strategic planning in adult learning

In light of these current arrangements, challenges and good practices, Slovenia can improve its strategic framework to better facilitate co-ordination between ministries, municipalities and stakeholders in adult learning, by taking the following actions.

Action 1

The government and adult-learning stakeholders should develop a comprehensive adult-learning master plan for 2021 onwards. The master plan should set priorities and targets for all forms and levels of adult education and training (publicly and privately funded); clarify the main roles and responsibilities of each sector in adult learning (and the role of partnerships between them); establish performance indicators and, where public funding is involved, accountability for implementation; complement other major sectoral strategies; and contribute to the achievement of the SRS 2030 goals for adult learning.

The master plan should be supported by an effective oversight body for adult-learning policy making (Action 2), high-quality information (Action 3), capacity building in the public administration (Action 4), the efforts of local and regional actors (Action 5), effective stakeholder engagement (Action 6), more effective awareness raising (Action 7) and improved funding arrangements (Action 8).

More specifically:

1. In creating the master plan, Slovenia should ensure:
    a. Whole-of-government and cross-sectoral oversight and accountability. Specifically, an improved AE Body should be made formally responsible and held accountable for overseeing the drafting and implementation of the master plan, with expert input from the SSIO (Action 2).
    b. Widespread engagement with adult-learning stakeholders. Ministries, municipalities, employers, social partners, providers of adult-learning services, representatives of learners and other stakeholders from the national, regional and local levels should be actively engaged in creating the master plan.
    c. Coherence with existing high-level and sectoral strategies. The master plan should set the course for achieving the adult-learning related goals and targets in SRS 2030, and reference and complement sectoral strategies in related policy areas (labour, welfare, economic development, public administration, environment, agriculture, culture etc.).
    d. Utilisation of existing processes where appropriate. Using the process for developing Slovenia's Adult Education Master Plan (*Resolucija o Nacionalnem programu izobraževanja odraslih*) for 2021 onwards, including its annual plans and annual reports.
2. The master plan should clearly identify:
    a. Challenges and opportunities: why is a master plan needed, given the skills challenges and opportunities individuals, different economic sectors and sections of society are facing in Slovenia?
    b. Concepts and definitions: what constitutes adult learning in the Slovenian context, including types of formal and non-formal education and training and informal learning for adults, the diverse range of public, private and non-profit

providers of adult learning, and the learning contexts in which adults can develop different skills?

c. Goals, priority groups and targets: what are Slovenia's goals for the adult-learning system, and which groups of adults will Slovenia target with adult-learning services as a priority in the short, medium and long term? What are Slovenia's measurable targets and timelines for these goals and priority groups? Also, how do these goals and targets connect to Slovenia's broader development goals?

d. Governance, roles and responsibilities: how will ministries, municipalities, social partners, service deliverers and other stakeholders share responsibility, co-ordinate and form partnerships to achieve the goals of the master plan (including financing adult learning – see Action 8).

e. Accountability and evaluation: how will each sector be held accountable for fulfilling its responsibilities? How will performance in achieving the master plan be measured, monitored and publicly reported over time, to foster transparency and trust in the adult-learning system? What is the role of the whole-of-government, cross-sectoral body for adult learning (Action 2) in implementing the master plan?

3. The master plan should be accompanied by regular action/implementation plans that document the joint and individual adult-learning activities and expenditures of all relevant ministries, municipalities, social partners, service deliverers and stakeholders, and report on the contribution of these activities to achieving the goals of the master plan.

Strengthen cross-sectoral oversight and accountability in adult learning

A holistic approach to adult learning requires effective co-ordination structures encompassing formal and non-formal education and training and informal learning, for different skills and purposes. Many OECD countries have institutions to co-ordinate adult and lifelong learning policies. Co-ordination institutions can establish priorities, define appropriate financial incentives to increase participation, contribute to defining information and guidance, and improve the quality of provision through collaboration among the different partners involved (OECD, 2005[22]). The level of responsibility given to these institutions can range from "advisory" to "policy making" (Table 2.3).

Table 2.3. Institutions for adult learning with varying degrees of policy responsibility

	Description
Advisory institutions	These focus on including partners and providing advice to the central authorities in charge of adult learning or to the relevant ministries. They traditionally include the social partners, private or public suppliers of learning, and local development agents.
Co-ordination institutions	These focus on developing mechanisms for joint planning or delivery where appropriate. They seek to improve information or to set up better evaluation efforts, rather than simply offering a forum for providers to share information about their activities.
Policy-making institutions	These focus on improving provision of services, research, information and guidance – in short, they function as a central authority for adult learning. Their role is to establish national priorities to balance education and labour market programmes, vocational and non-vocational programmes, and the relative roles of national and local governments. They also set training priorities for specific groups such as women and immigrants, and for potential new programmes and services.

Source: Adapted from OECD (2005[22]), *Promoting Adult Learning*, http://dx.doi.org/10.1787/9789264010932-en.

In Slovenia, ten ministries of the central government currently have legislated responsibilities related to adult learning (Table 2.4). Municipalities, providers, employers and their chambers, trade unions and other stakeholders support and/or implement adult-learning programmes.

Table 2.4. Ministries' adult learning-related responsibilities

Ministry	Formal responsibilities	Law
MIZŠ	Main responsibility for adult education and training. It implements the ReNPIO, prepares the LPIOs, oversees officially recognised programmes, co-funds programmes, and is responsible for formal basic, secondary and tertiary education for adults.	Adult Education Act (1996, 2018) Elementary School Act (2006) Higher Education Act (1993) with amendments
MDDSZ	Oversees the Active Labour Market Policy (including education and training) and administers the national vocational qualification system (including recognition of adults' prior learning).	Labour Market Regulation Act (2010)
MKGP	Education, training and counselling and awareness raising in agriculture, forestry, food and nutrition.	Agriculture Act (2008)
MZ	Health prevention education.	Health Services Act (2005)
MK	Non-formal adult education in the field of culture, literacy and the Slovenian language.	Exercising of the Public Interest in Culture Act (2002) Cultural Heritage Protection Act (2008) Librarianship Act (2001)
MJU	Oversees education and training in the entire public administration.	Public Employees Act (2007)
MNZ	Driver education.	Drivers Act (2016)
MP	Education in correctional facilities.	Enforcement of Criminal Sanctions Act (2000)
MOP	Awareness raising on environmental issues (sustainable development, nature conservation, environment protection, transition to a green economy).	Nature Conservation Act (1999) Environmental Protection Act (2004)
MGRT	Entrepreneurship education.	Supportive Environment for Entrepreneurship Act (2007)

Source: Eurydice (2018[23]), *Adult Education and Training: Slovenia - Distribution of Responsibilities*, https://eacea.ec.europa.eu/national-policies/eurydice/content/adult-education-and-training-77_en.

There is some strength in this diversity. The ministry closest to the targeted end user of adult-learning services is often the one developing programmes. For example, the Ministry of Agriculture is responsible for agricultural training while Ministry of Health is responsible for health prevention education. However, this diversity makes it both challenging and imperative to collaborate and co-ordinate to achieve policy coherence.

Current arrangements for effective oversight of adult learning

Slovenia has several bodies to help facilitate a co-ordinated approach to developing and implementing adult-learning policy. These are the AE Body (Box 2.5), the SSIO (Box 2.6), the Council of Experts for Vocational Education and Training (*Strokovni svet za poklicno in strokovno izobraževanje*) (SSPSI) and the ESS.

Box 2.5. Current arrangements in Slovenia: Adult Education Co-ordination Body (AE Body)

In 2015, the Minister for Education, Science and Sports established the AE Body to:

1. identify priority tasks for adult learning
2. co-ordinate the responsibilities and tasks of different actors related to setting up a public adult education network, changes to the Adult Education Act, LPIOs, and formulating proposals to different institutions responsible for performing tasks in the field of adult learning
3. develop social partnerships in adult learning.

The body has 24 members, representing the nine ministries included in the LPIO, public institutes (the ACS and CPI), expert councils, associations of adult-learning providers, the AE Association, business chambers and trade unions, and one municipal association. It is chaired by the Minister of Education, with ministerial representatives ranging from state secretaries to the mid-management level.

The AE Body meets irregularly as issues arise. Originally, it met approximately once a month in 2015-16, but now meets approximately twice a year. At a recent meeting (October 2017) the AE Body discussed the report for parliament on the implementation of ReNPIO in the period 2014-16, as well as progress in implementing the European Agenda for Adult Learning in Slovenia.

The AE Body has not been delegated any authority or policy decision-making capacity, either by legislation or ministerial decree. Furthermore, the decree is silent on the AE Body's accountability, resourcing and role with regards to its relationship to other bodies such as the SSIO.

Sources: MIZŠ (2015[24]), *Decision on the appointment of the AE Body*, www.andragosko-drustvo.si/wp-content/uploads/2016/02/Sklep-Koordinacija-IO2.2.2015.pdf; MIZŠ (2017[25]), *Invitation to the AE Body meeting*, http://tvu.acs.si/datoteke/EPUO2017/WP1_5_Invitation_October%202017.pdf.

The SSIO acts in an advisory role to the MIZŠ to support the ministry's decisions on adult-learning policy (Box 2.6). Recognising the importance of receiving cross-sectoral input on adult learning-related policy, in 2008 and 2015 the ACS proposed expanding the membership of the SSIO to include all relevant ministries, as well as adult education providers. However, these recommendations were not implemented.

Box 2.6. Current arrangements in Slovenia: Council of Experts for Adult Education (SSIO)

The SSIO was established in 1996 under the Organization and Financing of Education Act (*Zakon o organizaciji in financiranju vzgoje in izobraževanja*) (ZOFVI Act) to support MIZŠ' decision making on adult-learning policy. It has a government mandate of six years.

The SSIO monitors and evaluates development needs and opportunities, quality and international comparability in adult education and training. It performs tasks such as officially recognising adult-learning programmes for public funding, and approving textbooks and teaching materials for these programmes. It also deals with other expert issues related to the development and operation of the adult education system, such as discussing the proposed new Adult Education Act.

The SSIO comprises a president and 14 experts on adult education, appointed on the recommendation of 4 ministries (4 members), employer associations (3 members), trade unions (3 members), association of public institutions for adult education (2 members), other adult education organisations and respective associations (2 members).

The SSIO has three committees, on strategic issues, curricula and textbooks. The Strategic Issues committee (*Komisija za obravnavo strateških vprašanj*) can discuss any issues within the remit of the SSIO, and express opinions and make proposals to the SSIO, including on LPIOs and annual reports for the ReNPIO (see Action 1).

The ZOFVI Act does not grant the SSIO any decision-making capacity of its own in adult-learning policy. Nor does the act define accountability arrangements for the SSIO or specify the SSIO's role with regards to other bodies such as the AE Body, other expert councils, the ESS or other ministries.

The Rules of Procedure for the SSIO stipulate that funding for its operations are provided from the budget of the MIZŠ. These funds are dedicated to reimbursing expenses incurred by members of the council and attendance fees.

Sources: National Assembly of the Republic of Slovenia (1996[26]), *Organization and Financing of Education Act*, http://pisrs.si/Pis.web/pregledPredpisa?id=ZAKO445; ACS (2008[27]), *Expert Bases for the Preparation of the Draft Adult Education Act, Proposal*, http://arhiv.acs.si/porocila/Strokovne_podlage_za_pripravo_osnutka_zakona_o_izobrazevanju_odraslih.pdf; SSIO (2013[28]), *Rules of Procedure on the work of the SSIO*, www.mizs.gov.si/fileadmin/mizs.gov.si/pageuploads/podrocje/strokovni_sveti/vladni/SSIO/Poslovnik_SSIO_20131219.pdf; Beltram et al. (2015[29]), *Expert Bases for the Renewal of the Adult Education Act*, http://arhiv.acs.si/ZIO/ZIO_strokovne_podlage_24122015.pdf.

The SSPSI has similar functions to the SSIO, but with a focus on vocational education and training (VET), including upper secondary VET (important for second-chance education for adults) and short-cycle higher vocational programmes (important for upskilling or reskilling for adults). It comprises a president and 14 members with expertise in vocational and/or technical education.

The ESS, Slovenia's foremost tripartite body of government, employer associations and trade unions, sometimes discusses issues related to adult learning. Membership of the ESS includes seven representatives each from employer associations, trade unions and the government (six ministers and the director of the Institute of Macroeconomic Analysis and Development [UMAR]). In areas of relevance to all partners, the ESS monitors and discusses issues, participates in drafting documents, and formulates opinions, positions and proposals. The ESS has discussed various national strategies, called on the government to establish a public network of adult education providers (February 2015), and discussed the Proposal of Apprenticeship Act (November 2016). The ESS's Expert Committee on State and Public Affairs considers education and training issues, among other policy issues.

Opportunities to improve oversight of adult learning

The AE Body, SSIO, SSPSI and ESS all play a role in facilitating co-ordination and co-operation between ministries, municipalities and stakeholders on adult-learning policy. These bodies are formally established either by legislation or decrees, and some have their own rules of procedure. Overall, they have a broad membership from different ministries and stakeholders.

However, representatives of the ministries and stakeholders involved in this project agreed that the existing bodies do little more than facilitate discussion and information sharing. They are not driving the policy coherence or cross-sectoral partnerships between different actors foreseen in their founding documents, and needed to improve adult learning in Slovenia. On the spectrum shown in Table 2.3, the SSIO and AE Body provide the lowest level of co-ordination as "advisory" institutions.

Indeed, the *Professional Bases for Amending Adult Education Act* (2008[27]; 2015[29]) concluded that the SSIO cannot establish co-ordination between sectors, only co-ordination between the MIZŠ and the MDDSZ. Furthermore, some ministries involved in the AE Body have introduced similar adult-learning programmes that might have been more cost-efficient and/or effective if jointly designed and funded. For example, the MIZŠ and MDDSZ both fund programmes targeting low-skilled adults aged 45 or above,[1] as well as guidance and counselling services for adults.[2]

Several factors have limited the existing bodies' effectiveness in driving policy coherence and partnerships.

Neither the AE Body nor the SSIO have decision-making authority in adult-learning policy making or implementation. The AE Body is not established in legislation, and its ministerial decree does not grant it decision-making capacity for adult-learning policy. This reflects the fact that legislative responsibility for different areas of adult education and training is divided across several sectoral acts and delegated to several ministries (Table 2.4). The ZOFVI Act only establishes the SSIO as an advisory body. While the SSIO "publicly recognises" non-formal adult education programmes which become eligible for public funding, it does not develop or approve policy related to adult learning. With the exception of the public recognition of programmes, the MIZŠ is not obliged to

follow the SSIO's advice. The SSIO does not advise the other ministries involved in adult learning.

Not all relevant ministries and stakeholders are members of the AE Body or SSIO. The SSIO does not include representatives of five of the nine ministries included in the LPIO 2018; adult learners, despite being the end users of publicly funded adult-learning services; Regional Development Agencies (*Regionalne razvojne agencije)* (RRAs), despite all 12 RRAs having adult-learning related targets in their Regional Development Plans (*Regionalni razvojni programi*); or municipalities, despite their important and growing role in implementing and financing adult-learning services. The AE Body does not include representatives of adult learners or RRAs, but includes one municipal association.

While the ReNPIO envisaged that a group within the SSIO involving all competent ministries would monitor its implementation, this was not realised. The *Professional Bases for Amending Adult Education Act* (2008[27]; 2015[29]) recommended expanding the membership of the SSIO.

For the AE Body, seniority, continuity of attendance and resources appear to be limiting factors. Representatives of the ministries involved in this project stated that the seniority and decision-making authority of the individuals attending the AE Body differed significantly, ranging from state secretaries to mid-management level. As a result, many participants lack decision-making power, and could not, for example, decide to partner with another ministry to design and fund adult-learning services. Furthermore, the individuals attending can change between meetings, reducing familiarity with other members and the issues at hand. While the AE Body was initially intended to meet monthly, it currently meets every six months. Unlike the SSIO, it does not pay attendance fees to non-government participants and does not have sub-committees to support its activities. Finally, the AE Body does not have a secretariat to provide research, analytical or administrative support.

The relationships between and reporting lines for Slovenia's existing bodies for adult-learning policy could be strengthened. The SSIO invites the chairs of the SSPSI and Council of Experts on General Education to its meetings. The AE Body includes an SSIO representative, and sends the LPIOs and ReNPIO annual reports to the SSIO for comment before submitting them to the government. However, when and how the SSIO and AE Body should interact with each other, other expert bodies or the ESS is not defined in legislation, decree or rules of procedure. Both the SSIO and AE Body report to the Minister for Education, Science and Sport, but do not report to other ministers overseeing aspects of adult learning. Nor do they interact with the ESS, despite it being Slovenia's foremost tripartite body for policy negotiations.

A previous study (Drofenik, 2013[30]) which conducted inter-ministerial and cross-sectoral focus groups identified the following conditions for an effective inter-ministerial co-ordination body for adult learning in Slovenia: 1) clearly defined decision-making powers; 2) appointment by the government, rather than an individual ministry; and 3) professional (expert) and financial support for action and decision making. The *Professional Bases for Amending Adult Education Act* (2008[27]; 2015[29]) recommended strengthening the SSIO's influence and competences for co-ordination with other ministries and expert councils. The SSIO's director has proposed several changes to increase its effectiveness, including increasing the number of experts in andragogy and expanding its role to provide opinions on adult-learning laws and regulations, the ReNPIO and related documents, and monitoring and evaluation.

Finally, adult education and training policy does not have a high profile in the ESS. The ESS has a strong focus on labour market and health policy, and frequently discusses issues related to wages, pensions, health and safety, and social insurance. Despite the role of adult learning in improving adults' skills, employability, earnings and active citizenship, between January 2014 and April 2018, the ESS discussed adult-learning policy only once (February 2015) out of 65 meetings (ESS, 2018[31]). Government, employer associations and unions will need to attach a higher priority to adult learning, particularly given its role in developing firms' and workers' adaptability to globalisation, technological progress and demographic change.

Representatives of the ministries and stakeholders involved in this project indicated that they do not want more bureaucracy, but they do want more effective bureaucracy. This requires ongoing monitoring and improvements to ensure that the benefits generated by oversight bodies exceed the costs (participants' time, funding) of running them.

Slovenia requires an oversight body for adult learning that better facilitates policy coherence and partnerships to improve cost-effectiveness, quality and outcomes in adult learning. This will require a body with broad membership, and clearly and formally established objectives, relationships to other bodies, accountability and reporting lines. It is likely that strengthening the decision-making capacity of one or more of its bodies will be necessary to facilitate policy coherence and partnerships in adult learning.

The planned establishment of a cross-sectoral and inter-ministerial committee and council to oversee realisation of the SRS 2030 goals presents another opportunity for strengthening co-operation in adult learning. Slovenia's oversight body(ies) for adult learning should eventually report to this committee and/or council.

In the longer term, Slovenia should monitor and evaluate the outcomes achieved from implementing the actions recommended in this report. In light of these results, it should consider, as several other OECD countries have done, whether to give the decision-making authority for adult-learning policy to an inter-ministerial and cross-sectoral commission, or to centralise it in one ministry.

Previous policies and studies have made recommendations related to inter-ministerial and cross-sectoral oversight of adult-learning policy in Slovenia (Box 2.7).

Box 2.7. Previous recommendations: Effective oversight of adult-learning policy

White Paper on Education in the Republic of Slovenia (2011)

The white paper recommended, among other things:

- enhancing the strategic function, increasing the role of respected experts and including representatives of civil society in the SSIO
- establishing a cross-sectoral body for the professional co-ordination of the work of individual ministries in the field of adult education
- reorganising the Department for Adult Education at the MIZŠ into the Directorate for Adult Education, while other ministries should organise adult education into special units (since 2011 the MKGP has established a unit for education).

Lifelong Learning Strategy of Slovenia (2007)

The LLL Strategy recommended, among other things, the establishment of a strategic council for lifelong learning. Implementation of the strategy would require harmonised decision making, which may be ensured only by a special, inter-ministerial and professionally competent body, such as a strategic council. The council would require a suitable formal basis, i.e. institutionalisation. It should link and co-ordinate all ministries around a central objective, that is to promote learning and education in all areas of life and work. In addition to developing and implementing the LLL Strategy in national policy, the council would also be responsible for its broader implementation.

Slovenia: Towards a Strategic and Efficient State (OECD 2012)

Commissioned by the MJU and the Government Office for Development and European Affairs (*Služba Vlade Republike Slovenije za razvoj in evropske zadeve*), this review identified key issues to address to develop a stronger and more effective central public administration in Slovenia. While not focused on adult learning, the review identified the need for a more coherent Centre of Government in Slovenia to facilitate co-operation, collaboration and co-ordination across the whole public administration. It recommended, among other things, establishing a core Central Office to provide direct support and advice to the head of government and the Council of Ministers, with sufficient capacity and authority, responsible for monitoring and reporting to government on the achievement of the Development Strategy and coalition agreement.

Sources: Krek and Metljak (2011[13]), *Education White Paper of the Republic of Slovenia*, http://pefprints.pef.uni-lj.si/1195/; Jelenc (2007[8]), *Lifelong Learning Strategy in Slovenia,* www.mss.gov.si/fileadmin/mss.gov.si/pageuploads/podrocje/razvoj_solstva/IU2010/Strategija_VZU.pdf; OECD (2012[32]), *Slovenia: Towards a Strategic and Efficient State*, http://dx.doi.org/10.1787/9789264173262-en.

Examples of good practice oversight bodies for adult learning

Slovenia's Strategic Research and Innovation Partnerships (*Strateška razvojno-inovacijska partnerstva*) (SRIPs) for the S4 are a good example of cross-sectoral policy oversight in Slovenia that could inform oversight arrangements for adult learning (Box 2.8).

Box 2.8. Good practice in Slovenia: Cross-sectoral oversight for the Slovenian Smart Specialization Strategy (S4)

The S4 aims to concentrate development investment in nine areas where Slovenia has both innovation potential and a critical mass of knowledge, capacities and competences. These include smart cities, communities and buildings; sustainable food production; and factories of the futures.

The S4 was developed with input from around 500 stakeholders, including ministries, public agencies, public research institutions, business representative associations and NGOs. These sectors agreed that Slovenia's development goals can only be achieved through an integrated and holistic approach to addressing area-specific opportunities and challenges.

To realise the priority goals of the S4, the following governance system was created:

1. SRIPs are stakeholder-initiated partnerships of firms, research institutes, education and training providers and others, responsible for implementing the S4. There is one SRIP for each of the S4 areas, in total involving more than 400 companies and 100 knowledge institutions. SRIPs seek to co-ordinate R&D activities, share capacities and human resource development, exchange knowledge and experience, and collectively represent Slovenia's interests in the area abroad.

   Each SRIP prepares a roadmap or action plan comprising goals; roadmaps for joint development activities, internationalisation, human resources development, and entrepreneurship and joint services promotion; and a list of changes needed to the regulatory framework.

2. The National Innovation Platform (NIP) is still being established. It will bring together development-related stakeholders according to the quadruple helix principle (government, research, business and civil society). It is expected to be a consultative body with expertise in national horizontal innovation-related issues, which will monitor S4 implementation within each area and offer its opinion and give recommendations to the national level.

3. The Governmental Working Group brings together the state secretaries of all 13 ministries directly participating in implementing the S4. It supports and monitors its delivery at the strategic level. The Governmental Working Group is responsible for assessing and approving the SRIPs' action plans, and overall inter-ministerial co-ordination of S4-related development policy. Since its establishment in September 2016 it has held eight meetings.

Sources: Government of the Republic of Slovakia (2015[4]), *Slovenian Smart Specialization Strategy*, www.svrk.gov.si/delovna_podrocja/strategija_pametne_specializacije/; information provided by the SVRK, 24 August 2018.

Latvia established an inter-ministerial and cross-sectoral Adult Education Governance Council with decision-making capacity in order to overcome fragmentation and strengthen coherence and co-ordination for adult learning (Box 2.9).

Box 2.9. International good practice: Latvia's Adult Education Governance Council

In 2016, Latvia's Cabinet of Ministers approved the Plan on Adult Education Governance Model 2016-20 with the overall objective of increasing participation in adult education and training to 15% by 2020. The plan has the following priorities: 1) developing a unified and sustainable adult education system; 2) ensuring the sharing of specific policies and responsibilities at the sectoral level; and 3) ensuring access to and high-quality adult education for the population regardless of their background.

The implementation and monitoring of the plan required the creation in early 2017 of the Adult Education Governance Council (AEGC). It was created to avoid the historical fragmentation of responsibility in adult education, and to establish a clear division of functions, information exchange and regular communications among the stakeholders involved. The AEGC is an inter-institutional body with representatives from sectoral ministries, municipalities, private companies, educational institutions, adult education centres and NGOs, under the supervision of the Ministry of Education and Science. The State Education Development Agency provides the secretariat and the analytical unit functions of the AEGC.

The main functions of the AEGC are to 1) review and approve priorities for adult education, taking into account labour market information and sectoral expert councils, labour force forecasts, and demand and supply disparities in the labour market; 2) to determine the priority adult education target groups and sectors; 3) to confirm the content of the training to be implemented, including the complementarity of the training between the different target groups; 4) to decide on the principles for allocating funding; and 5) to conduct a regular evaluation of the results of the implementation of adult education.

Prior to the new governance model, adult education in Latvia was provided in a fragmented way by several ministries, within the framework of their competences. The new model is oriented towards effective resource management (including financial resources), based on a transparent and coherent operation system taking into account regional needs and medium and long-term labour market forecasts, to offer adults high-quality education through the development of a coherent regulatory framework.

Sources: OECD/ELS (2018[19]), "Policy questionnaire: Readiness of Adult Learning Systems to Address Changing Skills Needs"; Eurydice (2018[33]), *Latvia: Adult Education and Training*, https://eacea.ec.europa.eu/national-policies/eurydice/content/adult-education-and-training-40_en; Cedefop ReferNet Latvia (2016[34]), *Plan approved by the government for adult education 2016-2020*, www.refernet.lv/?p=2241&lang=en; Latvian Cabinet of Ministers (2016[35]), *Action Plan for 2016-2020 Development of Adult Education Provision and its governance model*, https://likumi.lv/ta/id/281992.

Recommended Action 2: Effective oversight of adult learning

In light of these current arrangements, challenges and good practices, Slovenia has an opportunity to improve the central oversight of adult-learning policy to better facilitate coherence and partnerships between ministries, municipalities and stakeholders. It can do this by taking the following actions.

Action 2

The government should strengthen the capacity and accountability of existing oversight bodies for adult learning to facilitate coherence and partnerships between ministries, municipalities and stakeholders.

To improve inter-ministerial and cross-sectoral co-ordination and partnerships in adult learning, the government should expand the remit and membership of the AE Body, and give it some decision-making capacity over adult-learning policy and expenditure. To improve expert advice for adult learning, the government should expand the remit of the SSIO to advise the AE Body and all ministries involved in adult learning at key stages of policy making (design, implementation and evaluation). It should also increase the number of adult-learning experts in the SSIO.

The government should clearly establish in legislation each body's objectives and role, relationship to other bodies and accountability (the SURS 2030 body, ESS and parliament), as well as its decision-making and spending capacity. The government should monitor the effectiveness of the renewed AE Body and SSIO over time, and make further improvements as required.

More specifically:

1. To facilitate coherence and partnerships in adult-learning policy, the government should strengthen the role and impact of the AE Body. It should do this by:
    a. Expanding the AE Body's objectives and responsibilities. This should include:
        i. improving participation, learner outcomes and cost-effectiveness in adult learning
        ii. overseeing drafting of Slovenia's adult education master plans, annual plans and reports
        iii. facilitating partnerships in adult learning (co-design, co-funding and/or co-delivery) between different actors (inter-ministerial, social and public-private partnerships)
        iv. ensuring each ministry's adult-learning and related policies are coherent
        v. making adult-learning policy proposals to the government.
    b. Strengthening the AE Body's accountability. This should be done by:
        i. Setting measurable targets such as the number and types of partnerships to be formed, policies to be discussed, and policies to be proposed to government.
        ii. Establishing clear reporting lines: the AE Body should inform and support the ESS on adult-learning policy deliberations, report to the ESS and the body overseeing implementation of the SRS 2030 on progress meeting national targets for adult learning, and ultimately be accountable to

government and parliament for implementing Actions 1, 3, 5, 6, 7 and 8 in this report.

c. Expanding the AE Body's membership. The AE Body should include all the ministries that fund adult-learning services, as well as representatives of municipalities and regional development agencies. Efforts should also be made to include representatives of adult learners, especially the low-skilled, unemployed and older workers.

d. Supporting the AE Body with sufficient resources. The government should consider how and to what extent it should be supported by staff (e.g. via a secretariat) and funding (e.g. via its own budget line, or a share of the current total adult education budget line) in order to achieve its objectives.

e. Establishing the AE Body in legislation, rather than by ministerial decree.

f. Monitoring the effectiveness of the AE Body over time. The government should monitor its performance in achieving its objectives over time, and make ongoing improvements to its design as needed.

2. As its first major task, the AE Body should be responsible for overseeing the creation of an inter-ministerial, cross-sectoral and comprehensive Adult-Learning Master Plan for Slovenia (Action 1), with expert input from an improved SSIO.

3. To improve the role of experts in adult-learning policy making, the government should:

   a. Expand the remit of the SSIO in relevant legislation to provide advice, opinion and proposals:

      i. on Slovenia's adult education master plans, annual plans and reports

      ii. on adult-learning policies, as well as policies that interact with adult learning such as labour, development and welfare policies

      iii. at key stages of policy making: design, implementation and evaluation

      iv. to the AE Body, as it seeks to better co-ordinate and facilitate beneficial partnerships in adult learning, and to individual ministries making adult-learning policies in addition to the MIZŠ.

   b. Increase the number of adult-learning experts in the SSIO. These could be nominated by universities, and the increase offset by a reduction in the number of members appointed by social partners (social partners would contribute to adult-learning policy via the AE Body and the ESS).

   c. Monitor the effectiveness of the SSIO over time. The government should monitor its performance in achieving its objectives over time, and make ongoing improvements to its design as needed.

Enrich decision making and co-ordination with high-quality information

The Council of the European Union's *Resolution on a Renewed European Agenda for Adult Learning* (2011[36]) highlighted the difficulty of adequately monitoring the adult-learning sector, due to a lack of statistical data and evaluation of policy measures. It stated that "evidence-based policy-making in the field of adult-learning calls for comprehensive and comparable data on all key aspects of adult learning, for effective monitoring systems and co-operation between the different agencies, as well as for high-quality research activities".

Ministries, municipalities and stakeholders require high-quality and comprehensive information and data on adult learning and skills. This can help them form a shared understanding of challenges, opportunities and priorities in adult learning, and can provide a foundation for effective negotiations, co-ordination and partnerships. This includes:

- **Information on adult-learning activities, expenditure and outcomes**: this means comprehensive and accessible information on activity and expenditure for all forms and levels of adult-learning. It requires comprehensive and integrated data collection from service providers. It also includes reliable information on the outcomes achieved by different programmes and providers of adult learning, which requires robust approaches to evaluating the personal, economic and social outcomes of adult learning.
- **Information on learning opportunities**: this means accessible information about what learning opportunities are available and their potential benefits. It requires high-quality, centralised online information and effective guidance services. Information on learning opportunities can also help policy makers monitor and identify patterns and potential gaps in adult-learning supply.
- **Information on skills needs**: this includes reliable information on what skills, knowledge and abilities the economy needs now and in the future. It requires a sufficiently comprehensive and detailed approach to assessing and anticipating skills needs.

Finally, the ministries, municipalities and stakeholder groups involved in steering Slovenia's adult-learning system need the skills and accountability to make effective use of this information.

Current arrangements for harnessing information about adult learning

Information on adult-learning activities, expenditure and outcomes

Data on adult education and training activity in Slovenia are collected in various official and administrative records, registers and databases by different agencies, as well as through statistical surveys (see Annex Table 2.A.5 for more details). The ZIO-1 Act stipulates that the minister determines how data on formal programmes, publicly recognised programmes and counselling services are kept and processed.

Formal education and training activity by adults

For formal education and training, the MIZŠ administers the Central Register of Participants in Education database (*Centralna evidenca udeležencev vzgoje in izobraževanja*) (CEUVIZ) and the Records and Analytical Information System for Higher Education (*Evidenčni in analitski informacijski sistem visokega šolstva v Sloveniji*) (eVŠ).

CEUVIZ covers preschool up to vocational short-cycle tertiary education (ISCED levels 0-5). It collects individual, institution and education data on students, including adult learners. It is used to follow up on key education goals and objectives, to make decisions about rights to public funding and to provide evidence for scientific research and statistical work. Access to the CEUVIZ data is restricted to kindergartens, schools and the MIZŠ. CEUVIZ is linked to other databases such as the MIZŠ Register of Institutions and Programmes, the Central Population Register, the Register of Social Rights and the Register of Spatial Units (OECD, 2016[37]). In addition, the National Examination Centre (*Republiški izpitni center*) (RIC) collects data on enrolments and success rates of (adult) participants in the matriculation exam (*matura*), which allows entry to higher education.

The eVŠ holds data on higher education institutions, publicly recognised study programmes, students and graduates (including adult and part-time participants). The eVŠ is an analytical tool that facilitates regular monitoring of the system's operations and the development and streamlining of higher education policies (OECD, 2016[37]). Researchers typically identify "adult learners" (who previously left education and have since returned) in the data by combining their age (25+) and study load (part-time).

In addition, the Statistical Office of the Republic of Slovenia (*Statistični urad Republike Slovenije*) (SURS) undertakes two surveys related to adult learning. The annual survey on vocational graduates (ŠOL-DIPL-TERC) goes to individuals completing study programmes in short-cycle higher vocational colleges (ISCED 5). The quarterly Labour Force Survey provides details on adults' participation in formal and non-formal education and training in the four weeks prior to the interview.

Non-formal education and training activity by adults

The MIZŠ/ACS collect administrative data from providers of publicly recognised programmes in the CEUVIZ database, summary data for publicly funded non-formal education programmes, and administrative data for all programmes funded by the European Social Fund in the eMA database. The Employment Service of Slovenia (*Zavod Republike Slovenije za zaposlovanje*) (ZRSZ) holds detailed unit-record level data on participants and participation in education and training active labour market policies (ALMPs), as part of its APZ.net database. Data on the education and training of civil servants is decentralised – held by the personnel office of each ministry or government office.

In addition, the SURS undertakes an annual Continuing Education Survey (ŠOL-NAD). The survey is sent to all identified providers of non-formal adult education and training (excluding the public administration), such as adult education centres, school-based units, company-based units, NGOs and others. Based on records held by MIZŠ, ACS and the Business Register of Slovenia, SURS identified approximately 800 providers to receive the survey in 2016. Responses are not mandatory, and 517 providers returned the survey. The data collected include: participants in continuing education by region, type of programme (recognised and non-recognised, field of education) and gender; programmes by region, type and length; and providers by region, municipality, number of employees and their education. Because data on continuing education are not monitored at the individual level, the SURS cannot show the exact number of participants, since some attend several educational activities and are counted several times (Savarin, 2016[38]).

Expenditure on adult education and training

Slovenia has several sources of data on adult-learning expenditure. Ministries and municipalities include expenditure on adult education and training in their annual budgets,

and the data are consolidated by the Ministry of Finance. Several surveys estimate employers' expenditure. The SURS undertakes the Labour Cost Survey every four years, which asks about companies' vocational training expenditure. Two international surveys – the EC's 5-yearly Continuing Vocational Training Survey (CVTS) and the European Investment Bank's annual Investment Survey – also provide data on employers' expenditure on adult learning. No data on individual or household expenditure on adult learning in Slovenia are currently collected.

Evaluating the outcomes of adult education and training

Practices for evaluating adult-learning programmes differ across ministries and programmes. For example, under the Labour Market Regulation Act (*Zakon o urejanju trga dela*), the MDDSZ is required to evaluate the effectiveness and efficiency of active employment policy measures before, during and after their implementation, with evaluations conducted by external contractors. The *ex post* evaluations determine the effectiveness and efficiency of measures, their impact according to the objectives set for the period (typically employment rates), and the causes of any deviations from the set objectives. The evaluations also include recommendations for more effective implementation of the measures. In contrast, the ZIO-1 Act does not stipulate evaluation requirements for adult education, nor the outcomes to be measured by evaluations.

As a result, different ministries, agencies and public institutions use different methods to evaluate different forms of adult learning (Table 2.5).

Table 2.5. Evaluation of adult learning in Slovenia

Form of adult education and training	Programmes	Responsible authority	Methodologies	Performance measures / Requirements
Formal	Primary	MIZŠ	Registration procedure	Fulfilling professional staff and material requirements.
		ACS	Self-evaluation	Attaining the organisation's self-evaluation goals.
		Inspectorate	Regular and extra reviews	Implementation of adult education services according to the law.
	Secondary	MIZŠ	Registration procedure	Fulfilling professional staff and material requirements.
		ACS	Self-evaluation	Attaining the organisation's self-evaluation goals.
		Inspectorate	Regular and extra reviews	Implementation of adult education services according to the law.
		RIC	*Matura* exam	Success rate (of participants attaining different programmes and providers).
	Tertiary	Slovenian Quality Assurance Agency for Higher Education (NAKVIS)	Accreditation (NAKVIS)	Fulfilling accreditation requirements (for providers: functioning of a higher education institution, staff, material conditions; for programmes: composition and content, the design of the implementation).
			External evaluation (NAKVIS)	Fulfilling evaluation criteria (internal provision and improvement of the quality of the study programme, changing and updating the study programme, implementation of the study programme).
		eVŠ	Analysing eVŠ data	Completion rates. Students' employability included by 2020.
Non-formal (publicly recognised)		MIZŠ	Registration procedure	Fulfilling professional staff and material requirements.
		ACS	Self-evaluation	Attaining the organisation's self-evaluation goals.

Form of adult education and training	Programmes	Responsible authority	Methodologies	Performance measures / Requirements
			User-satisfaction survey	User satisfaction.
			Occasional external evaluations (ACS)	Appropriateness of the programme according to different criteria.
Non-formal (non-publicly recognised)	Basic skills	ACS	Self-evaluation	Attaining the organisation's self-evaluation goals.
			User-satisfaction survey	User satisfaction.
			Analyses of participation rates of specific target groups	Reaching target groups.
	Raising employability and job related (active employment policy measures)	ZRSZ	User-satisfaction survey	User satisfaction.
			External evaluations (ACS, academics) including interviews and focus groups with providers and participants and statistical analyses.	Employment rates of participants; efficiency of the programmes.
	Other ministries' programmes	providers	User-satisfaction survey	User satisfaction.

Providers of formal education and training are subject to the same evaluation for adult learners as they are for regular students. For example, for upper secondary education the RIC collects data on students' performance in the *matura* exam, analyses this by subject, municipality and school, and shares the data with the MIZŠ and schools. The RIC publicly reports the share of enrolled adults who successfully pass the *matura* exam each year. In tertiary education, providers report administrative data to the NAKVIS and eVŠ systems. Students' post-graduation employment outcomes will be included in eVŠ by 2020 (Table 2.5).

Slovenia has no systematic quality monitoring or evaluation models for non-formal adult education and training in place (Klemenčič and Možina, 2011[39]).

Providers of non-formal education and training programmes may choose to undertake self-evaluation using the ACS' framework Offering Quality Education to Adults (*Ponudimo odraslim kakovostno izobraževanje*) (POKI) (Box 2.10). This measures the achievement of curriculum goals, forms and methods of work, learner satisfaction, educators' motivation and professional development, co-financing adult education, and organisational culture. The ACS monitors and evaluates new or novel programmes, and reports its findings to the SSIO and MIZŠ. The ACS also undertakes ad hoc evaluation studies (typically of ALMPs), and national and international research projects, including Slovenia's Survey of Adult Skills (PIAAC) results. Other development institutes, the CPI and National Education Institute (*Zavod Republike Slovenije za šolstvo*) monitor and evaluate new or novel programmes in their fields (vocational and general upper secondary education respectively) and report their findings to their expert councils and the MIZŠ.

The acts defining other ministries' adult learning-related activities (Table 2.5) do not define any monitoring and evaluation of these activities. Evaluations are limited to irregular user-satisfaction surveys and activity reporting.

Non-formal education and training programmes that are neither publicly funded nor recognised are not evaluated by public bodies or subject to requirements for self-evaluation.

Box 2.10. Current arrangements in Slovenia: Offering Quality Education to Adults (POKI)

The ACS developed the POKI model of self-evaluation in 2001. Adult education and training providers can voluntarily use the model and may receive the POKI quality logo for doing so. Currently, 35 adult education providers have the POKI logo (3 secondary schools, 2 school secondary school centres, 25 adult education centres and 5 private adult education providers).

Providers choose which parts of the educational process to self-evaluate at the institution, programme, department, class and/or staff level under POKI. Self-evaluation consists of the following steps:

- formation of a quality group inside the organisation
- self-evaluation planning (setting the vision and values for the organisation)
- developing a methodology to acquire and evaluate data on current quality levels
- implementation of self-evaluation
- evaluation of the acquired data
- planning and evaluation of measures for improvement.

Providers do not systematically report the results of the POKI self-evaluations to the ACS.

The ACS has set up a network of adult education quality advisors who, among other tasks, offer support and guidance to providers implementing the POKI model. Currently, the network includes 28 quality advisors, qualified people with knowledge about the conceptualisation, systems and processes of quality development in adult education.

The ACS seeks to regularly upgrade the POKI model based on monitoring and evaluation of providers' satisfaction, implementation and, occasionally, consultation with experts in quality assurance from Slovenian universities.

Sources: ACS (2018[40]), *Offering Quality Education to Adults*, https://kakovost.acs.si/poki/; information provided by the ACS (27 August 2018).

Information on learning opportunities

Adults in Slovenia can access information on education and training opportunities available to adults from five different online portals provided by four different organisations (Table 2.6).

Table 2.6. Online portals with information on adult-learning opportunities in Slovenia

Platform	Responsible organisation	Forms of learning included			Providers listed	Programmes listed
		Formal	Non-formal	Informal		
Where to Obtain Knowledge (*Kam po znanje*)	ACS	X (up to upper secondary level)	X	X	253	3804
Where and How (*Kam in kako*)	ZRSZ	X (all levels)			500 professions with links to formal education providers and programmes involved in MIZŠ register.	
e-Advisor (*e-Svetovalec*)	ZRSZ	X (all levels)			500 professions with links to formal education providers and programmes involved in MIZŠ register.	
My Choice (*Moja izbira*)	CPI	X (up to upper secondary level)			500 professions with links to formal education providers and programmes involved in MIZŠ register.	
eVŠ (*Visoko šolstvo v Sloveniji*)	MIZŠ	X (tertiary level)			105	1010

Sources: ACS (2018[41]), *Where to Obtain Knowledge*, https://pregled.acs.si/; ZRSZ (2010[42]) *Where and How*, www.ess.gov.si/ncips/kam-in-kako; ZRSZ (2018[43]), *e-Advisor*, https://esvetovanje.ess.gov.si/; CPI (2014[44]), *My Choice*, www.mojaizbira.si/; MIZŠ (2017[45]), *Higher Education in Slovenia*, http://portal.evs.gov.si/.

The portals differ in their coverage of the different forms and levels of education and training, providers and programmes, and the information and services they provide. All five include formal education and training opportunities to some level. However, as the portal most directly targeted to adult learners, only Where to Obtain Knowledge includes opportunities for non-formal education and training and informal learning. The number of providers and programmes covered also differs for each portal. E-Advisor can display employment data for some professions at the national and regional level. Where and How, and e-Advisor use questionnaires to help users identify relevant opportunities.

In addition to online portals, adults can get information on learning opportunities from guidance and counselling services. Adults considering learning can visit one of the MIZŠ' 17 regional guidance centres (*Svetovalna središča*) located in adult education centres, or one of MDDSZ's 12 regional career centres (*Karierna središča*) (see Annex Table 2.A.4 for more details).

Information on skills needs

There have been no major changes to Slovenia's skills assessment and anticipation (SAA) activities since the *OECD Skills Strategy Diagnostic Report: Slovenia* (OECD, 2017[46]).

Under the Labour Market Regulation Act (2010), public sector and state-owned employers must notify the ZRSZ about job vacancies. Private employers are under no such obligation. The ZRSZ also conducts a representative survey of employers every six months. Employers are asked to report expected changes to employee numbers by occupation, potential recruitment difficulties, and skills lacking among employees. This information is used to

prepare a short online report, Employment Forecast (*Napovednik zaposlovanja*), identifying 20 high-demand occupations and 10 common skills gaps (OECD, 2017[46]).

Otherwise, requirements and responsibilities for SAA are not established in legislation, and various agencies undertake SAA-related exercises, typically on a project basis (Table 2.7). Some municipalities also undertake SAA-related exercises. For example, the Municipality of Ajdovščina commissioned and financed a study on future skills needs to inform the future development of its education policies.

Table 2.7. Skills assessment and anticipation-related exercises in Slovenia

Name	Responsible organisation	Coverage	Timeframe	Methodology	Project
Employment Forecast	ZRSZ	Expected changes to employee numbers by occupation, potential recruitment difficulties, and skills lacking among employees.	Coming year.	Questionnaire to employers.	Ongoing, currently within the ESF project "Increasing effective co-ordination of supply and demand in the labour market" (2016-22)
Occupational Barometer	ZRSZ	Forecasts the demand for workers in specific occupations. The expected result is a list of professions classified into three groups: shortage of employees, surplus of employees, balanced supply and demand.	Coming year.	Discussions with experts at the regional panels.	Pilot within the ESF project "Increasing effective co-ordination of supply and demand in the labour market" (2016-22)
Scholarship for deficient occupations	MDDSZ, with ZRSZ and the Public Scholarship Development, Disability and Maintenance Fund of the Republic of Slovenia (JŠRIP)	Vocational occupations that have shortages.	Not defined.	Data on educational activity, ZRSZ registrations and labour market data, as well as on the perspectives of social partners and youth.	Ongoing within the framework of different public tenders.
KOC	JŠRIP	Detailed skills needs profiles for specific economic sectors.	The next 5-7 years.	Decided by individual Competence Centres.	Ongoing within the framework of different public tenders.
SPOT Global	Public Agency for Entrepreneurship, Internationalization, Foreign Investments and Technology (SPIRIT)	Not defined yet.	Not defined yet.	Not defined yet.	Establishment and functioning of the National Slovenian Business Point (2018-22).
Forecast of Economic Trends	Institute of Macroeconomic Analysis and Development (UMAR)	Forecast of employment trends.	Coming two years.	Statistical data (SURS, ZRSZ, EUROSTAT).	Ongoing

Sources: JŠRIP ((n.d.)[47]), *Public Scholarship Development, Disability and Maintenance Fund of the Republic of Slovenia*, www.sklad-kadri.si/; data provided by the JŠRIP (24 August 2018); UMAR (2018[48]), *Forecast of Economic Trends*, www.umar.gov.si/publikacije/napoved-gospodarskih-gibanj/?no_cache=1; ZRSZ (2010[49]), *Increasing effective coordination of supply and demand in the labour market*, www.ess.gov.si/o_zrsz/projekti_zavoda/projekt/ucinkovitejse-usklajevanje-ponudbe-in-povprasevanja-na-trgu; information provided by the ZRSZ (9 August 2018).

Opportunities to improve information for adult learning

In Slovenia, various ministries and agencies are involved in collecting and analysing data on adult learning and generating information on skills needs. A wide range of adult-learning providers and employers contribute data and information to these collections, voluntarily or by obligation.

However, representatives of the ministries and stakeholders participating in this project agreed that Slovenia lacks comprehensive and integrated information on adult-learning activities, expenditure, outcomes and opportunities, as well as skills needs. This makes it harder to reach a shared understanding of the challenges, opportunities and priorities for adult-learning policy and funding. In turn, the current information structure is not helping to facilitate effective negotiations, co-ordination and partnerships between the ministries and sectors involved in adult learning.

Information on adult-learning activities, expenditure and outcomes

The government holds relatively comprehensive data on adult enrolment, completion and graduation rates in formal education and training within its CEUVIZ and eVŠ databases. However, there are several gaps in the government's data collections on non-formal education and training, and expenditure on adult learning.

Public agencies hold activity data for only part of the non-formal education and training system. For example, only 517 of the estimated 800 providers of non-formal adult learning currently submit data to the SURS. All providers of non-formal education and training programmes that receive public funding and/or are publicly recognised by the MIZŠ are obliged to submit activity data to the MIZŠ. However, providers of non-publicly recognised or financed programmes are not obliged to, and do not submit data. This is a concern given that 91% of adult participation in non-formal education and training in Slovenia is in non-publicly recognised programmes (Taštanoska, 2017[50]).

The indicators and details collected by government do not give a comprehensive picture of learning activity. Providers generally submit annual enrolment data but not data on completions, except for formal and publicly recognised education and training. As a result, policy makers have only a partial picture of how many adults successfully complete (or drop out of) publicly funded non-formal programmes. Nor does the MIZŠ or ACS collect individual-level data on adult-learning participants in non-formal programmes. These data predominately come from sample surveys and are at a summary, aggregated level.

Nor are the owners of these databases sharing or linking them. The government and researchers currently have no way of following individuals' participation across different types of adult-learning services because existing adult-learning databases are not linked for monitoring or research purposes. While it would be feasible to link data from the CEUVIZ and eVŠ databases on adults' participation in formal education and training, linking data on participation in the non-formal sector would not be possible without an administrative dataset holding individual-level data on participants. It might also be necessary to assign a (existing or new) unique identifier to adult learners to build a complete picture of their use of adult-learning services.

There are also gaps in the government's current data collections on adult-learning expenditure. This may limit the capacity of government, social partners and individuals to monitor and appropriately share the costs of developing adults' skills (see Action 8, improving co-operation on funding adult learning).

The ministries funding adult-learning related services do not have a common definition of adult-learning expenditure. As a result, some ministries participating in this project raised concerns that some ministries report expenditure that should not be classified as adult-learning related, while others do not report expenditure that should. While the Ministry of Finance receives and consolidates budget data on municipal funding of adult learning, it does not publicly release the data. And none of the participants consulted during this project knew the data existed. This limits the government's ability to monitor total public expenditure on adult learning, and may result in under- or over-funding certain activities at the national and local level.

Data on individual, household and employer expenditure on adult learning are very limited. No information on individuals' expenditure on adult learning is currently collected. Employers' expenditure on vocational training is available in the national Labour Costs Survey, but this is only run every four years. Providing better information on firms' investment in training and its impact on business performance and firm value could be a way of successfully promoting adult learning among enterprises. The OECD has encouraged the transparency of human capital investments in firms and the inclusion of training investments in company accounting procedures (OECD, 2005[22]).

Finally, evaluation of and information about the personal, employment and/or social outcomes being achieved by adult-learning providers and programmes is almost non-existent in Slovenia.

In formal education and training, the CEUVIZ, RIC and eVŠ databases include information on adults' completion and graduation rates, while the eVŠ is being expanded to include graduates' employment outcomes (although this may be less relevant to adult students, who typically already hold jobs and enrol part time). Evaluation of the ZRZS's ALMP programmes for the unemployed assess adults' employment outcomes (Box 2.12). Providers of non-formal adult education and training can voluntarily use the ACS' self-evaluation tool POKI.

Apart from this, evaluation of adult learning in Slovenia is not focused on outcomes. Evaluation is predominately done *ex ante*, through accreditation and registration of providers, looking at their processes and inputs. The vast majority of providers have not opted in to POKI self-evaluation. Overall, ministries and service providers appear to face only limited requirements to undertake robust evaluation before and after designing and implementing adult-learning programmes. Several studies have cited the need for better outcomes evaluation in Slovenia's adult-learning system (Krek and Metljak, 2011[13]), (Jelenc, 2007[8]).

Information on learning opportunities

There are gaps and overlaps in the information provided about learning opportunities for adults on existing online portals. The online platform Where to Obtain Knowledge? Slovenia's main portal for information for prospective adult learners, covers only 253 of Slovenia's 500+ (possibly 800) adult education providers. It does not include learning opportunities in tertiary education. In addition, participants stated that the platform is mainly used by guidance counsellors, with relatively little use by prospective adult learners. With the exception of the ZRSZ's website, the various portals also do not link to each other.

Information on learning opportunities is not well integrated with activity and employment data. The ZRSZ's e-Advisor portal starts by seeking to understand the user's professional and career interests. It can then suggest job and learning opportunities, and provides some

data on employment numbers by occupation. Apart from this, none of the other portals integrate the demand and supply side of adult learning and skills by combining information on learning and public funding opportunities with employment and earnings prospects.

In Slovenia in 2016, a relatively high share of adults (37.3%) had searched for information about learning opportunities, compared with the EU average of 21.9%). According to the latest available data from 2011, most adults use the Internet for their search (68%), yet this is well below the rate in several countries (over 85% in Lithuania, Finland and Sweden). This highlights the potential for expanding comprehensive and user-friendly online information (Eurostat, 2018[51]).

Merging these portals (or the information within them) into one portal for adult learning could simplify the search process for adults. Expanding their coverage of learning opportunities, and eventually adding skills needs and information about outcomes, could also help more adults find and participate in relevant learning (see Action 7, raising awareness about adult learning).

Information on skills needs

Some ministries are implementing new programmes focused on generating better information on skills in Slovenia. However, Slovenia still lacks a comprehensive SAA approach and widely accepted information on short- and long-term skills needs. Some ministries and stakeholders participating in this project agreed that this limits the ability of different actors to agree on what skills should be prioritised in adult learning, and for ministries to agree on priorities for inter-ministerial co-operation and funding. It may also limit the capacity of adults to make informed learning decisions, guidance services to advise adults and providers to respond to skills needs.

There is a lack of clarity about who is responsible for assessing and anticipating skills needs in Slovenia. The ZRSZ, MDDSZ, JŠRIP, MGRT and UMAR are each undertaking activities related to SAA. To date, the ministries, agencies and stakeholders who would benefit from an effective SAA approach in Slovenia have not collaborated to design a potential solution.

Slovenia's current SAA system is not comprehensive. Unlike most OECD countries, Slovenia relies almost exclusively on employer surveys to assess current skills needs. While useful, employer surveys are prone to several biases. Successful systems make use of a combination of quantitative and qualitative methods (Cedefop, 2008[52]; OECD, 2016[53]). Slovenia also lacks sectoral or regional information on skills needs. Finally, Slovenia has no comprehensive or co-ordinated system to anticipate future skills needs (Skills Panorama, 2017[54]; Andersen et al., 2010[55]).

Until the data and information gaps on adult-learning activities, expenditure and outcomes, and skills needs are filled, the main actors in Slovenia's adult-learning system will lack comprehensive information to inform their decisions.

Previous recommendations

Previous policies and studies have made recommendations related to improving information on adult-learning activity and outcomes in Slovenia (Box 2.11).

Box 2.11. Previous recommendations: Integrated information for adult learning

White Paper on Education in the Republic of Slovenia (2011)

The white paper recommended, among other things:

- Developing and systematically implementing national indicators of the effectiveness and quality of the adult education system. These should be quantitative and qualitative, and based on Slovenia's broader social development goals.
- More comprehensive and reliable data on adult learning, and expanded research using these data to monitor the achievements of adult learning. This means expanding monitoring and analysis from participation in adult learning to the effects of investing in education and learning; the quality of adults' skills; the importance of participation for adults' active involvement in society, their personal development, community development and solidarity; and the needs of the workplace.
- Giving the SSIO authority to propose research and evaluation studies not currently covered in the national adult education programme.
- Developing the quality assessment and assurance system for adult education using internal and external approaches for evaluation. The system should provide timely information on the quality of processes, its results and effects both at the system level and at the level of individual providers.
- Institutional and programme accreditations with minimum quality standards for operators, and which require periodic evaluation to ensure that standards are met, including external monitoring.

Lifelong Learning Strategy of Slovenia (2007)

The LLL Strategy recommended, among other things, introducing ways of assessing and developing the quality of education at all levels of formal and non-formal education. The LLL Strategy identified measures including supporting different methods of quality assessment, introducing incentives for higher quality work, financing public programmes according to the achieved quality, and carrying out external evaluations at various levels of the system (national, regional, level of providers and programmes).

Slovenia: Towards a Strategic and Efficient State (OECD 2012)

While not specific to adult-learning policy, the review recommended, among other things:

- Strengthening capacity to prioritise, monitor and evaluate policies, including by improving the quality of data required to prioritise policies and monitor and evaluate policy outcomes.

- Using targeted programme reviews and evaluation to support budgetary decision making, including through targeted programme reviews, performance audits and capacity building to undertake more complex reviews.

Sources: Jelenc (2007[8]), *Lifelong Learning Strategy in Slovenia,* www.mss.gov.si/fileadmin/mss.gov.si/pageuploads/podrocje/razvoj_solstva/IU2010/Strategija_VZU.pdf; Krek and Metljak (2011[13]), *Education White Paper of the Republic of Slovenia*, http://pefprints.pef.uni-lj.si/1195/; OECD (2012[32]), *Slovenia: Towards a Strategic and Efficient State*, http://dx.doi.org/10.1787/9789264173262-en.

Examples of good practices in harnessing information about adult learning

The ZRSZ's ongoing evaluation of its training ALMPs represents a leading example of outcomes evaluation in adult learning, which could potentially be replicated (Box 2.12).

Box 2.12. Good practice in Slovenia: Evaluation of training active labour market policies

The ZRSZ maintains a detailed register of participants in training ALMPs (APZ.net) that includes personal data on participants; the type, duration and provider of services; financial resources spent; and the completion of programmes. APZ.net is connected with other national databases to enable the monitoring of employment outcomes. The ZRSZ also regularly conducts surveys asking adults to self-assess the knowledge and skills they acquired in the programme, and express their satisfaction with the programmes. The ZRSZ reports these results in its annual reports.

The effectiveness of education and training measures is assessed by various external evaluations and academic studies. These have used methods ranging from surveys and interviews to sophisticated quantitative methods such as propensity score matching, cost-effectiveness estimates and parametric estimation methods. The main outcomes measured are the probability of post-programme employment, the programmes' impact on the quality of post-programme jobs and cumulative employment and earnings, and the cost-effectiveness of the programmes.

The MDDSZ and ZRSZ have used the results of the studies to improve education and training ALMPs.

The ZRSZ has a clear and detailed legislative basis for monitoring and evaluating outcomes. The Labour Market Regulation (*Zakon o urejanju trga dela*) includes general provisions on records, monitoring and evaluation of ALMPs. The ALMP Guidelines (*Smernice aktivne politike zaposlovanja*) outline the indicators for monitoring and assessing the effectiveness of ALMPs, while the ALMP Plan (*Načrt za izvajanje ukrepov aktivne politike zaposlovanja*) defines the purpose and objectives of ALMP measure implementation in the budgetary period and the method of observing and assessing the ALMP measures.

Sources: Kavkler et al. (2012[56]), *Results of the Targeted Research Project No. V5-1045 "Evaluation of the largest ALMPs, including measures undertaken in response to the economic and financial crisis"*, www.dlib.si/details/URN:NBN:SI:DOC-KC8H569T/; Beltram et al. (2015[57]), *Evaluation of the ALMPs: Institutional Training and Programmes Preparing for the Certification for National Professional Qualification and Basic Professional Qualification*, http://arhiv.acs.si/publikacije/Evalvacija_UIP.pdf; Beltram (2016[58]), *Evaluation of the ALMP: Involvement of unemployed persons in support and development programmes: Training programmes for the unemployed conducted by the MICs in 2014 and*

2015, http://arhiv.acs.si/porocila/Evalvacija_programa_APZ.pdf; Burger et al. (2017[59]), *Impact evaluation of key employment programmes in Slovenia. Final report under the component 1,* www.mddsz.gov.si/si/medijsko_sredisce/raziskave/; MDDSZ (2018[60]), *The Labour Market Regulation*, www.mddsz.gov.si/si/delovna_podrocja/trg_dela_in_zaposlovanje/zaposlovanje/zutd/; data obtained by ZRSZ (9 August 2018).

The eVŠ, Slovenia's system for monitoring enrolments and completions in higher education, is being linked to other national datasets to capture data on graduates' employment outcomes (Box 2.13).

Box 2.13. Good practice in Slovenia: eVŠ – Monitoring graduate employment outcomes

The eVŠ platform is Slovenia's system for collecting and analysing data about higher education students, graduates, institutes and staff.

The eVŠ platform is being upgraded to include a module on graduate employability. It will do this by integrating data on graduates' outcomes from other national records, including the register of insured persons kept by the Institute for Pension and Disability Insurance of Slovenia, the register of unemployed persons kept by the ZRSZ, the register of scholarship holders led by the MDDSZ, and the central register of employees in the education sector led by the MIZŠ. Data on the labour market status of graduates will be available to higher education institutions.

The goal is to support higher education institutions' quality improvement, including:

- improving study programmes, to ensure they provide graduates with appropriate skills for the labour market
- improving professional and career counselling services for students, prospective students and graduates
- developing more effective support systems for students.

The modernised eVŠ platform is also intended to support policy makers (ministries) to develop a strategic cross-sectoral dialogue on the sectors' development goals, and to provide incentives for higher education institutions.

Source: MIZŠ (2018[61]), *eVŠ Analysis*, www.mizs.gov.si/si/delovna_podrocja/direktorat_za_visoko_solstvo/evs/evs_analize/.

In Ireland, the national agency dedicated to workforce learning, Skillnet, is subject to annual, in-depth evaluation by an independent body (Box 2.14).

Box 2.14. International good practice: Ireland's Skillnet programme evaluation

Skillnet is Ireland's national publicly funded agency dedicated to workforce learning. It seeks to increase companies' participation in enterprise training, by operating enterprise-led learning networks in different economic sectors and regions, and offering various other services.

Skillnet programmes are subject to an annual evaluation conducted by an independent agency. The objective of the evaluation is to assess the alignment of activities and outcomes of the Skillnet programmes with the requirements of the National Training Fund, ensuring the best use of public funds. The evaluation process requires extensive primary research involving numerous direct consultations and surveys, complemented with detailed data from internal databases and external sources such as the Central Statistics Office. The evaluation takes place at programme, training activity and network level to examine inputs, activities, outcomes and impacts of all the Skillnet components.

Some highlights of the 2016 evaluation of Skillnet were that member companies and adult learners reported high levels of satisfaction with the relevance of training, quality, contribution to learning and personal development, as well as value for money. Previous evaluations have also shown for example, that 99% of companies surveyed would recommend becoming part of a Skillnet network to other companies.

Sources: OECD/ELS (2018[19]), "Policy questionnaire: Readiness of Adult Learning Systems to Address Changing Skills Needs"; Skillnet Ireland (2018[62]), www.skillnetireland.ie/about/; Indecon (2017[63]), *Evaluation of Skillnets TNP, Finuas and Management Works in 2016*, www.skillnetireland.ie/wp-content/uploads/2018/04/evaluation_skillnets_programmes_2016.pdf.

Denmark has a comprehensive national portal, *UddannelsesGuiden,* with sections for adult learners, jobs and careers, and counselling and guidance services, among others (Box 2.15).

Box 2.15. International good practice: Denmark's comprehensive portal for learning and careers

Denmark's Education Guide (*UddannelsesGuiden*, www.ug.dk) is the national information and guidance portal for adults and young learners.

The sub-portal on adult continuing education and training provides information on educational choices for adults from different education backgrounds. It offers detailed information on:

- education requirements and programmes for different trades and occupations
- individual education institutions
- estimated duration of education and training, costs and financial support available
- how to get knowledge and work experience assessed and recognised, including the preparation process for the Real Competence Assessment (RKV), places, costs and other practical information
- guidance and counselling services available.

The sub-portal on jobs and careers provides information on the Danish labour market, trades, industries and sectors. This section includes information on current employment opportunities, the work environment, labour legislation, local job centres, education opportunities and other relevant information on the labour market.

The Ask a Counsellor (*eVejledning*) sub-portal offers a number of ways to get in contact with someone who will provide customised guidance on education and jobs. The service is available every day, including weekends. Users can choose the communication channel that best suits them, either via email, or in real-time via chat or telephone.

Sources: Danish Ministry of Education ((n.d.)[64]), *About UddannelsesGuiden*, www.ug.dk/programmes/aboutugdk; European Commission (2018[65]), *UddannelsesGuiden*, https://ec.europa.eu/ploteus/en/content/uddannelsesguiden.

In Latvia, several ministries and sectoral councils have collaborated to develop a comprehensive SAA system (Box 2.16).

Box 2.16. International good practice: Latvia's skills assessment and anticipation system

Latvia's SAA system is the shared responsibility of the Ministry of Economics, the Ministry of Welfare, the Ministry of Education and Science and sectoral experts councils. The objective of the system is to develop a co-ordinated approach to forecasting skills demand and supply to inform public policy decisions on employment, education, and social affairs. The responsibilities are shared as follows:

- Sectoral experts councils assess current skills needs. The councils consist of representatives from employers' organisations and associations, sectoral trade unions, the Ministry of Education and Science, and the relevant sectoral ministries.
- The State Employment Agency provides short-term forecasts of employment by occupation and education level.
- The Ministry of Economics provides medium- and long-term forecasts of employment by occupation and education level.

Both forecasting methods use Labour Force Survey data complemented by data from national accounts and educational and employer surveys. The Central Statistical Bureau provides most of the data required for the forecasting.

The results of the SAA exercises are communicated through the official websites of the ministries and agencies involved in the forecasting as well as through various consultative boards, committees and working groups.

Source: Skills Panorama (2017[66]), *Skills anticipation in Latvia*, Analytical highlights series, http://skillspanorama.cedefop.europa.eu/en/analytical_highlights/skills-anticipation-latvia.

Recommended Action 3: Harnessing information on adult learning and skills

In light of these current arrangements, challenges and good practices, Slovenia has an opportunity to better generate, integrate and use information on adult learning and skills needs. This could help the diverse actors in adult learning form a shared understanding of challenges, opportunities and priorities for adult learning, providing a foundation for effective negotiations, co-ordination and partnerships. Slovenia can do this by taking the following actions.

Action 3

Ministries, municipalities, social partners and other stakeholders should improve, integrate and better use information to enrich decision making and co-ordination in adult learning.

This should include improved information on: skills needs and mismatches (appropriately disaggregated to meet users' needs), adult education and training activity and opportunities (including all formal and non-formal adult education and training), and the outcomes achieved by adult-learning programmes and providers (underpinned by the introduction of outcome-based evaluation of all publicly funded and recognised adult education and training in Slovenia).

The strengthened AE Body (Action 2) should oversee the improvement of adult-learning and skills information, ensuring this information supports the achievement of the next adult-learning master plan (Action 1); the oversight body's activities (Action 2); inter-ministerial co-ordination (Action 4); the decision making of local and regional actors (Action 5); adult-learning services more tailored to learners' needs (Action 6); efforts to promote the benefits of adult learning (Action 7); decisions about allocating funding (Action 8); and the adult-learning investments of individuals and firms.

More specifically:

1. In the immediate term, ministries, municipalities and stakeholders should discuss and agree on the main design features of this information structure, including:
    a. Information needs: what information do different users need (individual adults, guidance services, adult education and training providers, employers, unions, ministries, quality assurance agencies, municipalities, researchers, etc.)? This could include:
        i. participation in, and learning and labour market outcomes achieved by different types of formal and non-formal adult-learning programmes and providers
        ii. learning opportunities available to develop different skills, knowledge and abilities
        iii. the different types of skills, knowledge and abilities individuals will need in the future to actively participate in the labour market and society, and to realise the SRS 2030, S4 and other sectoral strategies.
    b. Information uses: how will each group use this information? For example the way ministries allocate funding, providers design programmes, employers search for training for their staff.
    c. Time horizon: does Slovenia need information about both current and future skills needs?

d. Geographic granularity: does Slovenia need information on skills needs and learning opportunities disaggregated at the regional level?

e. Methods and tools: what mix of quantitative and qualitative methods and tools are needed to generate the required information? For example legislated data collections for providers, or quantitative methods, surveys, foresight, focus groups/round tables on skills needs.

f. Information dissemination: how will the information be disseminated to different users and in what formats? For example online portals, interactive interfaces, dashboards and published reports.

g. Roles and responsibilities: who will be responsible for collecting, interpreting and disseminating the information? For example the statistical office, public employment service, research institutes or auditors.

h. Governance: how will the different groups reach consensus when interpreting the data and information? For example in the forum of an inter-ministerial and cross-sectoral body for adult learning (Action 2).

2. Following this design phase, ministries, municipalities and stakeholders should then develop a comprehensive information structure for adult learning:

   a. The ministries, agencies and institutes involved in adult learning, in conjunction with the statistical office (*Statistični urad*) and municipalities, should commence a data improvement project, to build a more comprehensive picture of adult learning activity. This should involve:

      i. Filling gaps in current data collection on adult-learning activity and expenditure. For example, mandating that all providers of adult education and training who receive public funding and/or deliver publicly recognised programmes submit activity data to government, and potentially collecting data on the adult-learning related expenditure of firms and households.

      ii. Sharing access to, and eventually linking existing adult-learning related administrative datasets held by the MIZŠ, ACS, ZRSZ, SURS and other agencies. This could include assigning a unique identifier to adult learners, to better understand adults' learning patterns and pathways, and improve adult learning policy and services over time.

   b. The ACS, with input from the CPI, ZRSZ, MIZŠ and representatives of education and training providers, should improve its online portal of non-formal adult learning courses (Where to Obtain Knowledge?) by:

      i. Expanding its coverage to all providers of adult education and training who receive public funding and/or deliver publicly recognised programmes (formal and non-formal). This should also integrate information on formal training opportunities from the website of the ZRSZ. The ACS could also begin negotiations with non-publicly funded providers to include their programmes.

      ii. Redesigning it to better cater to individual adults, in addition to guidance counsellors. For example, user testing with different target groups of adults could help better understand and meet their information needs.

iii. Considering whether any of the other online portals (Where and How?, e-Advisor, My Choice, or eVŠ) could be merged with Where to Obtain Knowledge?

c. The government should move from a voluntary, input-focused, self-reporting-based model of evaluation in adult learning, to an outcomes-focused model of evaluation for all providers of adult education and training who receive public funding and/or deliver publicly recognised programmes.

   i. In the first instance, the ACS should lead development of a comprehensive framework for evaluating the outcomes of publicly funded and recognised adult-learning services and providers, with input from the CPI and ZRSZ. This framework should specify the most appropriate approaches for evaluating outcomes, and how this could differ for:

      a) different types of outcomes/benefits: e.g. personal, economic (employment and earnings) and social, including continuation into further/higher learning

      b) each major type of adult-learning service (guidance, basic skills programmes, on-the-job-learning, etc.)

      c) each form of adult learning (formal, both publicly recognised and not publicly recognised non-formal learning, etc.) in Slovenia

      d) individual providers of adult learning (adult-learning centres, specialised adult education institutions, school-based units, company-based units, educational centres at business chambers and NGOs)

      e) services with different target groups (unemployed, low-skilled, different age groups, workers at risk of unemployment, etc.)

      f) services with different targeted skills/competences (literacy and numeracy skills, digital skills, socio-emotional skills, job-specific skills, etc.).

d. The MGRT, in collaboration with the MDDSZ, ZSRZ and UMAR, should lead the development of a comprehensive system for assessing and anticipating skills needs and mismatches in Slovenia's economy. The MGRT should seek input from end users, relevant expert councils and institutes, and should report to the AE Body and the ESS on its progress.

Notes

[1] The MIZS' Acquiring Basic and Professional Competences (*Pridobivanje temeljnih in poklicnih kompetenc*), including "Guidance for low skills employees" programme and the MDDSZ's Comprehensive Support to Enterprises for Active Aging of Labour Force (*Celovita podpora podjetjem za aktivno staranje delovne sile*).

[2] The MIZS' Information and Guidance in Adult Learning programme and the MDDSZ's Lifelong Career Guidance programme (see Annex Table 2.A.4 for a comparison of these services).

References

ACS (2018), *Kam po znaje - Pregled izobraževanja odraslih v Sloveniji (Where to Obtain Knowledge)*, https://pregled.acs.si/ (accessed on 13 October 2018). [41]

ACS (2018), *Ponudimo odraslim kakovostno izobraževanje - POKI (Offering Quality Education to Adults)*, https://kakovost.acs.si/poki/ (accessed on 13 October 2018). [40]

ACS (2018), *Svetovalna središča [Guidance Centres]*, https://isio.acs.si/sredisca/ (accessed on 02 November 2018). [70]

ACS (2008), *Strokovne podlage za pripravo osnutka Zakona o izobraževanju odraslih, Predlog [Expert Bases for the Preparation of the Draft Adult Education Act, Proposal]*, Slovenian Institute for Adult Education, Ljubljana, http://arhiv.acs.si/porocila/Strokovne_podlage_za_pripravo_osnutka_zakona_o_izobrazevanju_odraslih.pdf. [27]

Andersen, T. et al. (2010), *Anticipating Skill Needs of the Labour Force and Equipping People for New Jobs, Which Role for Public Employment Services in Early Identification of Skill Needs and Labour Up-Up-Skilling?, final report prepared under contract to the European Commission, Directorate-General for Employment, Social Affairs and Equal Opportunities*, http://ec.europa.eu/social/BlobServlet?docId=6664&langId=en. [55]

Bednaš, M. and A. Kajzer (eds.) (2017), *Strategija dolgožive družbe (Active Ageing Strategy)*, Institute of Macroeconomic Analysis and Development; Ministry of Labour, Family, Social Affairs and Equal Opportunities, http://www.umar.gov.si/fileadmin/user_upload/publikacije/kratke_analize/Strategija_dolgozive_druzbe/UMAR_SDD_ang.pdf. [6]

Beltram, P. (2016), *Evalvacija programa APZ: Vključitev brezposelnih oseb v podporne in razvojne programe, Programi Usposabljanja za brezposelne, ki so jih izvajali Medpodjetniški izobraževalni centri (MIC) v letih 2014 in 2015 [Evaluation of the Active Employment Policy programme: Involvement of unemployed persons in support and development programmes: Training programmes for the unemployed conducted by the Inter-Company Training Centres (MIC) in 2014 and 2015]*, Slovenian Institute for Adult Education, http://arhiv.acs.si/porocila/Evalvacija_programa_APZ.pdf. [58]

Beltram, P. et al. (2015), *Strokovne podlage za prenovo Zakona o izobraževanju odraslih (ZIO) [Expert Bases for the Renewal of the Adult Education Act]*, Slovenian Institute for Adult Education, http://arhiv.acs.si/ZIO/ZIO_strokovne_podlage_24122015.pdf (accessed on 05 October 2018). [29]

Beltram, P. et al. (2015), *Evalvacija programov Institucionalnega usposabljanja ter programov Priprave na potrjevanje NPK in TPK, v okviru prvega ukrepa Aktivne politike zaposlovanja "Usposabljanje in izobraževanje" [Evaluation of the ALMPs: Institutional Training and Programmes Preparing for the Certification for National Professional Qualification and Basic Professional Qualification]*, Slovenian Institute for Adult Education, Ljubljana, http://arhiv.acs.si/publikacije/Evalvacija_UIP.pdf. [57]

Burger, A. et al. (2017), *Impact evaluation of key employment programmes in Slovenia. Final report under the component 1*, Ministry of Labour, Family, Social Affairs and Equal Opportunities, http://www.mddsz.gov.si/fileadmin/mddsz.gov.si/pageuploads/dokumenti__pdf/zaposlovanje/Razvoj_strategij_reform_na_podrocju_socialnih_politik_v_Sloveniji/WP_1_ALMPs.pdf. [59]

Cedefop (2008), "Systems for anticipation of skill needs in the EU Member States", *Cedefop Working Paper*, No. 1, http://www.cedefop.europa.eu/files/WorkingPaper01_Oct2008.pdf. [52]

Cedefop ReferNet Latvia (2016), *Plan approved by the government for adult education 2016-2020*, http://www.refernet.lv/?p=2241&lang=en (accessed on 13 October 2018). [34]

Council of the European Union (2011), *Council Resolution on a renewed European agenda for adult learning*, https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32011G1220%2801%29. [36]

CPI (2014), *Moja izbira (My Choice)*, http://www.mojaizbira.si/ (accessed on 15 October 2018). [44]

Danish Ministry of Education((n.d.)), *About UddannelsesGuiden*, https://www.ug.dk/programmes/aboutugdk (accessed on 13 October 2018). [64]

Dovžak, K. et al. (2014), *Resolucija o nacionalnem programu izobraževanja odraslih v Republiki Sloveniji za obdobje 2013–2020 (ReNPIO 13–20)*, Andragoški Center Slovenije, Ljubljana, http://arhiv.acs.si/dokumenti/ReNPIO_2013%E2%80%932020.pdf. [3]

Drofenik, O. (2013), *Izobraževanje odraslih kot področje medresorskega sodelovanja (Adult Education as the Inter-Ministerial Field)*, Slovenian Adult Education Association, Ljubljana, http://arhiv.acs.si/porocila/Izobrazevanje_odraslih_kot_podrocje_medresorskega_sodelovanja.pdf (accessed on 03 October 2018). [30]

EPALE (2018), *Estonian Lifelong Learning Strategy 2020*, European Commission, Electronic Platform for Adult Learning in Europe, https://ec.europa.eu/epale/en/resource-centre/content/estonian-lifelong-learning-strategy-2020 (accessed on 22 October 2018). [18]

ESS (2018), *Ekonomsko-socialni svet: Aktualno (Economic and Social Council: Topics)*, Economic and Social Council of the Republic of Slovenia, http://www.ess.si/ess/ess-si.nsf/ekonomsko-socialni-svet/seja%20Ekonomsko-socialnega%20sveta (accessed on 21 August 2018). [31]

Estonian Ministry of Education and Research (2014), *The Estonian Lifelong Learning Strategy 2020*, https://www.hm.ee/sites/default/files/estonian_lifelong_strategy.pdf. [16]

European Commission (2018), *UddannelsesGuiden*, Learning Opportunities and Qualifications in Europe, https://ec.europa.eu/ploteus/en/content/uddannelsesguiden (accessed on 22 October 2018). [65]

Eurostat (2018), *Adult Education Survey (AES)*, https://ec.europa.eu/eurostat/data/database (accessed on 17 October 2018). [51]

Eurydice (2018), *Adult Education and Training: Slovenia - Distribution of Responsibilities*, https://eacea.ec.europa.eu/national-policies/eurydice/content/distribution-responsibilities-74_en (accessed on 20 October 2018). [23]

Eurydice (2018), *Latvia: Adult Education and Training*, https://eacea.ec.europa.eu/national-policies/eurydice/content/adult-education-and-training-40_en (accessed on 22 August 2018). [33]

Government of Ireland (2014), *Further Education and Training Strategy 2014-2019*, SOLAS, Dublin, http://www.solas.ie/SolasPdfLibrary/FETStrategy2014-2019.pdf. [20]

Government of Norway (2017), *Norwegian Strategy for Skills Policy 2017-2021*, https://www.regjeringen.no/contentassets/3c84148f2f394539a3eefdfa27f7524d/strategi-kompetanse-eng.pdf. [21]

Government of the Republic of Slovenia (2016), *DIGITALNA SLOVENIJA 2020 – Strategija razvoja informacijske družbe do leta 2020 (Digital Slovenia 2020 – A Strategy for the Development of Information Society by 2020)*, Government of the Republic of Slovenia, http://www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/DID/Informacijska_druzba/DSI_2020.pdf. [5]

Government of the Republic of Slovenia (2015), *Slovenska Strategija Pametne Specializacije S4 (Slovenian Smart Specialization Strategy)*, http://www.svrk.gov.si/fileadmin/svrk.gov.si/pageuploads/Dokumenti_za_objavo_na_vstopni_strani/S4_dokument_V_2017EN.pdf. [4]

Holford, J. et al. (2007), *Lifelong Learning: Patterns of Policy in Thirteen European Countries. A Review of Lifelong Learning Policy & Practices in Austria, Bulgaria, the Czech Republic, England, Estonia, Flanders, Hungary, Ireland, Lithuania, Norway, Russia, Scotland, Slovenia. Sub-project 1*, http://porocila.acs.si/datoteke/LLL2010%20SP1%20Comparative%20Report%20Final%20July%202007.pdf. [14]

Indecon (2017), *Evaluation of Skillnets TNP, Finuas and ManagementWorks in 2016*, https://www.skillnetireland.ie/wp-content/uploads/2018/04/evaluation_skillnets_programmes_2016.pdf. [63]

Ivančič, A. (2011), "Better times? Education and labor market entry in Slovenia after socialism", in Kogan, I., Noelke, C. and Gebel, M. (ed.), *Making the Transition - Education and Labor Market Entry in Central and Eastern Europe*, Stanford University Press, Standford, http://www.sup.org/books/title/?id=18601 (accessed on 16 January 2018). [11]

Ivančič, A., V. Špolar and M. Radovan (2010), *Access of Adults to Formal and Non-Formal Education – Policies and Priorities: The Case of Slovenia*, Andragoški Center Slovenije, Ljubljana, https://www.dcu.ie/sites/default/files/edc/pdf/sloveniasp5.pdf (accessed on 21 February 2018). [10]

Jelenc, Z. (ed.) (2007), *Strategija vseživljenjskosti učenja v Sloveniji (Lifelong Learning Strategy in Slovenia)*, Ministry of Education and Sport of the Republic of Slovenia in co-operation with the Public Institute Educational Research Institute of Ljubljana, Ljubljana, http://www.mss.gov.si/fileadmin/mss.gov.si/pageuploads/podrocje/razvoj_solstva/IU2010/Strategija_VZU.pdf. [8]

JŠRIP((n.d.)), *Javni štipendijski, razvojni, invalidski in preživninski sklad Republike Slovenije (The Public Scholarship Development, Disability and Maintenance Fund of the Republic of Slovenia)*, http://www.sklad-kadri.si/ (accessed on 13 October 2018). [47]

Kavkler, A., R. Volčjak and J. Mencinger (2012), *Rezultati ciljnega raziskovalnega projekta št. V5-1045 "Vrednotenje največjih programov aktivne politike zaposlovanja, vključno z ukrepi proti gospodarski in finančni krizi" [Results of the Targeted Research Project No. V5-1045 "Evaluation of the largest ALMP programmes, including measures undertaken in response to the economic and financial crisis"]*, EIPF, Ekonomski inštitut, https://www.dlib.si/stream/URN:NBN:SI:DOC-KC8H569T/8b51f987-3705-4539-a79f-85086271e607/PDF. [56]

Klemenčič, S. and T. Možina (2011), "Presojanje in razvijanje kakovosti v izobraževanju odraslih [Quality assessment and development in adult education]", in Gaber, S. and Ž. Kecojević (eds.), *Kakovost v šolstvu [Quality in education]*, Pedagoška fakulteta Univerze v Ljubljani, Ljubljana, http://www.solazaravnatelje.si/ISBN/978-961-6637-32-9.pdf. [39]

Klitou, D. et al. (2017), *Slovenia: Slovenian Digital Coalition*, European Commission, https://ec.europa.eu/growth/tools-databases/dem/monitor/content/slovenia-slovenian-digital-coalition (accessed on 20 August 2018). [15]

Krek, J. and M. Metljak (2011), *Bela knjiga o vzgoji in izobraževanju v Republiki Sloveniji 2011 (Education White Paper of the Republic of Slovenia)*, http://pefprints.pef.uni-lj.si/1195/ (accessed on 26 August 2018). [13]

Latvian Cabinet of Ministers (2016), *Action Plan for 2016-2020 Development of Adult Education Provision and its governance model*, https://likumi.lv/ta/id/281992. [35]

Markowitsch, J., B. Käpplinger and G. Hefler (2013), "Firm-provided training in Europe and the limits of national skills strategies", *European Journal of Education*, Vol. 48/2, pp. 281-291, http://dx.doi.org/10.1111/ejed.12030. [12]

MDDSZ (2018), *Zakon o urejanju trga dela (The Labour Market Regulation)*, http://www.mddsz.gov.si/si/delovna_podrocja/trg_dela_in_zaposlovanje/zaposlovanje/zutd/ (accessed on 13 October 2018). [60]

MIZŠ (2018), *eVŠ Analize [eVŠ Analysis]*, http://www.mizs.gov.si/si/delovna_podrocja/direktorat_za_visoko_solstvo/evs/evs_analize/ (accessed on 13 October 2018). [61]

MIZŠ (2017), *eVŠ - Visoko šolstvo v Sloveniji [Higher education in Slovenia]*, http://portal.evs.gov.si/home (accessed on 15 October 2018). [45]

MIZŠ (2017), *Vabilo Koordinacija na področju izobraževanja odraslih [Invitation to the AE Body meeting]*, http://tvu.acs.si/datoteke/EPUO2017/WP1_5_Invitation_October%202017.pdf. [25]

MIZŠ (2015), *Sklep o imenovanju koordinacije na področju izobraževanja odraslih [Decision on the appointment of the AE Body]*, http://www.andragosko-drustvo.si/wp-content/uploads/2016/02/Sklep-Koordinacija-IO2.2.2015.pdf. [24]

Kern Pipan, K., M. Arko Košec and M. Aškerc (eds.) (2015), *Javna uprava 2020: Strategija razvoja javne uprave 2015–2020 (Public administration 2020. Public Administration Development Strategy 2015-2020)*, Ministry of Public Administration, Ljubljana, http://www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/JAVNA_UPRAVA/Kakovost/Strategija_razvoja_JU_2015-2020/Strategija_razvoja_ANG_final_web.pdf. [9]

MOP (2015), *Okvirni program za prehod v zeleno gospodarstvo - OPZG, z Akcijskim načrtom izvajanja OPZG (ANi OPZG) in Načrtom aktivnosti ministrstev in vladnih služb (NAMVS) 2015-2016 (Framework Programme for the Transition to a Green Economy)*, http://www.vlada.si/fileadmin/dokumenti/si/projekti/2016/zeleno/opzg_akcijski_nacrt_in_nacrt_aktivnosti.pdf. [7]

National Assembly of the Republic of Slovenia (2018), *Zakon o izobraževanju odraslih (ZIO-1) (Adult Education Act)*, http://pisrs.si/Pis.web/pregledPredpisa?id=ZAKO7641 (accessed on 07 August 2018). [67]

National Assembly of the Republic of Slovenia (2011), *Resolucija o Nacionalnem programu visokega šolstva 2011–2020 (ReNPVŠ11-20) (Resolution on National programme of higher education)*, http://pisrs.si/Pis.web/pregledPredpisa?id=RESO71 (accessed on 02 November 2018). [69]

National Assembly of the Republic of Slovenia (1996), *Zakon o izobraževanju odraslih (ZIO) (Adult Education Act)*, http://pisrs.si/Pis.web/pregledPredpisa?id=ZAKO449 (accessed on 02 November 2018). [68]

National Assembly of the Republic of Slovenia (1996), *Zakon o organizaciji in financiranju vzgoje in izobraževanja (ZOFVI) (Organization and Financing of Education Act)*, http://pisrs.si/Pis.web/pregledPredpisa?id=ZAKO445. [26]

OECD (2017), *OECD Skills Strategy Diagnostic Report: Slovenia 2017*, OECD Skills Studies, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264287709-en. [46]

OECD (2016), *Education Policy Outlook: Slovenia*, http://www.oecd.org/slovenia/Education-Policy-Outlook-Country-Profile-Slovenia.pdf (accessed on 26 August 2018). [37]

OECD (2016), *Getting Skills Right: Assessing and Anticipating Changing Skill Needs*, Getting Skills Right, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264252073-en. [53]

OECD (2012), *Slovenia: Towards a Strategic and Efficient State*, OECD Public Governance Reviews, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264173262-en. [32]

OECD (2005), *Promoting Adult Learning*, Education and Training Policy, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264010932-en. [22]

OECD (2003), *Beyond Rhetoric: Adult Learning Policies and Practices*, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264199446-en. [1]

OECD/ELS (2018), "Policy Questionnaire: Readiness of Adult Learning Systems to Address Changing Skills Needs"*, (internal document)*, OECD, Paris. [19]

Savarin, A. (2016), *Methodological Explanation: Continuing Education*, Statistical Office of the Republic of Slovenia, Ljubljana, https://www.stat.si/StatWeb/File/DocSysFile/8339/09-030-ME.pdf (accessed on 26 August 2018). [38]

Skillnet (2018), *Skillnet Ireland*, https://www.skillnetireland.ie/about/ (accessed on 13 October 2018). [62]

Skills Panorama (2017), *Skills anticipation in Latvia*, Analytical highlights series, http://skillspanorama.cedefop.europa.eu/en/analytical_highlights/skills-anticipation-latvia. [66]

Skills Panorama (2017), *Skills anticipation in Slovenia*, Analytical highlights series, https://skillspanorama.cedefop.europa.eu/en/analytical_highlights/skills-anticipation-slovenia (accessed on 16 October 2018). [54]

Šooš, T. et al. (eds.) (2017), *Strategija razvoja Slovenije 2030 (Slovenian Development Strategy 2030)*, Government Office for Development and European Cohesion Policy, Ljubljana, http://www.vlada.si/fileadmin/dokumenti/si/projekti/2017/srs2030/en/Slovenia_2030.pdf. [2]

SSIO (2013), *Poslovnik o delu Strokovnega sveta Republike Slovenije za izobraževanje odraslih [Rules of Procedure on the work of the SSIO]*, http://www.mizs.gov.si/fileadmin/mizs.gov.si/pageuploads/podrocje/strokovni_sveti/vladni/SSIO/Poslovnik_SSIO_20131219.pdf. [28]

Taštanoska, T. (ed.) (2017), *The Education System in the Republic of Slovenia 2016/2017*, Ministry of Education, Science and Sport of the Republic of Slovenia, https://ec.europa.eu/epale/en/resource-centre/content/education-system-republic-slovenia-20162017 (accessed on 27 April 2018). [50]

UMAR (2018), *Napoved gospodarskih gibanj (Forecast of Economic Trends)*, http://www.umar.gov.si/publikacije/napoved-gospodarskih-gibanj/?no_cache=1 (accessed on 13 October 2018). [48]

UNESCO Institute for Lifelong Learning((n.d.)), *Estonia: Lifelong Learning Strategy 2020, issued in 2014*, http://uil.unesco.org/document/estonia-lifelong-learning-strategy-2020-issued-2014 (accessed on 15 October 2018). [17]

ZRSZ (2018), *e-Svetovalec (e-Advisor)*, https://esvetovanje.ess.gov.si/ (accessed on 15 October 2018). [43]

ZRSZ (2018), *Karierna središča [Career Centres]*, https://www.ess.gov.si/ncips/cips (accessed on 02 November 2018). [71]

ZRSZ (2010), *Kam in kako (Where and How)*, https://www.ess.gov.si/ncips/kam-in-kako (accessed on 13 October 2018). [42]

ZRSZ (2010), *Učinkovitejše usklajevanje ponudbe in povpraševanja na trgu dela (Increasing effective coordination of supply and demand in the labour market)*, https://www.ess.gov.si/o_zrsz/projekti_zavoda/projekt/ucinkovitejse-usklajevanje-ponudbe-in-povprasevanja-na-trgu (accessed on 13 October 2018). [49]

Annex 2.A. Chapter 2 detailed tables

Annex Table 2.A.1. Slovenia's Adult Education Act 2018

	Details
Purpose	To improve adult participation in lifelong learning and the quality of life in local communities, by ensuring increased and more stable financing from the national budget for adult education, by defining various providers and services as "public services".
Scope	Second-chance basic school programmes (ISCED 1 & 2) All non-formal education and training programmes Other activities in adult education (counselling, research and development, other such as exchange of knowledge, promotion, international co-operation)
Key principles	1. Lifelong education and learning, 2. Equity and equality and equal opportunities in accessing, addressing and achieving outcomes in learning and education, 3. Freedom and autonomy in the choice of paths, content, forms, means and methods of education, 4. Quality of education, 5. Proportionate distribution of resources for education and learning according to needs in individual life periods, 6. The systemic connection of formal and non-formal education and informal learning, 7. A balance between the field of general and vocational education, 8. Creativity and flexibility, taking into account specific cultural, social and educational characteristics, 9. Achieving nationally defined and internationally comparable educational standards and 10. The secularity of adult education, which is performed as a public service.
Process for development	The Minister of Education appointed a working group consisting of seven members (one representative of the SSIO, four representatives of MIZŠ and two representatives of the ACS). The working group held co-ordination meetings with Centre for Vocational Education and Training (CPI), the local self-government unit at MJU, municipalities in Dolenjska region, the Association of Adult Education Centres (*Zveza ljudskih univerz*), the Association of educational and counselling centres of Slovenia (*Združenje izobraževalnih in svetovalnih središč Slovenije*), and representatives of secondary schools conducting adult education. The draft legislation was discussed by SSIO and Adult Education Co-ordination Body.
Inputs to development	Professional Bases for Amending Adult Education Act (2008) policy paper White Paper on Education (2011) Professional Bases for Amending Adult Education Act (2015) policy paper
Defined 'public services'	Second-chance basic school programmes (ISCED 1 & 2) Counselling
Priorities, goals and targets	To be defined on the basis of a national long-term master plan adopted by the National Assembly (parliament).

Source: National Assembly of the Republic of Slovenia (2018[67]), *Adult Education Act (ZIO-1)*, http://pisrs.si/Pis.web/pregledPredpisa?id=ZAKO7641.

Annex Table 2.A.2. Legislative requirements for a national master plan for adult education

	ZIO Act 1996	ZIO-1 Act 2018
Master plan (development process)	Before determining the proposal of the national program, the Government shall obtain the opinion of the SSIO.	(1) The national program shall be adopted by the National Assembly of the Republic of Slovenia upon a proposal of the Government of the Republic of Slovenia, usually for ten years. (2) The proposal of the national program shall be prepared **by the ministry in co-operation with other competent ministries**. (3) The ministry shall obtain the opinion of the SSIO on the proposal of the national program.
Master plan (content)	- define the goals of adult education, - identify priority areas for adult education, - define the activities necessary for the implementation of adult education and - determine the global volume of public funds.	- define the objectives and indicators of the national program, - identify priority areas for adult education, - define measures for the provision and implementation of adult education, - determine the approximate scope of public funds for the field of adult education, - **designate the ministries responsible for individual measures** (hereinafter referred to as "competent ministries") and the method of co-ordination in achieving the objectives and - define how to monitor the implementation of the national program. The national program shall also specify the programs and activities of the competent ministries carried out as a public service.
Master plan (implementation)	Annual Programme	Annual Programme
Master plan (monitoring)	/	- On the basis of joint reports on the implementation of annual programs, the ACS shall prepare a report on the implementation of the national program, to which the SSIO shall give its opinion. - The report shall be prepared after half the duration of the national program and the expiry of the national program. - The Government of the Republic of Slovenia shall acquaint itself with the report and submit it to the National Assembly of the Republic of Slovenia.
Annual Programme (development)	The implementation of the national program is determined by the annual program adopted by the Government of the Republic of Slovenia. Prior to the adoption of the annual program referred to in the preceding paragraph of this Article, the Government shall obtain the opinion of the SSIO.	The implementation of the national program shall be determined by the annual program of adult education adopted by the Government of the Republic of Slovenia. - The annual program shall be prepared by the responsible ministries within 30 days after the adoption of the state budget and sent to the MIZŠ in the preparation of a common document. (4) The MIZŠ shall obtain the opinion of SSIO on the proposal of the annual program. (5) The Government may accept the adult education program for several years, in accordance with the dynamics of the adoption of the state budget.
Annual Programme (content)	The annual program **defines** educational programs financed by public funds, the scope and type of activities necessary for its implementation, the amount of funds to be provided in the state budget and **the ministries responsible for the implementation of the program**.	The annual program shall specify: - targets and indicators on an annual basis, - actions by priority areas, - the amount of funds to be provided in the national budget for the implementation of the annual program, - Responsible ministries for the implementation of the annual program - the way of monitoring the implementation of the annual program.
Annual Programme (implementation)	The implementation of the annual program is facilitated by responsible ministries or funds. For this purpose ministries: - decide on the deployment of programs,	(1) The annual program is carried out by the competent ministries through public tenders, calls, within the framework of a public service or in any other way on the basis of a law. (2) The public tender or invitation shall specify the conditions to be met by the provider of adult education programs and activities.

	ZIO Act 1996	ZIO-1 Act 2018
	- publish public tenders for the implementation of annual programs and conclude contracts, - monitor the implementation of the annual program and take the measures necessary for its implementation, - allocate funds to finance education programs and infrastructure activities, and - perform other tasks determined by the annual program.	(3) When selecting providers of adult education programs and activities on the basis of a public tender or invitation, the following criteria shall apply: - quality of content and performance, - human, material and financial feasibility, - co-operation with the environment, - local proximity and accessibility, and - expected results.
Annual Programme (monitoring)	/	- The responsible ministries shall prepare reports on the implementation of the annual program and submit them to the MIZŠ by the end of April for the previous year. - On the basis of reports, the ACS shall prepare a joint report on the implementation of the annual program. - The SSIO shall deliver its opinion on the joint report on the implementation of the annual program referred to in the preceding paragraph.
Local communities annual programme	Annual programs can also be accepted by municipalities.	- Municipalities shall adopt an annual program in which they shall at least define the content specified of national adult education programmes. The annual program may also be adopted by several municipalities together.

Sources: National Assembly of the Republic of Slovenia (1996[68]) *Adult Education Act (ZIO)*, http://pisrs.si/Pis.web/pregledPredpisa?id=ZAKO449; National Assembly of the Republic of Slovenia (2018[67]), *Adult Education Act (ZIO-1)*, http://pisrs.si/Pis.web/pregledPredpisa?id=ZAKO7641.

Annex Table 2.A.3. The Resolution on National Programme of Higher Education (2011-2020)

	Details
Purpose (specific to adult learners/ mature-aged students)	None
Scope (forms of adult education and training, other services)	Higher vocational college (ISCED 5) and higher education (ISCED 6–8) Other forms of education for lifelong learning, which may also be included in the national qualifications framework, but not necessarily provide a formal degree.
Identified adult learning challenges	None
Identified target groups of adult learners	None
Goals and targets	Goals and targets are organised under 7 pillars: 1. Higher education system (9 goals, 4 targets, 7 measures) 2. Structure of studies and higher education qualifications (2 goals, 3 targets, 4 measures) o One goal relates to adult education. The implementation of the study programmes should be adapted to (employed) adults, meaning that part-time study is offered for each programme each year (30-45 instead of 60-90 ECTS per year). 3. Financing (3 goals, 3 targets, 4 measures) 4. Diversity (1 goal, 1 target, 1 measure) o One goal relates to adult education. It notes the importance that tertiary institutions offers different kinds of non-formal (flexible) adult learning and therefore enable individuals to acquire competences and qualifications necessary for their professional development. 5. Quality and responsibility (2 targets, 10 measures) 6. Internationalisation (3 goals, 5 targets, 11 measures) 7. Social dimension (4 goals, 3 targets, 8 measures)
Planned activities	46 measures organised under 7 pillars.
Roles and responsibilities	Dependent on each measure: Higher education institutions, Government, Slovenian Research Agency (Agencija za raziskovalno dejavnost Republike Slovenije), Slovenian Quality Assurance Agency for Higher Education (Nacionalna agencija Republike Slovenije za kakovost v visokem šolstvu), Financial Administration of the Republic of Slovenia (Finančna uprava Republike Slovenije), Public Agency for Technological Development of the Republic of Slovenia (Javna agencija za tehnološki razvoj RS), Public Scholarship, Development, Disability and Maintenance Fund of the RS, The Centre of the Republic of Slovenia for Mobility and European Educational and Training Programmes.
Oversight	The implementation of the measures and achievement of the objectives of the ReNPVS11-20 is monitored by an independent group of experts, which annually submit report to the Council of the Republic of Slovenia for Higher Education and the Council for Science and Technology of the Republic of Slovenia. Every two years progress report is considered also by the parliament.

Source: National Assembly of the Republic of Slovenia (2011[69]), *Resolution on National programme of higher education*, http://pisrs.si/Pis.web/pregledPredpisa?id=RESO71.

Annex Table 2.A.4. Guidance and counselling services for prospective adult learners

	Guidance Centres (MIZŠ)	Career Centres (MDDSZ)
Number	17	12
Provider	Independent units in Adult Education Centres	Employment Service of Slovenia
Target groups	- Low-skilled unemployed, - Low-skilled employees, - Older adults 50+, - Migrants, - Roma, - Prisoners.	- The unemployed, looking for information or career counselling, - Employees, who are at risk of being made redundant - Young drop outs, with no other possibility for getting information and career counselling.
Activities/Information provided	Guidance before, during and after participating in adult education and training, in order to: - help adults identify their needs for education and training, - find relevant education and learning programmes and providers, - connect learning and career development, - help develop adults' learning skills - encourage and motivate adults to learn, and help them overcome obstacles, - represent adults in other institutions, - help adults find financial support for learning, - help adults get their prior non-formal and informal learning formally validated.	Providing information and guidance to help adults plan their further learning and/or careers. This includes: - descriptions and video clips of vocations, - information on educational institutions, - information on possibilities for vocational training and study abroad, - information on available financial aid for education and training, - job postings, - directions and tools for more effective job searching, - computer programmes for independent planning of learning or career paths.
Number of participants (2017)	13 399 adults in individual sessions 4 200 adult in 357 group sessions	47 531 individual visits 21 481 taking part in group workshops
Evaluation	ACS monitoring and annual report	Customer satisfaction survey is implemented annually by external provider

Source: ACS (2018[70]), *Guidance Centres*, http://isio.acs.si/sredisca/; ZRSZ (2018[71]), *Career Centres*, www.ess.gov.si/ncips/cips.

Annex Table 2.A.5. Adult education and training participation databases in Slovenia

Name of database/system	Responsible authority	Requirement to submit data	Formal education and training	Non-formal education and training (publically recognised)	Non-formal education and training (publically non-recognised)	Supporting activities (counselling and information)
Central evidence of participants in education and training (CEUVIZ)	MIZŠ	Compulsory (Organization and Financing of Education Act)	X			
Matura evidence	National Examination Centre *(Republiški izpitni center*) (RIC)	Compulsory (Matura Examination Act)	X			
Application for monitoring ReNPIO	ACS	Compulsory for public-funded providers (Adult Education Act, ReNPIO)			X	X
ISIO, eŠK and SSU web applications	ACS	Compulsory for public-funded providers (Adult Education Act, ReNPIO)				X
ALMP Evidence	ZRSZ	Compulsory (Labour Market Regulation Act)	X		X	X
Education systems (UOE)	SURS	Compulsory (National Statistic Act)	X			
Adult Education Survey	SURS	Not compulsory (National Statistic Act)	X	X	X	
Continuing Vocational Training Survey (CVTS)	SURS	Not compulsory (National Statistic Act)			X	
Labour Force Survey (LFS)	SURS	Not compulsory (National Statistic Act)	X	X	X	
Application for Monitoring OP (ESF funds)	SVRK	Compulsory (Commission Delegated Regulation (EU) No 480/2014)	X	X	X	X

Note: Information obtained during OECD mission in Slovenia (2-5 July 2018).
X denotes that the database includes data on the form of education.

Chapter 3. Strengthening co-operation between specific actors for adult learning

In addition to strengthening the overall conditions for co-operation in adult learning (Chapter 2), Slovenia has opportunities to strengthen co-operation between specific actors: between ministries, with and between local actors, and between government (including public providers) and stakeholders (adult learners, employers and others). This chapter presents each of these three areas for action with: 1) an overview of current arrangements; 2) a summary of current challenges and opportunities; 3) examples of good practice from Slovenia and abroad; and 4) recommended actions for strengthening co-operation in order to boost adults' learning and skills.

Strengthen inter-ministerial co-ordination for adult learning

Effective co-ordination between Slovenia's ministries will be essential for improving participation, outcomes and cost-effectiveness in adult learning. In Slovenia, nine ministries have legislated responsibilities in adult learning. Between them, these ministries fund 34 Adult Education Centres (*Ljudske univerze*) (LUs), 17 Guidance Centres for adults, 58 Employment Offices, 20 Inter-Company Training Centres (*Medpodjetniški izobraževalni centri*) (MICs), and 11 Competence Centres for Human Resources Development (*Kompetenčni centri za razvoj kadrov*) (KOCs), among other adult learning-related services. Against this backdrop, inter-ministerial co-ordination is crucial to minimise overlaps and gaps in services, share experience and sectoral expertise, identify opportunities for partnerships, design adult learning policy to positively interact with other related policies (such as labour, social and development policy), and develop better processes for engaging with municipalities and stakeholders (OECD, 2005[1]; OECD, 2003[2]).

Several factors can facilitate effective inter-ministerial co-ordination in adult learning, including clear and shared priorities, goals, targets and responsibilities (see Action 1); an inclusive, influential and accountable co-ordination body (see Action 2), and high-quality information to enrich decision making and co-ordination (see Action 3).

In addition, effective inter-ministerial co-ordination requires that civil servants are appropriately skilled, responsible and recognised for their efforts. It also requires sufficient resources – of people, time and funding. Getting these aspects right for inter-ministerial co-ordination can also help improve the public administration's engagement with municipalities (Action 5) and stakeholders (Action 6) in adult learning.

Current arrangements for inter-ministerial co-ordination

Slovenia has several mechanisms to help prioritise, facilitate and support inter-ministerial co-ordination in adult learning.

As discussed in Chapter 2, the Adult Education Master Plan 2013-2020 (*Resolucija o nacionalnem programu izobraževanja odraslih v Republiki Sloveniji za obdobje 2013-2020*) (ReNPIO) and the Adult Education Co-ordination Body (*Koordinacija izobraževanja odraslih*) (AE Body) support inter-ministerial co-ordination in adult learning. Adult education is provided on the basis of the ReNPIO, which documents the national goals, priority areas and activities necessary for its realisation and public funding from the ministries involved in adult education. The AE Body includes nine ministries among its 24 members.

More broadly, various strategies, rules, ad hoc partnerships and human resource management practices in the public administration seek to facilitate effective inter-ministerial co-ordination.

The current development strategy, the Slovenian Development Strategy 2030 (*Strategija razvoja Slovenije 2030*) (SRS 2030), sets a goal for "effective governance and a high-quality public service" (Šooš et al., 2017[3]). It lists several measures to realise this goal, including creating a highly developed culture of co-operation; promoting the acquisition of new knowledge and skills through strategically thought-out human resources planning; and promoting innovative forms of management, leadership, policy design and innovation among employees. Furthermore, the Public Administration Development Strategy 2015-2020 (*Strategija razvoja javne uprave 2015-2020*) (SJU 2020) outlines the vision of an

efficient and stable public administration, and includes objectives for improved inter-ministerial co-ordination, human resource management and skills development for civil servants (Box 3.1). Both the SRS 2030 and the SJU 2020 also include goals for more effective stakeholder engagement in the policy process, and a user-centred approach to public services (see Action 6).

Box 3.1. Current arrangements in Slovenia: Public Administration Development Strategy 2015-2020 (SJU 2020)

The SJU 2020 was adopted by the government in 2015, and aims to improve the quality and efficiency, transparency and responsibility of public administration. Among its strategic objectives, the SJU 2020 includes the responsive, effective and efficient operation of a user-oriented public administration; efficient human resource management and enhancing the competence of civil servants; and improving legislation and including key stakeholders.

Inter-ministerial co-operation

The SJU 2020 recognises that the sectoral organisation of the public administration is an obstacle to inter-ministerial co-operation, resulting in higher costs and lower service quality. The main measure it identifies to improve cross-sectoral co-operation is to connect and merge the functions of related bodies at the state and municipal level. The indicator it defines for the efficient organisation of the central public administration is an "increased number of successfully implemented inter-sectoral reform projects". According to the progress report (Government of the Republic of Slovenia, 2018[4]), 10 inter-sectoral reform projects were successfully implemented from 2015 to 2017. The SJU 2020 also set targets for the implementation of joint public procurement, in order to improve efficiency and cost-effectiveness of public procurement.

Developing skills in the public administration

The SJU 2020 recognises that training civil servants is essential for improving their motivation, skills and satisfaction, and for improving service quality and user satisfaction. The SJU 2020 suggested establishing a competency model (see Box 3.3) and modernised training including: 1) a methodology to determine training needs and prepare training plans based on the competence analysis of employees; 2) tailoring the training programmes to specific target group needs; and 3) enhancing opportunities and motivation for learning.

Performance management

One goal of the SJU 2020 was a closer connection between work performance, promotion and remuneration. It establishes the competency model as a measure to achieve this goal. The SJU 2020 defines two indicators for monitoring the connection between performance and remuneration: "increased share of employees whose salary increased due to above-average performance" and "increased average ratio between the variable and fixed components of public sector salaries".

In order to achieve the objectives of the SJU 2020 a working group for monitoring and implementing the SJU 2020 was established in 2017, consisting of strategic and operative groups.

Sources: MJU (2015[5]), *Public administration 2020. Public Administration Development Strategy 2015-2020*, www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/JAVNA_UPRAVA/Kakovost/Strategija_razvoja_JU_2015-2020/Strategija_razvoja_ANG_final_web.pdf; Government of the Republic of Slovenia (2017[6]), *Decision on the appointment of the Working group for monitoring and evaluation of the SJU 2020*, www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/JAVNA_UPRAVA/Kakovost/Strategija_razvoja_JU_2015-2020/KAZISklepVlade_Pa.pdf.

The 2001 Rules of Procedure of the Government of the Republic of Slovenia (*Poslovnik Vlade Republike Slovenije*) (Rules of Procedure) require inter-ministerial consultation and the harmonisation of proposals to government. The Rules of Procedure stipulate that proposals made to government for debate and decision ("government material") must be harmonised across the ministries and government services it concerns, except when this is not possible due to urgency or for other reasons. When submitting government material, ministries must confirm the extent of their inter-ministerial consultation. The Government Office for Legislation checks ministries' compliance with these requirements before proposals go to cabinet (National Assembly of the Republic of Slovenia, 2014[7]).

The 2009 Public Sector Salary System Act (*Zakon o sistemu plač v javnem sektorju*) and subordinate decrees[1] specify elements of inter-ministerial co-ordination that managers may use in performance appraisals and promotion decisions. The decrees stipulate that civil servants' performance should be appraised and rated annually based on a wide range of criteria, one of which is the quality of co-operation and organisation of work, including mutual co-operation and teamwork, attitudes towards colleagues, knowledge transfer, and mentoring. The decrees also include criteria related to stakeholder engagement in policy making and attitudes towards service users (see Action 6).

Ministries can consult with each other informally and form ad hoc partnerships in adult learning. For example, the Ministry of Education, Science and Sport (*Ministrstvo za izobraževanje, znanost in šport*) (MIZŠ) establishes working groups when developing legislation, including other ministries as well as stakeholders. In addition, the national project team for the OECD-led National Skills Strategy for Slovenia consists of representatives of nine ministries. This team oversaw the Diagnostic Phase (2016-17) and Action Phase on governance of adult learning (2018).

Some training programmes available to civil servants cover skills for co-operation and engagement, which can support inter-ministerial co-ordination. The Administration Academy (*Upravna akademija*) has legislated responsibility to provide training of relevance to all ministries. It currently offers various communication, teamwork and leadership training programmes, among others (Table 3.1). The human resources (HR) units within ministries may also arrange or provide their own training for staff (see Annex Table 3.A.1 for more details).

Table 3.1. Participation in co-operation-oriented training

Training provided by the Administration Academy

Programme name	Co-operation-related skills and competencies	Eligibility	Number of training sessions	Enrolment numbers	Financing
Management and communication – As a leader I am not alone	- Successful communication, motivation and management of conflicts in leadership	Managers	11	204 (since June 2017)	European Social Fund (ESF)
I am leading and changing – We are going in the right direction	- Introduction of changes at the level of the system and individuals - Changing opposition to co-operation	Managers	9	166 (since June 2017)	ESF
Team work	- Development of interpersonal relations - Development of teamwork skills	Managers	6	90 (since June 2017)	ESF
Good communication with colleagues and clients – seminar with a workshop	- Communication process and communication rules - Styles and communication strategies	All staff	72	1379 (in the last 3 years)	Fee based
Team building and team work	- Training for team work - Group developmental dynamics and group dynamics	All staff	10	292 (in the last 3 years)	Fee based
Moderating – What is it and how to successfully lead the group process of communication?	Skills for conducting group discussions using different methods, with the goal of creating consensus-based solutions	All staff	6	110 (since May 2018)	ESF
Design thinking	- Ways to use design thinking in problem solving	All staff	In preparation	In preparation	ESF

Note: The table excludes training for civil servants not delivered by the Administration Academy.
Source: Data provided by the Administration Academy, Ministry of Public Administration (22 June 2018).

The number and seniority of people, and the time and funding allocated to adult learning and inter-ministerial co-ordination differ by mechanism and ministry (see Annex Table 3.A.2 for details).

At the MIZŠ, adult education comes under the responsibility of Higher Vocational and Adult Education Division at the Secondary, Higher Vocational and Adult Education Directorate. The size of the division has gradually increased over the last 10 years due to the increased number of EU projects, and now typically employs 10-14 civil servants. The Ministry of Labour, Family, Social Affairs and Equal Opportunities (*Ministrstvo za delo, družino, socialne zadeve in enake možnosti*) (MDDSZ) also has a Lifelong Learning Division at the Labour Market and Employment Directorate, although the division is smaller than at the MIZŠ. The Ministry of Agriculture, Forestry and Food (*Ministrstvo za kmetijstvo, gozdarstvo in prehrano*) (MKGP) has appointed staff specifically to oversee the ministry's adult learning activities, but this is uncommon among sectoral ministries.

The MIZŠ has a budget line to support the work of the Council of Experts of the Republic of Slovenia for Adult Education (*Strokovni svet Republike Slovenije za izobraževanje odraslih*) (SSIO) and its sub-committees. The MIZŠ pays attendance fees for non-government representatives and remunerates the president of the SSIO. In 2017, the SSIO met four times, and its Commission for Strategic Issues met three times. The AE Body, on the other hand, has no budget line. The decision-making authority of its 9 ministerial representatives is diverse, ranging from mid-management to state secretaries. It currently meets twice per year, despite an initial plan to meet monthly.

Opportunities to strengthen inter-ministerial co-ordination

Representatives of the ministries participating in the National Skills Strategy Action Phase highlighted the potential to strengthen inter-ministerial co-ordination for adult learning. This opportunity has also been highlighted in previous studies (Ivancic and Radovan, 2013[8]; Jelenc, 2007[9]; Krek and Metljak, 2011[10]). Ministry representatives cited the need to develop a culture of co-operation in Slovenia's public administration, particularly for improved adult learning policy. They argued that awareness, learning and development, and recognition for co-operation are needed, not more rules. Ministry representatives also raised concerns about the levels and variability of resources allocated to inter-ministerial co-ordination.

Rules are not enough

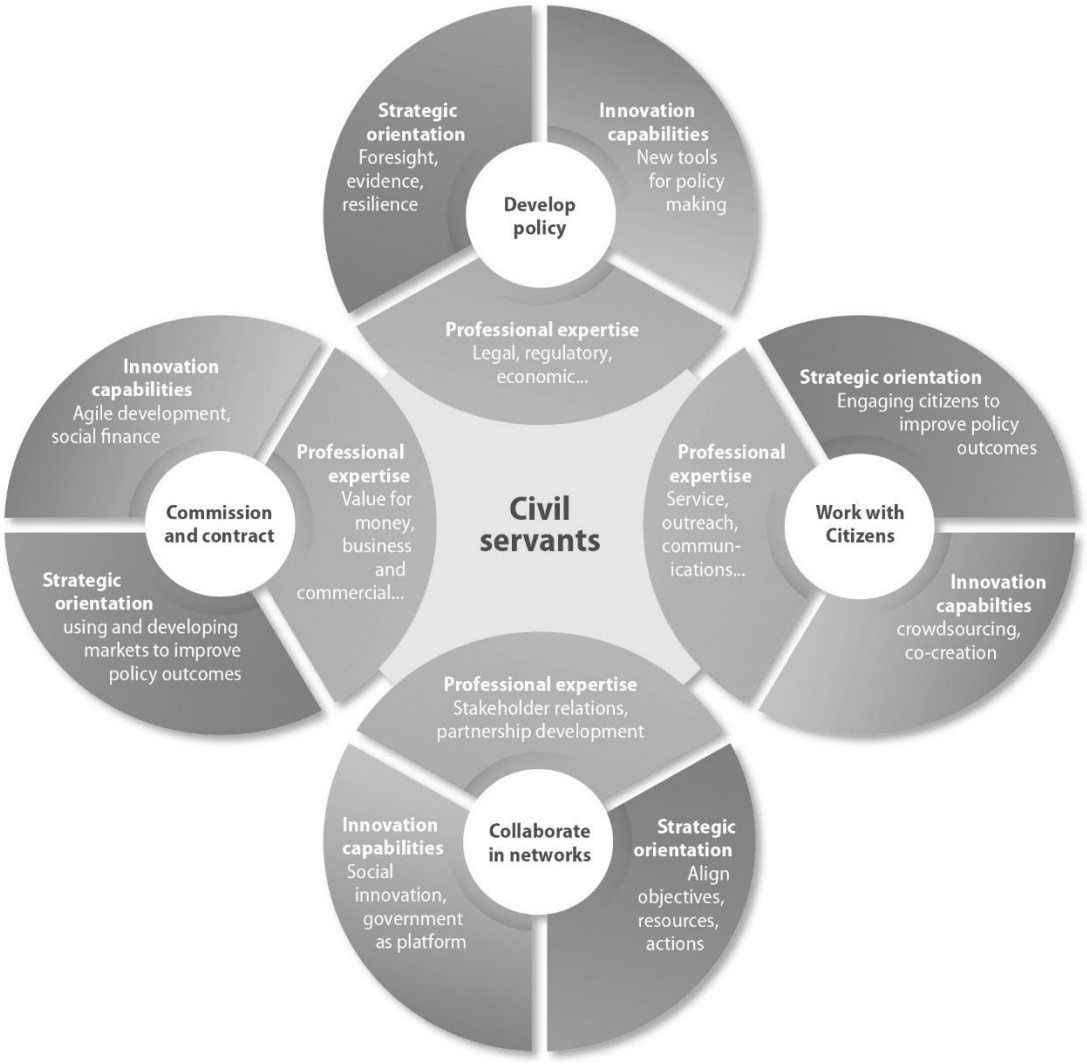
Ministry representatives agreed that there is scope to do more to achieve the intent of the Rules of Procedure in adult learning policy making. There are examples of effective inter-ministerial co-ordination of adult learning policies via existing co-ordination mechanisms. Yet the ministry representatives agreed that the process for inter-ministerial reviews of proposals does not consistently result in substantive input into the content of adult learning policy proposals. Civil servants often feel they are too busy to fully engage in these processes. When they do, it is often out of goodwill, as there are no major consequences for engaging only partially with the proposals of other ministries. A previous OECD review found that inter-ministerial consultation in general occurs too late for meaningful input from various ministries (OECD, 2012[11]). Ministries may also invoke the urgency clause to exempt their own proposals from the requirement for inter-ministerial consultation.

However, the ministry representatives agreed that rules are not the core issue – neither the current set of rules nor improvements to them will be sufficient to drive inter-ministerial co-ordination. While rules and individual goodwill are necessary, they cannot generate the culture, depth and consistency of co-ordination between the ministries involved in adult learning envisioned by the SRS 2030 and SJU 2020. More importantly, the public administration needs to develop a culture of co-operation. This requires, among other things, civil servants being convinced of the value of co-operation and having sufficient skills and recognition to work effectively with others.

Learning and development

Ministry representatives stated that many civil servants may lack the skills and experience required for effective inter-ministerial co-ordination for adult learning, a point also made in a previous Slovenian study (Drofenik, 2013[12]). The OECD has identified four areas of skills required for modern civil services, each of which includes elements of co-operation (Figure 3.1). Effective inter-ministerial co-ordination requires civil servants to have skills to convene, collaborate and develop shared understanding through communication, trust and mutual commitment. Targeted training, inter-ministerial and cross-sectoral mobility assignments (exchanges), mentoring, coaching, networking, and peer learning can all help develop these skills (OECD, 2017[13]). In addition, these skills and forms of learning are also required for effective co-operation with municipalities (see Action 5) and stakeholders (see Action 6). If civil servants' skills for co-operation are not developed, the impact of other actions to strengthen co-operation in adult learning will be diminished.

Figure 3.1. Civil service skills for public value: A framework



Source: OECD (2017[14]), *Skills for a High Performing Civil Service – HIGHLIGHTS,* OECD Public Governance Reviews, www.oecd.org/gov/pem/Skills-Highlights.pdf.

The public administration in Slovenia does not have a process for systematically assessing and responding to skills gaps among civil servants. Although the SJU 2020 envisions such a process, training needs are currently identified on an individual basis, typically during annual performance reviews. This information does not feed into the training delivery or procurement planning of the Administration Academy.

The supply and uptake of co-operation-oriented training programmes is limited in the public administration. Table 3.1 shows the seven programmes the Administration Academy offers that it identified as covering co-operation skills. Enrolment in these programmes ranges from 90 to 460 participants per year and some of the programmes are only available to managers. And, while the Administration Academy uses a range of channels to promote its training, none of the ministerial staff consulted during the project were aware these programmes existed. Furthermore, the amount of training offered by individual ministries differs considerably (see Annex Table 3.A.1), and may be insufficient to boost the skills needed to support a culture of co-operation.

Existing learning opportunities for civil servants have only recently started to move away from traditional teaching modes like lectures. More use could be made of experiential learning, mobility assignments, mentoring, coaching, networking and peer learning. In particular, participants noted that inter-ministerial staff mobility is rare in the central public administration. There is a programme for staff exchanges between the public and private sector (*Partnerstvo za spremembe*), but these are typically short (e.g. 1-2 weeks) and placements may not necessarily align with the individual's policy area (e.g. adult learning). This is a missed opportunity for staff to develop a cross-sectoral view of complex issues like adult learning policy.

Responsibility and recognition

Individual performance plans are not systematically used in Slovenia's central public administration to encourage inter-ministerial co-operation, including for adult learning policy. While the current decrees on promotions include criteria that could be used to recognise co-operation, inter-ministerial co-ordination is not explicitly mentioned. Ministry representatives reported that they are expected to engage in inter-ministerial co-ordination (and stakeholder engagement) as part of their work. However, the degree to which this is explicit, formalised and recognised varies across teams and ministries. Linking promotion criteria to co-ordination and co-operation efforts in adult learning would help legitimise them as a priority. As other reviews have highlighted, managers may need to be more convinced of the value of the annual performance process and given better training and guidance to use it to its full potential (MJU, 2015[5]; OECD, 2012[11]).

Resourcing for co-operation

In some cases, the resources allocated to inter-ministerial co-ordination in adult learning policy may be insufficient to support effective co-operation. Some ministerial participants stated that they lack the time required to properly invest in co-ordination and engagement activities for adult learning policy. Staff responsibilities for adult learning within individual ministries may be unclear or insufficient, and too few staff may be dedicated to co-ordination and engagement. One previous review concluded that the adult education unit in the MIZŠ would need to be strengthened and expanded to successfully implement the national master plan for adult education (Jelenc, 2007[9]). The Adult Education Association (2012[15]) argued that the MIZŠ' current adult education unit is overburdened by administrative tasks and lacks time for policy development. It called for the creation of a stand-alone directorate for adult education. Some participants cited hiring freezes and restrictions on part-time or short-term positions as contributing to "a lack of time" for co-ordination. Representatives delegated to the AE Body or ad hoc bodies by their ministries typically lack the decision-making capacity required to enter into inter-ministerial partnerships or other forms of co-operation.

While not focused on adult learning policy, the OECD review *Slovenia: Towards a Strategic and Efficient State* (2012[11]) made several recommendations for improving inter-ministerial co-ordination in Slovenia (Box 3.2).

Box 3.2. Previous recommendations: Improving inter-ministerial co-ordination in Slovenia

Slovenia: Towards a Strategic and Efficient State (OECD 2012)

Commissioned by the Ministry of Public Administration (*Ministrstvo za javno upravo*) (MJU) and the Government Office for Development and European Affairs (*Služba Vlade Republike Slovenije za razvoj in evropskes zadeve)* (SVREZ), this review identified the main issues to be addressed for the development of a stronger and more effective central public administration in Slovenia. It recommended, among other things:

- Promoting collaboration in the culture of the central public administration, by:
  - developing incentive structures, for example by including collaboration as one of the competence criteria for individual performance assessments
  - encouraging the development of networks to facilitate trust and relationship building, and opportunities for more integrated and organic consultation and collaboration between organisations within the central public administration
  - ensuring that consultation between entities in the central public administration starts at the beginning of the policy- and rule-making process
  - fostering positive relationships between the centre and line ministries, through arm's-length steering rather than heavy-handed rules and procedures
  - where roadblocks appear, obtaining "buy-in" at the political level and encourage a discussion in the relevant cabinet committee.
- Addressing disconnects at the political and administrative interface.
- Establishing a more coherent centre of government.
- Building capacity for strategy implementation.
- Strengthening capacities for the prioritisation, monitoring and evaluation of policies.
- Strengthening the individual staff performance management system.

Source: OECD (2012[11]), *Slovenia: Towards a Strategic and Efficient State*, http://dx.doi.org/10.1787/9789264173262-en.

Examples of good practice for inter-ministerial co-ordination

Slovenia's Management by Objectives and Competency Model projects being piloted in the MJU will provide an opportunity for the ministries involved in adult learning to strengthen responsibilities, recognition and training for inter-ministerial co-ordination in adult learning (Box 3.3).

Box 3.3. Good practices in Slovenia: Management by Objectives and Competency Model pilots

Management by Objectives (*Ciljno vodenje*) pilot in the MJU

In pursuit of the SJU 2020 goal for an improved and standardised performance management system, the MJU is piloting the Management by Objectives project. The overall aim is to define concrete performance objectives for individual staff that link to the strategic objectives of the ministry as a whole. The pilot is being implemented in four development phases:

- Phase 1: System and content-based setting of objectives and the design of the management by objectives methodology.
- Phase 2: Testing the suitability of the management by objectives system in public administration (providing feedback, evaluating and preparing recommendations for improvements).
- Phase 3: Information support for management by objectives.
- Phase 4: Communication, knowledge transfer, promotion and support in using management by objectives across the whole public administration.

Phase 1 of the pilot is complete, and has defined goals for the MJU at the ministry, directorate, unit and individual level. The findings of the pilot project will guide the introduction of management by objectives to other ministries and state administration bodies.

Competency Model (*Kompetenčnega modela*) pilot in the MJU

In pursuit of the SJU 2020 goal for more efficient human resource management, the MJU is piloting the Competency Model project to define, assess and develop the competencies required in the public administration now and in the future. The model seeks to facilitate the optimal use of human resources by establishing a connection between annual interviews, performance assessment, the training system, remuneration and promotion for civil servants.

The project has already defined the competencies of commitment to professionalism, strengthening co-operation, proactive work and a user-centred approach. The co-operation competency includes behaviour like "successfully co-operates with individuals who come outside of his / her working group". These competencies will be further elaborated in the next steps of the project. The model will form the basis for analysing competency gaps in the civil service and organising training and career orientation services.

Sources: MJU (2017[16]) *Management by Objectives*, www.mju.gov.si/si/delovna_podrocja/kakovost_v_javni_upravi/ciljno_vodenje/; information provided by the MJU (10 August 2018); MJU (2018[17]), *Establishing Competency Model,* www.mju.gov.si/si/delovna_podrocja/zaposleni_v_drzavni_upravi/projekt_vzpostavitev_kompetencnega_modela/; data provided by the MJU (10 August 2018).

In Ireland, the government's Civil Service Renewal Plan aimed to create a more unified and responsive civil service, including strengthening skills for policy making (Box 3.4).

Box 3.4. International good practice: Ireland's Civil Service Renewal Plan

Ireland launched a three-year action plan in 2014 that aimed to create a more unified and responsive civil service with the capacity to address the changes resulting from the economic recovery. This Civil Service Renewal Plan included actions to equip civil servants with the skills they need in a changing environment and to strengthen and expand their capacity for co-ordination with stakeholders. The plan was developed by an independent panel and a taskforce of civil servants from across all departments.

A key action was the development of a new shared model for delivering learning and development within the civil service.

This model called for a unified Learning and Development Strategy to be drawn up based on assessments of future skill requirements within the service. From this, common learning and development programmes were to be established and shared between departments. As of 2017, this curriculum had been agreed upon and adopted, and the contracts awarded to training providers. This was co-ordinated by the One Learning Centre, established to centrally operate and maintain the new model of delivery and suite of programmes. These programmes were designed to introduce new skills and behaviour and are to be reinforced by evaluations intended to ensure consistency in outcomes across departments.

The action also undertook to review the Civil Service Competency Framework on the basis of regular skills audits and to develop a technology solution to the co-ordination of skills across the Civil Service. The One Learning Centre designed a civil service-wide skills register that will form part of the technology solution and the path to a learning management system.

Sources: Department of Public Expenditure and Reform (2014[18]), *The Civil Service Renewal Plan,* www.per.gov.ie/civil-service-renewal; OECD (2017[13]), *Skills for a High Performing Civil Service*, OECD Public Governance Reviews, http://dx.doi.org/10.1787/9789264280724-en.

Recommended Action 4: Strengthening inter-ministerial co-ordination

In light of these current arrangements, challenges and good practices, Slovenia can strengthen the culture of inter-ministerial co-ordination (and engagement more generally) in adult learning policy making, by taking the following actions.

Action 4

The government should improve awareness, skills, recognition and resourcing for co-operation in the public administration, to strengthen co-operation within, between and by ministries.

The government should survey the individuals working on adult learning within ministries, agencies and existing cross-sectoral bodies, in order to assess and address gaps in skills, recognition and resourcing for co-operation. In light of the survey results, the government should: raise awareness about the importance of co-operation in adult learning, improve opportunities for developing skills for co-operation in the public administration, strengthen requirements for and recognition of effective co-operation, and resource co-operation efforts effectively. While focused on adult learning, this action should contribute to the achievement of the SRS 2030 goals for "effective governance and high-quality public service".

This action should build civil servants' capacity for: strategic governance (Actions 1 and 2), integrating diverse information into decision making (Action 3) and adopting a user-centred approach in adult learning (Action 6). The government should also consider extending learning opportunities to municipalities and public providers to support their role in adult learning (Action 5).

Specifically, the government should:

1. Undertake a survey of individuals in ministries, agencies, co-ordination bodies and expert councils involved in adult learning to establish a baseline estimate of: the current resources (people, time and funding) devoted to inter-ministerial co-ordination, stakeholder engagement and expert advice for adult learning policy; and whether the skills and training of staff involved in these co-operation efforts are sufficient.
    a. In light of the results of this baseline survey, the relevant ministries, agencies, bodies and councils should document good practice for resourcing inter-ministerial co-ordination, stakeholder engagement and expert advice in adult learning, and advise the government on current resource gaps/constraints and how they might be filled. A whole-of-government, cross-sectoral body for adult learning could be responsible for preparing this advice (Action 2).
2. Raise awareness and promote understanding of:
    a. The benefits of co-ordination and engagement for adult learning policy – such as minimising overlaps and gaps in adult learning services, increasing the likelihood of successful implementation, better meeting the needs of individual adults, capitalising on the distinct strengths of each sector, facilitating cross-sectoral learning, generating complementarities between related policies – and how these can improve adult learning participation, outcomes and/or cost-effectiveness.

   b. Good practice examples of co-operation from Slovenia and abroad. For example, from the field of adult learning, cross-sectoral initiatives that include an element of adult skills and learning (e.g. the S4) or related policy fields (such as labour, social or economic policy).

3. Promote and expand learning and development opportunities for the civil servants involved in adult learning policy, incorporating:

   a. An initial "learning needs" assessment: this should involve a survey of staff perceptions about whether they have the time, skills, and learning and development opportunities required to effectively engage in inter-ministerial co-ordination and stakeholder engagement in policy making.

   b. A broad range of skills, such as policy analysis and advice (including user-centred design), managing networks (including skills for inter-ministerial co-ordination, negotiation and conflict resolution), citizen engagement and service delivery (such as co-creation), and commissioning and contracting services (e.g. through public tenders).

   c. A broad range of methods, such as practice-based, on-the-job and online training; mentoring and coaching; networking; and peer learning and mobility assignments.

   d. Municipalities: the central government, in consultation with municipalities, should extend this awareness and learning initiative to municipal staff involved in adult learning.

   e. Existing national and EU funding sources: for example, any available funds for technical assistance and capacity building.

4. Strengthen individual and team responsibility and recognition for co-operation, by:

   a. Requiring individuals and teams to co-operate. After evaluating and refining the current Management by Objectives pilot in the MJU, the government should apply this system to the teams and/or individual staff in the central public administration involved in adult learning policy. This system should include specific performance objectives for inter-ministerial co-ordination and stakeholder engagement.

   b. Recognising individuals and teams for effective co-operation. Effective inter-ministerial co-ordination and stakeholder engagement should be systematically recognised in performance appraisals and become one criterion for promotions. This could remain informal, or formalised in the Decree on Promoting Officials to Titles or the Rules on the Promotion of Public Employees into Salary Grades.

Strengthen co-operation with municipalities and between local actors

Effective co-operation with and between actors at the local and regional level is also important for improving participation, outcomes and cost-effectiveness in adult learning (OECD, 2003, p. 221[2]). Effective co-operation between ministries and Slovenia's 212 municipalities can help the ministries to better tailor policies to local/regional needs, and the municipalities to contribute more effectively to realising national goals for adult learning. Effective co-operation between local and regional actors themselves (municipalities, providers, employers, social partners and others) can help minimise geographical overlaps or gaps in services, facilitate knowledge exchange, reveal

opportunities for partnerships that increase quality and/or cost-effectiveness, co-ordinate engagement with central government, and support policy coherence within regions and across sectors (development, social policy, etc.).

Several factors can support effective co-operation with and between actors at the local and regional level. These include clear and shared priorities, goals, targets and responsibilities for adult learning (Action 1); an influential and accountable co-ordination body that includes local/regional representatives (Action 2); and high-quality information to enrich decision-making and co-ordination (Action 3) all covered in Chapter 2. Having the right skills, accountability, recognition and resources for co-operation in the central government (Action 4) can also support ministries' co-operation with municipalities.

In addition, regional bodies can provide a forum for local and regional actors to identify and pursue opportunities for co-operation. Meanwhile, central government ministries and agencies can support the contributions of local and regional actors to achieving national goals for adult learning through funding design and the recognition and dissemination of good practices.

Current arrangements for co-operation with local actors

Slovenia's 212 municipalities have an important and growing role in adult learning. The 2007 Local Self-Government Act (*Zakon o lokalni samoupravi*) stipulates that municipalities should create the conditions to enable adult education to contribute to the development of the municipality and its inhabitants' quality of life. The new Adult Education Act (*Zakon o izobraževanju odraslih* [ZIO-1 Act], 2018)) requires municipalities to develop annual plans for adult education (*Letni programi izobraževanja odraslih*) (Box 3.5).

The municipalities own the premises of Slovenia's 34 LUs. In 2017, 75 of the 212 municipalities reported spending on adult education to the Ministry of Finance. According to a sample of municipalities' 2018 budgets, operational expenditure on adult education ranges from EUR 0 in some municipalities to EUR 14 per capita in Črnomelj (Table 4.4 in Chapter 4).

Box 3.5. Municipal Annual Plans for Adult Learning (Letni program izobraževanja odraslih)

The new ZIO-1 Act (2018) stipulates that municipalities must adopt an Annual Plan for Adult Education (AL Plan). The plans must include:

- annual targets and indicators
- priority areas and associated actions
- the amount of funding from the national/municipal budget to implement the annual programme
- the actors responsible for implementing the plan
- information on how the plan's implementation will be monitored.

The act also allows municipalities to adopt joint AL Plans with other municipalities.

Among the AL Plans that municipalities had created and publicly released by mid-2018, the contents are quite variable. For example:

- The Municipality of Jesenice's AL Plan (2018) is one page long and lists three projects (Multigenerational Centre, University of Elders and the Cultural Heritage Project) and municipal financing of EUR 135 100.
- The Municipality of Ajdovščina's AL Plan (2017) provides key information about the local LU and description of its six programmes (career counselling and workshops for youth, computer literacy programmes for the elderly and the unemployed, programmes for raising the basic competencies of the population, the centre for intergenerational learning, and training programmes at the Learning Centre in Brje, Urban Garden Learning). The municipality provides co-financing of EUR 35 000.
- The Municipality of Ljubljana's AL Plan references EU strategies and the ReNPIO, as well as the Strategy for the Development of Education in the Municipality of Ljubljana (2009-19). The AL Plan describes six programmes, and details their target groups, content, methods of implementation and evaluation, events, timelines, and financing. Two providers – the Cene Štupar LU and the University of the Third Age – are responsible for realising the programme. The municipality provides financing of EUR 85 000 for the plan.

Sources: National Assembly of the Republic of Slovenia (2018[19]), *Adult Education Act*, http://pisrs.si/Pis.web/pregledPredpisa?id=ZAKO7641; Annual plan from Jesenice Municipality provided by LU Jesenice (10 May 2018); Municipality of Ajdovščina (2017[20]), *Annual Plan for Adult Education in the Municipality of Ajdovščina 2018*, www.ajdovscina.si/mma/Letni%20program%20izobrazevanja%20odraslih%20v%20obcini%20Ajdovscina%202018.pdf/2017121511300549/?m=1513333803; Annual plan from Ljubljana Municipality provided by LU Cene Štupar (5 October 2018).

Co-operation between ministries and municipalities

The ministries involved in adult learning and Slovenia's 212 municipalities interact through various, mainly indirect, mechanisms. These include:

- The e-Democracy online portal: the portal gives all sectors, including municipalities, 30 days to comment on all legislative proposals.
- Municipal associations: the Local Self-Government Act established associations to represent municipalities' interests in national policy development, and requires the government to consult these associations on policies of relevance to municipalities. There are currently three associations in Slovenia: the Association of Municipalities and Towns of Slovenia (*Skupnost občin*) (SOS), the Association of Municipalities of Slovenia (*Združenje občin Slovenije*) (ZOS) and the Association of City Municipalities of Slovenia (*Združenje mestnih občin Slovenije*) (ZMOS).
- The AE Body: one municipal association, the SOS, is currently a member (municipalities are not represented in the SSIO).
- The National Council: Slovenia's upper parliamentary chamber (the National Council) includes 22 representatives of local interests.

- The Local Self-Government Service at the MJU: the MJU's responsibilities include the system of local self-government in Slovenia. It co-operates with the municipal associations, and provides professional assistance to municipalities to help them comply with and implement regulations.
- Regional development agencies (*Regionalne razvojne agencije*) (RRAs)): although Slovenia does not have a regional level of government, it does have 12 RRAs that seek balanced development across regions (OECD, 2016[21]). Each RRA has established a Committee for Human Resources. Each RRA prepares a Regional Development Plan (*Regionalni razvojni program)* (RRP), and 11 out of the 12 RRPs include goals/targets for adult learning (see Box 3.7 for one example). RRAs are required to submit their RRPs to the Ministry of Economic Development and Technology (*Ministrstvo za gospodarski razvoj in tehnologijo*) (MGRT), and both are required to ensure alignment of the RRPs with the SRS 2030 and other national policies.
- Regional adult learning service providers: the ministries involved in adult learning also engage with local actors indirectly via their own agencies. Providers of adult learning services such as LUs (MIZŠ), MICs (MIZŠ), KOCs (MDDSZ) and Employment Service Offices "represent" and implement the central government's priorities and policies at the local/regional level. They also "represent" and convey local/regional level needs in national forums such as working groups for legislative development, and the AE Body.

The development of the new ZIO-1 Act provides a recent example of how some of these mechanisms are utilised in adult learning policy making (Box 3.6).

Box 3.6. Case study: Engagement with municipalities for the ZIO-1 Act (2018)

In 2016, the Minister of Education, Science and Sports formed a working group to prepare a new ZIO Act. The working group operated from December 2016 to May 2017 and held six co-ordination meetings, presented the draft act in various forums and published the act on the e-Democracy portal for public comment.

The MIZŠ and municipalities engaged in various ways during this process, including:

- the MIZŠ held co-ordination meetings for the preparation of the new law with municipal representatives from the Dolenjska region (individual municipalities), the SOS, ZOS and head of the Local Self-Government Service at the MJU
- the AE Body, which includes SOS, discussed the proposal
- all three municipal associations provided comments on the act on the e-Democracy online portal
- in December 2017, the National Council (which includes 22 municipal representatives) assented to the act, and stated that adult education requires an integrated approach from all ministries.

Source: MIZŠ (2017[22]), *Proposal of the Adult Education Act*, http://vrs-3.vlada.si/MANDAT14/VLADNAGRADIVA.NSF/18a6b9887c33a0bdc12570e50034eb54/7844fac71ebd3f17c12581c500210d44/$FILE/ZIO_vlgr_25_10_17.pdf.

Co-operation between local actors

Municipalities and the other local and regional actors involved in adult learning (providers, social partners and others) can potentially co-operate with each other through the mechanisms described above. These include:

- Regional adult learning service providers: providers of adult learning services – LUs, MICs, KOCs, etc. – also serve as co-ordination points for local and regional adult learning activities. Lifelong learning centres (*Centri vseživljenjskega učenja*) previously played this role in the period 2008 to 2013.
- RRAs: the Committees for Human Resources comprise regional representatives of LUs, secondary schools, business chambers, NGOs, and the Employment Service of Slovenia (*Zavod Republike Slovenije za zaposlovanje*) (ZRSZ), all of whom are stakeholders in adult learning.
- Regional networks: Slovenia's 12 Councils of Regions (*Svet regij*), each of which comprises mayors from within the region, allow mayors to share information and identify opportunities for co-operation, including in adult learning.
- Municipal associations: Slovenia's municipal associations implement joint development projects, and organise seminars, workshops, conferences and working meetings on priority issues facing municipalities, which could include inter-municipal co-ordination in adult learning.
- Professional associations: Slovenia's five professional associations of adult education providers could potentially facilitate partnerships, consortiums and other forms of co-operation between providers.

Box 3.7. Current arrangements in Slovenia: Adult learning in the Regional Development Plans (RRPs)

The Promotion of Balanced Regional Development Act (2011) established RRPs to guide regional development. RRAs design the RRPs, and the MGRT is responsible for ensuring that the regional plans are coherent with the national development strategy and other national strategies. Eleven of Slovenia's 12 RRPs include adult learning-related priorities and targets.

As an example, the RRP of the Primorsko-notranjska region describes objectives, indicators, activities and projects for adult learning.

The RRP's analysis of human resource development identifies:

- Strengths: the growing participation of adults in lifelong learning, and support services for counselling, entrepreneurship development, education and training.
- Weaknesses: the decreasing number of lifelong learning programmes, and misalignment with employers' needs.
- Opportunities: identifying labour market needs, adapting education programmes to the needs of the regional economy, strengthening co-operation between employers and others, and integrating the concept of sustainable development into education programmes.

- Threats: late adaptation of education and training programmes to the needs of the economy, and limited interest in technical or other professions needed by economy.

The RRP has an objective to promote participation in learning and the labour market, and sets numerical targets for adult learning participation, the number of providers and the number of programmes in the region. To realise these targets, the RRP plans numerous activities, such as creating dialogue between regional stakeholders in adult learning, including stakeholders when anticipating skills needs, updating curricula and practical training, and promoting flexible learning pathways. The RRP allocated EUR 4 million to implement these activities, some of which went to the Postojna MIC and the Career Centre at the Ilirska Bistrica Centre for Social Work.

The Committee for Human Resources and Social Development overseeing these aspects of the RRA included nine representatives in total, from the municipality, the ZRSZ, the Centre for Social Work, a regional network of NGOs, the region's LU, the region's School Centre, the Pensioners' Association and a company.

The Regional Council of Mayors monitors the achievement of the RRP, adopting the annual and final report on implementation.

Sources: RRA Notranjsko-kraške regije (2015[23]), *Regional Development Programme of Primorsko-notranjska region*, www.rra-zk.si/materiali/priloge/slo/rrp-nkr-2014-2020-s-popravki_april-2015.pdf; National Assembly of the Republic of Slovenia (2011[24]), *Promotion of Balanced Regional Development Act,* www.pisrs.si/Pis.web/pregledPredpisa?id=ZAKO5801; National Assembly of the Republic of Slovenia (2012[25]), *Decree on Regional Development Programmes*, http://pisrs.si/Pis.web/pregledPredpisa?id=URED6106.

Opportunities to improve co-operation with local actors

There are opportunities to improve co-ordination and co-operation both between central government and municipalities, and within and between actors at the regional and local level.

Co-operation between ministries and municipalities

Despite the important and growing role of municipalities in adult learning, there is limited co-ordination and co-operation between ministries and municipalities for developing and implementing adult learning policy.

Ministries could engage more effectively with municipalities during the design and drafting of adult learning-related legislation and policy. Representatives of the ministries participating in the National Skills Strategy Action Phase cited no direct lines of communication with municipalities. The SOS is the only municipal association involved in any of the national cross-sectoral bodies for adult learning (the AE Body, SSIO and SSPSI; see Chapter 2). Neither municipalities nor their associations were involved in the development of the ReNPIO (see Chapter 2). Ministries and municipalities did interact in various ways during the development of the 2018 ZIO-1 Act (Box 3.6). However, some municipal representatives, such as the ZMOS, were not included in the MIZŠ' direct engagement, and have been critical of the process.

The central government is not making full use of municipalities' insights about local/regional needs, and the challenges and opportunities municipalities face in implementing national adult learning laws/policies locally.

The ReNPIO and the municipal AL Plans could be more closely connected. The ReNPIO does not articulate the role of municipalities in contributing to the achievement of its goals and targets. By mid-2018, many municipalities still did not have an AL Plan. The existing AL Plans are highly variable in their level of detail and their coherence with the ReNPIO. Most of the AL Plans that are publicly available describe their local LU and co-financed projects. With a few exceptions (e.g. the Municipality of Ljubljana) they do not include the other elements required in the ZIO-1 Act: annual targets and indicators, priority areas and associated actions, specifying the actors responsible for implementation, and how implementation will be monitored. The MIZŠ needs an effective process to monitor and enforce the implementation of the AL Plans.

Co-operation between ministries and municipalities is challenging because of the large number of municipalities and their limited engagement capacity. Slovenia has 10.3 municipalities per 100 000 inhabitants, which is higher than in most unitary countries including Latvia (6.1), Estonia (6.0) and Ireland (0.7) (OECD, 2018[26]). Municipalities, especially smaller ones, may simply lack the human resources required to directly engage with ministries. Some municipalities have a social policy officer in charge of educational and social programmes and expenditure. However, some representatives of municipalities involved in this project stated that, because these roles are quite broad, these officers have limited capacity to engage with specific national policies. Some social policy officers consulted during this project were not aware of the ZIO-1 Act until after its enactment.

Despite these challenges, effective co-operation between ministries and representatives of municipalities will be essential if Slovenia is to effectively tailor its national policies to local/regional needs, and if municipalities are to help realise national goals for adult learning.

Co-operation between local actors

Several stakeholders participating in the National Skills Strategy Action Phase stated that co-operation between actors at the local level is a strong point of Slovenia's adult learning system. Regional adult learning-related centres (LUs, MICs, KOCs, etc.) do act as hubs for co-operation between providers, municipalities, local employers, social partners and others. MICs, for example, connect learners of different ages and education levels, researchers, mentors, local companies, chambers and their local communities (for an example, see Box 3.11). However, participating stakeholders considered that local and regional co-operation in adult learning could be made more systematic, in order to harness the resources, knowledge and capacity of multiple municipalities and stakeholders.

No municipalities have availed themselves of the option to develop joint AL Plans with other municipalities under the 2018 ZIO-1 Act. Slovenia's Education White Paper (Krek and Metljak, 2011[10]) specifically identified the need for regional strategies and annual plans for adult learning.

Municipalities lack a culture of co-operation and of joint service provision, and there are few examples of municipalities entering into partnerships with each other for adult learning. Indeed, some representatives of municipalities participating in this project stated that municipalities typically consider that the costs and complexity of inter-municipal partnerships outweigh the benefits. The perceived and objective reasons for this need to be better understood and overcome if partnerships are to become more systematic.

Municipalities and local stakeholders are often unaware of the potential for, or successful examples of local and regional partnerships in adult learning. While the Slovenian Institute

for Adult Education (*Andragoški center Republike Slovenije*) (ACS) has an established awards programme for success stories and good practice in adult learning, this does not currently focus on local and regional partnerships. There is a need for greater recognition of successful local and regional partnerships in adult learning (as in Jesenice, Box 3.10) and dissemination of these examples to inspire local and regional co-operation.

The RRAs and Regional Councils of Mayors do not appear to be facilitating regional partnerships for adult learning. This partly reflects the fact that their remits are much wider than adult learning. Adult learning does not appear to be high on the agenda of the Regional Councils of Mayors. Slovenia's LLL Strategy cited the need for regional authorities to co-fund LLL services (Jelenc, 2007[9]), while Slovenia's Education White Paper (Krek and Metljak, 2011[10]) identified the need for municipal and/or inter-municipal management structures for adult learning.

Although public funding for adult learning in Slovenia is almost entirely tender-based, ministries are not using tenders to spur local or regional co-operation. Currently, national tenders do not include a standard clause to prioritise or otherwise reward partnerships between providers, municipalities, employers or social partners at the local or regional levels.

Previous strategies and studies have made recommendations to improve co-operation between the central and municipal governments, and between local actors for adult learning (Box 3.8).

Box 3.8. Previous recommendations: Co-operation with and between local actors

White Paper on Education in the Republic of Slovenia (2011)

The white paper recommended:

- Adult education should be defined as the original obligation of the regions. It is also necessary to define regional management structures that will develop and monitor the field of adult education.
- Municipal and inter-municipal management structures should be responsible for providing access to general non-formal education, implementing national adult education policy, meeting the learning needs of local adults. They should create strategies for developing adult education, and annual adult education plans.

Access of Adults to Formal and Non-Formal Education – Policies and Priorities (2010)

This study focused on the contribution of Slovenia's education system to the process of making lifelong learning a reality, and its role as a potential agency of social integration. It recommended that, because of its close links with the community, adult education and learning should be linked more strongly to the regional and municipal level, accompanied by adequate funds to enable the realisation of development plans.

Lifelong Learning Strategy of Slovenia (2007)

The LLL Strategy set 14 objectives, one of which was to "facilitate implementation and use of knowledge, skills and learning as the fundamental source and driving force for the development of local and regional areas as well as development of social networks within them". To achieve this objective, the strategy recommended that:

- LLL must become an integral part of local and regional policies and programmes, and local and regional authorities must co-fund LLL services.
- Local communities must provide infrastructure to make LLL accessible (e.g. day-care services and suitable transport).
- Different partners should help implement LLL at the local levels (e.g. enterprises, chambers, employment service, non-governmental, development, educational and other organisations).
- Public, private, volunteer and other organisations involved in LLL should plan partnerships in local communities in pursuit of efficiency gains. To this end, Centres for Lifelong Learning could be established in legislation and act as umbrella networks, attracting all key regional partners into their management.

Sources: Krek and Metljak (2011[10]), *Education White Paper of the Republic of Slovenia*, http://pefprints.pef.uni-lj.si/1195/; Ivančič, Špolar and Radovan (2010[27]), *Access of Adults to Formal and Non-Formal Education – Policies and Priorities: The Case of Slovenia*, www.dcu.ie/sites/default/files/edc/pdf/sloveniasp5.pdf; Jelenc (2007[9]), *Lifelong Learning Strategy in Slovenia,* www.mss.gov.si/fileadmin/mss.gov.si/pageuploads/podrocje/razvoj_solstva/IU2010/Strategija_VZU.pdf.

Examples of good practice co-operation with local actors

There are good practice examples in OECD countries and in Slovenia of processes to facilitate co-operation for adult learning between the central and subnational level of government, and between local actors.

Co-operation between ministries and municipalities

In the Netherlands, adult learning is co-ordinated through Regional Education Centres. The centres aim to increase overall access to adult learning opportunities, and achieve the central government's goal of increasing the educational attainment of minority and underprivileged groups. Through these centres, municipalities are responsible for providing education which will meet the demands of their communities, including vulnerable groups. State funding is allotted to municipalities on the basis of the number of adults, including vulnerable adults in the municipality. The municipalities then have the autonomy to sign contracts on the basis of need with local providers for adult education through the Regional Education Centres (Desjardins, 2017[28]).

In Lithuania, municipalities have major responsibilities for implementing adult learning policy. They are accountable to central government and receive support from it (Box 3.9).

Box 3.9. International good practice: Co-ordinating national and local adult education policy in Lithuania

In Lithuania, both the central government and the 60 municipal governments participate in shaping and implementing adult education policy. Two types of municipal institutions are involved in implementing national policy for adult learning at the local level:

- Municipal councils comprise elected officials, including the local mayor. With respect to adult learning, councils set out long-term objectives and measures, confirm municipal action plans, appoint a co-ordinator to implement the action plans, and develop a network of providers catering to local needs.
- Administrative municipal institutions analyse the state of adult education, ensure that national policy is implemented, co-ordinate action plans for adult learning, organise learning and guidance services, and provide information to the Ministry of Education and Science and the public about the state of adult education in the municipality.

Research in Lithuania found that implementation of adult education policy was weakest at the municipal level of government. It also found that local leaders sometimes lacked general knowledge on adult education, as well as skills for strategic education planning, research and inter-institutional communication. In response, the new Law on Non-formal Adult Education and Continuous Learning established co-ordinators of non-formal adult education and continuous learning, and the central government implemented a range of projects to build awareness of and capacity for adult learning policy at the local level. These projects included:

1. a cycle of seminars for representatives of regional and local authorities and social partners on strategic planning of adult education and inter-institutional co-operation
2. a cycle of practical training carried out for municipality adult education co-ordinators
3. non-formal adult education support provided for adult education co-ordinators at municipalities
4. a conference held to assess progress in adult education policy and regional results, and to discuss activities to be continued
5. participation in international events relating to the implementation of the European agenda for adult learning.

Sources: Eurydice (2018[29]), *Lithuania: Organisation and Governance*, https://eacea.ec.europa.eu/national-policies/eurydice/content/organisation-and-governance-44_en; Republic of Lithuania (2011[30]), *Law Amending the Law on Education*, https://e-seimas.lrs.lt/portal/legalAct/lt/TAD/TAIS.407836; European Commission (2015[31]), *National Co-ordinators for the Implementation of the European Agenda for Adult Learning*, https://eacea.ec.europa.eu/sites/eacea-site/files/call_11_2015_compendium_al_agenda.pdf.

Co-operation between local actors

In the municipality of Jesenice in north-west Slovenia, the LU, municipal government, local employers and the local small-business chamber co-operate to design, deliver and finance adult learning services tailored to local needs (Box 3.10).

Box 3.10. Good practice in Slovenia: Adult learning partnerships in Jesenice

The LU of Jesenice has established several partnerships with stakeholders and municipalities (Jesenice, Kranjska Gora, Žirovnica and Bohinj) within its region. This has involved co-designing programmes with local employers and associations, co-funding several programmes with the local municipality, and tendering for ESF funding as a consortium or in partnership.

From 2016 to 2018, the LU has co-designed (and delivered) tailored ICT, language and communication training with 17 local employers, in a number of sectors:

- the health sector: including with the Regional Hospital Jesenice, Health Centre Jesenice, Retirement Home Franceta Berglja Jesenice, Retirement Home Viharnik Kranjska Gora
- the tourism sector: including with HIT Alpinea Kranjska Gora, Vogel Ski Centre Bohinj
- the public sector: including with the Municipality of Jesenice.

The centre has successfully applied for several EU and national tenders in partnership with other adult education providers, municipalities, retirement homes, pensioners' associations and youth organisation in Gorenjska region. The successful projects include counselling and assessing knowledge of employees (*Svetovanje in vrednotenje znanja zaposlenih*), acquisition of basic and professional competencies of employees (*Pridobivanje temeljnih in poklicnih kompetenc zaposlenih*), Multigenerational Centre of Gorenjska (*Večgeneracijski center Gorenjske*), Norway Financial Mechanism Programme "Fit and healthy towards old age!" (*Čili in zdravi starosti naproti!*), and Erasmus+ "Chain Experiment" (*Verižni eksperiment*).

The municipal government of Jesenice and the LU co-finance several programmes. The municipality budgeted EUR 135 100 for adult education expenditure for 2018 (Table 4.4 in Chapter 4). It co-finances several of the centre's projects that address local learning needs, such as an Albanian-speaking guidance counsellor to support access to language education and other forms of training for members of this community.

Local actors report that effective adult learning partnerships in the Jesenice municipality have yielded several benefits in the local area, contributing to:

- Improved quality of adult learning services, ensuring they are tailored to the needs of local employers, workers and other adults. For example, three language courses (Italian, German and Slovene) adapted to the needs of tourism workers in Kranjska Gora, communication courses adapted to the needs of technical staff in the local hospital, and Slovene language courses for Albanian women.
- Greater success in accessing EU tenders (e.g. counselling and assessing knowledge of employees).

- Increased supply of free adult learning services for adults (e.g. Multigenerational Centre in 2017), increasing participation.

Sources: MIZŠ (2013[32]), *Jesenice LU,* http://lu-jesenice.net/; OECD visit to Ljudska univerza Jesenice (15 May 2018); information provided by the Director of Ljudska univerza Jesenice (8 August 2018).

The MIC in Velenje serves as a hub for adults and businesses from the local and neighbouring municipalities to undertake technology-oriented training and projects (Box 3.11).

Box 3.11. Good practice in Slovenia: Inter-Company Training Centre (MIC) Velenje

The MIC in Velenje is a centre of excellence in modern technologies that combines general, professional and practical knowledge in various forms of education. It has 43 specialised classrooms equipped with technical laboratories for electrical engineering, mechanical engineering, mechatronics and robotics. At the MIC students, adults and researchers work with 55 trained mentors to undertake practical training and projects, and develop prototypes. The MIC is a unit of the Velenje School Centre (ŠC Velenje), which consists of 5 secondary schools and the higher vocational school. During the 2017/18 school year, the entire ŠC Velenje offered 25 secondary and 6 post-secondary professional programmes for 2 517 students, including 500 adults.

The MIC places special emphasis on partnering with local businesses of all sizes (such as Gorenje and Premogovnik Velenje), business chambers and the local community. It serves the local and neighbouring municipalities and regions, such as Savinjska and Koroška. The MIC's vision includes being:

- a regional centre for lifelong learning offering functional training in computer science and modern ICT; validation of non-formal and informal learning; courses and seminars in automation, hydraulics, computer numerical control technology, mechatronics and explosion protection; master craftsman exams; and foreign language courses
- a partner in a regional entrepreneurial incubator: MIC participates in the transfer of educational and research activities into entrepreneurial practices, and actively connects with businesses in the transfer of knowledge and technologies.

Source: Velenje School Centre (2017[33]), *Inter-Company Training Centre Velenje*, http://mic.scv.si/.

Denmark and Germany have taken a systematic approach to facilitating regional partnerships in adult learning (Box 3.12).

Box 3.12. International good practice: Spurring regional partnerships in adult learning

Germany's Learning Regions – Promotion of Networks programme

This German national policy was in place between 2001 and 2008, and funded the creation of regional networks designed to build linkages between employers, formal and non-formal education, and training providers. These regions were to implement the national policy priorities for lifelong learning from the bottom up. The programme aimed to create Learning Regions that would in time become self-sustaining without government funding, which was gradually phased out to encourage the sourcing of alternate funding. From 2009, the programme was succeeded by the Learning in Place programme, which focused more heavily on public-private partnerships for funding.

Evaluations of the regional networks showed that they were most successful when they connected and were coherent with other policies, such as reducing unemployment, as this gave them increased relevance and access to resources. Evaluation showed these networks to be effective in improving regional education markets by increasing transparency and therefore allowing supply and demand to be closer to market needs.

The Bad Tolz region is an example of a successful network that continued after national funding stopped. It continued to function in two areas, co-ordinating for-profit events that generate revenue, and providing services and information to the community, such as the Learning Festival and the Family Compass family support initiative. The network is governed by a board that successfully co-ordinated private partnerships to fund these community services.

Denmark's VEU (*Voksen- og EfterUddannelse*) Centres

VEU Centres are regional networks of adult education and training institutions, providing a hub for both education and training, and guidance to employers and individuals. Denmark's 13 VEU Centres are largely self-governing but renegotiate their budget with government yearly through local authorities. They do so by entering a development contract with the Ministry of Education that specifies their shared goals and the targets they will achieve in exchange for government funding. This encourages co-operation between the centres and providers to meet common targets in order to ensure and increase the state funding.

A tripartite agreement on lifelong learning between the government and social partners in 2017 emphasised their role as a "one-stop shop" for accessing education and training. Simplified learning pathways make them the single point of entry for vocational education and training (VET), a user-centred approach that aims to simplify access to learning for individuals. The VEU Centres are believed to have contributed to more effective and efficient delivery of adult learning in Denmark, having helped to reduce gaps in participation across the country's different regions.

Sources: European Commission (2015[34]), *An In-Depth Analysis of Adult Learning Policies and their Effectiveness in Europe,* http://dx.doi.org/10.2767/076649; Desjardins (2017[28]), *Political Economy of Adult Learning Systems: Comparative Study of Strategies, Policies and Constraints*; European Commission (2017[35]), *Education and Training Monitor 2017: Denmark*, http://dx.doi.org/10.2766/16554; Reghenzani-Kearns and Kearns (2012[36]), "Lifelong learning in German learning cities/regions", https://files.eric.ed.gov/fulltext/EJ1000173.pdf; Thinesse-Demel (2009[37]), "Background report: Germany (regional report)", www.learning-regions.net/images/stories/rokbox/background_report_germany_regional.pdf.

Recommended Action 5: Strengthening co-ordination with local actors

In light of these current arrangements, challenges and good practices, Slovenia should strengthen co-operation between ministries and municipalities, and between local and regional actors themselves, by taking the following actions.

Action 5

The central government and municipalities should co-ordinate more effectively to ensure coherence between national and local adult learning policies and programmes. Municipalities and other local actors should strengthen their co-operation to improve the relevance, impact and cost-effectiveness of adult learning services.

Municipalities and regional development agencies should actively contribute to Actions 1, 2, 3, 6, 7 and 8, and ensure that their plans and activities are aligned with the national master plan (Action 1). Furthermore, municipalities, regional development agencies and service providers should use regional processes (such as Regional Councils of Mayors and RRAs) to identify and realise opportunities for partnerships in adult learning.

In addition to including local and regional stakeholders in Actions 1, 2, 3, 7 and 8, ministries should use public tenders to reward local and regional partnerships, and the ACS should recognise and widely publicise successful examples of such partnerships.

More specifically:

1. To improve co-operation between ministries and municipalities:
    a. Ministries of the central government should:
        i. include representatives of municipalities and regions in Actions 1, 2, 3, 7 and 8, and consider extending co-operation-oriented training opportunities to municipal staff responsible for adult learning (see Action 4)
        ii. invite representatives of Slovenia's Municipal Associations, Regional Councils of Mayors and/or RRAs to join the expanded AE Body (Action 2)
        iii. develop ways to more proactively and directly reach out to municipalities to keep them well informed about developments in national adult learning policy, including proposals to amend or enact legislation
        iv. monitor the implementation and impacts of new provisions for municipalities in the ZIO-1 Act (2018), including for municipal annual plans for adult education.
    b. Municipalities and regional development agencies should:
        i. actively contribute to Actions 1, 2, 3, 6, 7 and 8
        ii. ensure that their plans and activities are aligned with the national master plan (Action 1). Specifically, municipalities and RRAs should review, discuss and update their Annual Plans for Adult Learning and RRPs respectively, to ensure they contribute to achieving the goals of the next adult learning master plan (Action 1).

2. To improve co-operation in adult learning at the subnational level, between local and regional actors:
    a. Local and regional actors (municipalities, providers, employers, social partners, non-government organisations and others) should raise the profile of adult learning in existing regional bodies such as Regional Councils of Mayors and/or RRAs, or develop a new regional body for adult learning. The selected body should identify and realise opportunities for partnerships (co-design, co-funding and/or co-delivery) to improve participation, outcomes and/or cost-effectiveness in adult learning.
    b. Municipalities should pilot joint municipal annual plans for adult education, underpinned by joint funding, to harness the resources, expertise and networks of multiple municipalities, and facilitate inter-municipal capacity building.
    c. The central government should use public tenders to reward and encourage local and regional partnerships in the delivery of adult learning services, for example by making partnerships one criterion for selecting providers.
    d. The ACS, in consultation with the Institute of the Republic of Slovenia for Vocational Education and Training (*Center Republike Slovenije za poklicno izobraževanje*) (CPI) and other relevant bodies, should identify, publicly recognise and disseminate examples of successful local and regional partnerships in delivering adult learning.

Strengthen government engagement with stakeholders for adult learning

Effective co-operation between government (ministries and agencies) and publicly funded providers on the one hand, and stakeholders on the other, is essential for improving participation, outcomes and cost-effectiveness in adult learning. This involves effective government engagement with stakeholders in the adult learning policy-making process. It also involves providers engaging with stakeholders to co-design, co-deliver and/or co-fund adult learning services, and ensuring services are tailored to users' needs.

Complex, multi-dimensional policy challenges like adult learning increasingly require civil servants to work directly with citizens and service users, leveraging the "wisdom of the crowd" to co-create better solutions that take into account service users' needs and limitations (OECD, 2017[13]). Engaging end users in the design of adult learning services can help ensure services meet their needs.

Several factors can support effective co-operation between government actors and stakeholders. Some of these factors are the focus of Actions 1-3 (Chapter 2) including involving stakeholders in establishing a master plan for adult learning (Action 1), an improved co-ordination body (Action 2), and generating and using high-quality information on learning and skills needs (Action 3). Appropriate skills, accountability, recognition and resources for co-operation within central government can also support ministries' co-operation with stakeholders (see Action 4). In addition, government actors must actively monitor the extent to which adult learning services meet the diverse needs of adults, and systematically employ a "user-centred" approach to designing adult learning policies and services.

Current arrangements for engaging stakeholders in adult learning

Many diverse government actors and stakeholders have a role in Slovenia's adult learning system. At least 9 ministries fund adult learning services, while many public institutions deliver adult learning: 34 LUs, 28 public higher vocational colleges, 3 public universities and 1 public higher education institution. Private providers of adult learning include 20 private higher vocational colleges, 1 private university and 49 private higher education institutions, as well as 192 special adult education institutions, 32 parts of enterprises, 7 employer associations' educational centres, and 201 NGOs. Other important stakeholders include individual adult learners, 5 professional associations of adult education providers, individual employers, 5 major inter-sectoral employer associations (and smaller associations), 49 trade unions, community organisations and researchers.

The SRS 2030 and SJU 2020 have set effective government engagement with stakeholders in policy and programme design as a strategic priority (Box 3.13).

Box 3.13. Current arrangements in Slovenia: Government engagement in the SRS 2030 and SJU 2020

Slovenia has made effective stakeholder engagement and a user-centred approach to designing and delivering public services a strategic priority in the SRS 2030 and SJU 2020.

The SRS 2030 pinpoints the working methods of the public sector as "the key to increasing trust among citizens", and states that "public policy must foresee and respond effectively and above all more quickly to changes and challenges and thus provide high-quality services for citizens…" The SRS 2030 states that Slovenia will achieve its goal of "Effective governance and high-quality public service" by, among other things:

- the consistent inclusion of stakeholders at all levels of developing and monitoring policy
- strengthening co-operation and the assumption of responsibility among partners in the social dialogue
- designing user-friendly, accessible, transparent and efficient public services in an inclusive manner with the relevant stakeholders.

The SJU 2020 envisions the decisions and activities of the public administration being based on the expected benefits to and needs of end users. It states that a fundamental change in thinking will be required, based on the awareness that the administration serves its users. The vision of the SJU 2020 is based on several principles and values, including "responsiveness and user-orientation". In order to achieve the vision, the key strategic goals of SJU 2020 include "responsive, effective and efficient operation of user-oriented public administration" and "improving legislation, reducing legislative burdens, assessing impacts, and including key stakeholders".

Sources: Šooš et al. (2017[3]), *Slovenian Development Strategy 2030*, www.vlada.si/fileadmin/dokumenti/si/projekti/2017/srs2030/en/Slovenia_2030.pdf; MJU (2015[5]), *Public administration 2020. Public Administration Development Strategy 2015-2020*, www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/JAVNA_UPRAVA/Kakovost/Strategija_razvoja_JU_2015-2020/Strategija_razvoja_ANG_final_web.pdf.

Several mechanisms are in place to facilitate engagement and co-operation between government actors and stakeholders, increasingly with the goal of ensuring adult learning services meet the needs of end users. For policy making, these mechanisms include permanent formal bodies, temporary working groups, national conferences and online consultation portals. For programme design and delivery, these mechanisms include ad hoc co-operation and partnerships, and monitoring of the responsiveness of adult learning to users' needs.

Engaging stakeholders in policy making

Representatives of trade unions and employer associations in the Economic and Social Council (*Ekonomsko-socialni svet*) (ESS) can review and make proposals for government policy, including adult learning-related policy (see Chapter 2). The ESS has 15 permanent members (5 each from employers, employees and government) and can invite other ministries and experts to discuss specific topics as needed. The ESS produces opinions, position papers, proposals and recommendations on the various policy issues, which it submits to the relevant ministry, the government, parliament and/or other institutions concerned. The ESS' Expert Committee on the Organisation of the State and Public Affairs covers issues related to legal safety, education and training, and health. For example, it discussed creating a public network of adult education providers in 2015 and 2016. Although the decisions of the ESS are binding for its members, there are no legal sanctions for not following the opinion of the ESS.

Stakeholder representatives in the SSIO and the AE Body can discuss, share information on and provide advice to the MIZŠ on adult learning policy and programmes (see Chapter 2). The SSIO includes 14 members, 8 of whom are appointed by stakeholders (employer associations, trade unions, adult education NGOs and associations). The AE Body comprises 24 members, 15 of whom represent public institutes, expert councils, adult learning providers, business chambers and trade unions, and municipalities (one association).

The CPI co-operates with chambers, employers' associations, professional associations, NGOs, trade unions and other ministries in developing the National Qualification Framework. These stakeholders can initiate new professional standards and catalogues, provide incentives to higher education institutions to offer professional qualifications, and propose members of sectoral committees for professional standards.

Slovenia's annual National Conference on Adult Education (*Letni posvet o izobraževanju odraslih*) provides an opportunity for ministries, agencies and stakeholders to discuss current issues in the adult learning system. Attendees include participants from the nine ministries involved in the ReNPIO, researchers, the ACS, the CPI and adult education providers, among others. Plenary lectures, practical workshops and roundtables allow government, providers and stakeholders to reflect on the goals achieved in the past year, and discuss challenges and directions for the coming year. Since 2010, the conference has attracted between 170 and 300 participants each year.

As noted earlier, Slovenia's e-Democracy online forum gives stakeholders 30-60 days to comment on proposed legislation. According to the government Rules of Procedure, ministries must justify in their submission to cabinet why they have not accepted stakeholders' comments.

Ministries can establish cross-sectoral working groups for legislative change and policy development, which can further make use of the mechanisms described above. For

example, in 2016 the Minister of Education, Science and Sports formed a working group to prepare the new ZIO-1 Act (Box 3.6). Various stakeholders had opportunities to provide feedback on the draft act in the working group's co-ordination meetings, the SSIO and the AE Body, the National Conference on Adult Education and the annual meeting of headmasters of secondary schools. In addition, 30 individuals and institutions provided comments on the proposed act through the e-Democracy online portal.

Engaging stakeholders in programme design and delivery

Some mechanisms exist to ensure formal education and training programmes are tailored to adults' needs. The law requires various adjustments be made to formal education programmes for adults, and provides for validation of adults' prior learning (Box 3.14).

Box 3.14. Current arrangements in Slovenia: Adjustments to formal education for adults

Basic school education

Second-chance basic schooling for adults is based on the regular basic school curriculum for children. However, it can be implemented in various forms, such as classic school lessons, guided self-education, course-based exam systems or project-based learning. It also enables participants to adapt the pace and intensity to their needs and abilities via an "individual learning programme". For example, adults can complete two school years in one calendar year.

Upper secondary education

Adults may enrol in upper secondary education if they have successfully completed the prerequisite courses. An exception is made for 21-year-olds, who can sit the upper secondary *matura* exam without prerequisites. Second-chance upper secondary programmes are not specifically designed for adults. Over 50% of enrolments are in adult education units within regular secondary schools. However, providers must follow the regulations on adjusting part-time upper secondary vocational and technical education for adults. These define how providers should adjust the organisation of the delivery of education, the school year/week/day and teaching practices, and require providers to create an individual educational plan for adult learners. Providers may validate adults' prior learning and exempt them from specific courses, parts of courses or modules.

Tertiary education

Adults can enrol in short-cycle (two-year) higher vocational programmes, with as much as 40% (800 hours) of the programme undertaken in the form of on-the-job training. Adults can also enrol in first cycle professional or academic programmes and second cycle or master's programmes as fee-paying, part-time students, provided they fulfil the general enrolment requirements of individual educational institutions.

Every higher education institution is required to validate non-formal and informal learning. Each institution has its own validation practices, and may exempt adult learners from specific courses, parts of courses or modules. Validation may be used to award adults an entire professional degree but not an academic degree.

Sources: Eurydice (2016[38]), *Slovenia: Administration and Governance at Local and/or Institutional Level*, https://eacea.ec.europa.eu/national-policies/eurydice/content/administration-and-governance-local-andor-institutional-level-77_en; Košmrlj (2016[39]), *2016 update to the European inventory on validation of non-formal and informal learning. Country report Slovenia*, https://cumulus.cedefop.europa.eu/files/vetelib/2016/2016_validate_SI.pdf.

Slovenia's National Vocational Qualifications (NVQ) system allows adults to have their vocational skills validated with a NVQ certificate, without undertaking further education. The MDDSZ oversees the system and has established ten sectoral committees of experts to establish occupational standards, defining the content, knowledge, skills and competences for vocational qualifications. Sectoral committees also prepare NVQ catalogues, which define the process for validating adults' prior learning against an occupational standard. This process allows adults to obtain an NVQ certificate, demonstrating a formal level of professional competence in an occupation (Košmrlj, 2016[39]; Drofenik, 2017[40]).

The ACS and individual providers design non-formal education and training specifically for adults, and as such make relatively more use of flexible delivery – distance learning, e-learning and blended learning, modular learning and credit-based qualifications – than in formal education.

Few mechanisms exist for public agencies and providers to engage stakeholders in programme design and delivery. Public agencies and providers typically engage with service users to design and/or deliver adult learning programmes via formal bodies like management boards, or on an ad hoc basis.

Providers of education and training can engage with stakeholders through their councils or management boards. The ZIO-1 Act (2018) stipulates that LU's councils must include two employee representatives and one adult learner representative. Higher vocational colleges' management bodies also include representatives of students and employers. The Higher Education Act 1993 stipulates that the students must make up one-fifth of the membership of the senates of universities, individual faculties and independent higher education institutions (Eurydice, 2018[41]).

Public agencies and providers co-operate with stakeholders on an ad hoc basis to design and deliver adult learning programmes. For example, the MDDSZ's KOCs ran a programme of Lifelong Career Guidance for Companies and Employees. Companies first assessed their needs and the needs of workers before working with the KOC to identify or develop appropriately tailored training programmes (Box 3.18). Furthermore, the ZRSZ has partnered with employers to deliver 1-3 month "on-the-job" training for adults registered as unemployed for at least three months. The LU Slovenska Bistrica gathers information on the skills needs of local companies by holding employer forums twice a year, and tailoring programmes to meet these needs.

Opportunities to improve stakeholder engagement in adult learning

A range of mechanisms in Slovenia facilitate government engagement with stakeholders in national policy making for adult learning. These mechanisms work well overall, with some opportunities for improvement. On the other hand, the mechanisms for public agencies and providers to engage stakeholders in programme design and delivery are limited and largely ad hoc.

Several participants in this project asked "who is asking the adult learners what they want?" In line with the goals of SRS 2030 and SJU 2020, government actors must find ways to systematically put the end user – individual adult learners and/or the organisations that employ them – at the centre of adult learning policy making and programme design.

Engaging stakeholders in policy making

Slovenia has a range of formal processes to enable stakeholders to contribute to adult learning policy making. Stakeholder engagement occurs through the ESS, the SSIO, the AE Body, working groups for legislative proposals, and the e-Democracy online consultation portal. However, government engagement with stakeholders in policy making for adult learning could be deepened.

The ESS, Slovenia's foremost tripartite body for policy dialogue, rarely discusses adult learning policy. The ESS has a strong focus on labour market and health policies, and frequently discusses issues related to wage setting, pensions, health and safety, and social insurance, but it has only discussed adult learning policy once in its last 65 meetings (ESS, 2018[42]). This is a missed opportunity for Slovenia's most senior representatives of employers and employees to contribute to developing adult learning policy that meets the needs of workers, businesses and society.

The SSIO and the AE Body, Slovenia's national cross-sectoral bodies for adult learning, do not include representatives of target groups of adult learners. There are a range of associations in Slovenia that could potentially represent adult learners who are unemployed, older, from specific cultural groups, disabled, etc. in policy discussions. However, these associations and the adults they represent are not members of these bodies.

Furthermore, the SSIO and AE Body give the stakeholders involved limited influence over adult learning policy making. The SSIO is currently limited to an advisory role to the MIZŠ. It does not advise the other ministries involved in adult learning, such as the MDDSZ. Nor does it include all ministries with legislated responsibility for adult learning. In addition, neither the SSIO nor the AE Body have any decision-making capacity in adult learning policy making. Any agreements reached between government representatives and stakeholders in these bodies are not binding for the members or the MIZŠ.

Some ministries are less likely than others to form cross-sectoral working groups when developing legislation or policy proposals, giving stakeholders less opportunity to contribute to their adult learning-related policies. For example, representatives of the MIZŠ involved in this project reported that their ministry establishes working groups for all legislative proposals, as it did for the development of the 2018 ZIO Act (Box 3.6). Representatives of the MDDSZ reported that their ministry occasionally forms such working groups. This may partly reflect variations in staff capacity to establish and co-ordinate such groups (Action 4).

While not focused on adult learning specifically, a previous OECD review made recommendations to improve government engagement with stakeholders in policy making in Slovenia (Box 3.15).

Box 3.15. Previous recommendations: Engaging stakeholders in policy making

Slovenia: Towards a Strategic and Efficient State (OECD 2012)

The review recommended:

- Considering implementation when designing policy, by including end users and delivery actors early in the design process for input and feedback.
- Strengthening consultation and communication, within and beyond the central public administration, by:
  - considering whether to undertake a consultation survey to obtain feedback from stakeholders, using the example of Estonia's Survey of Engagement in Estonian Government Agencies for inspiration
  - communicating the importance and value of consultation to the senior leadership and the political level, but also throughout the lower levels of the central public administration
  - broadening the scope of consultation undertaken within and by the public administration, moving it beyond ministries to include agencies, inspectorates and administrative units as well as other service delivery bodies.
- Considering how to renew and refresh the social dialogue.

Source: OECD (2012[11]), *Slovenia: Towards a Strategic and Efficient State*, http://dx.doi.org/10.1787/9789264173262-en.

Engaging stakeholders in programme design and delivery

There are some promising examples in Slovenia of public agencies and providers – the ZRSZ, MDDSZ and the LU Slovenska Bistrica (see Box 3.19) – involving end users in the design and delivery of adult learning services. However, the mechanisms and practices for doing so are limited and largely ad hoc. A 2010 study involving interviews with seven providers of adult education and training in Slovenia (four formal, two non-formal and one prison) revealed that none of them involved representatives of target groups in preparing education programmes and courses (Ivančič, Špolar and Radovan, 2010[27]). Public agencies and providers could engage end users more systematically in the design of adult learning services to ensure they better meet users' needs, and help improve participation in adult learning.

Slovenia does not have an established model for involving target groups of adults in the design of adult learning services. The ACS develops methodologies, guidance and training on a range of issues, such as self-evaluation for providers. However, to date the ACS has not developed resources to support a user-centred approach to designing the curriculum, andragogy and assessment of adult education and training programmes. This is largely left up to the providers of non-formal programmes. Developing such a model and support services would appear to be within the ACS' current expertise and remit.

The representatives of learners and employers included in educational institutions' councils and boards do not appear to be involved in the details of programme design. These councils and boards typically focus on the strategic and administrative issues facing the institution. The learners and employers represented on these boards, however, may be well placed to help develop processes for including end users in programme design.

Neither the SSIO nor the AE Body have facilitated partnerships between public agencies/providers and stakeholders to design, deliver or fund adult learning services. A cross-sectoral oversight body with greater decision-making capacity and accountability (Action 2) could facilitate such partnerships more effectively.

Formal education and training programmes for adults are still just adapted versions of regular programmes for youth, and could be further tailored to the needs of adults. A study by Ivančič, Špolar and Radovan (2010[27]) noted that formal adult education for adults is carried out as irregular formal education, but found that private providers invest more in innovative delivery than public schools.

Slovenia has no single framework or institution for validating adults' prior non-formal and informal learning. Validation is most developed under the NVQ system, and the process for validating vocational skills is relatively centralised at the national level. However, only 836 adults received a NVQ certificate in 2016, which was the lowest number since 2012. The validation system is completely decentralised in higher education, and performed individually in each school or department (Košmrlj, 2016[39]).

The ACS and ministries involved in adult learning only monitor the supply and uptake of flexible adult learning programmes to a limited extent. They collect limited data on adults' uptake of flexible programmes such as distance learning, e-learning and blended learning, modular learning, and credit-based qualifications, in formal and non-formal education. With the exception of the NVQ system, no data are collected on the extent to which providers of formal education and training are validating adults' prior learning and shortening the duration of programmes. Policy makers are therefore not sufficiently monitoring whether educational institutions are doing enough to adjust their programmes to meet the needs of adult learners. Slovenia also lacks reliable information about the outcomes (personal, employment and social) being achieved by adult learning programmes and providers and has little ability to monitor them. This limits the ability of programme designers to assess how well the needs of adult learners are being met, and improve their programmes in response (Action 3).

Several participants in this project saw the potential benefits of involving end users in the design of adult learning services. In the past, there have been differing opinions within the MIZŠ about this – some saying it is not feasible in formal education, and others saying it is already a reality for some providers (Ivančič, Špolar and Radovan, 2010[27]). Should a user-centred design approach be implemented more systematically in Slovenia, several participants stated that it would require new skills and training for staff of public agencies and providers (see Action 4). This could include, for example, training in ethnographic methods and action research approaches to work closely with service users, and gain a deep understanding of their needs (OECD, 2012[11]). The Administration Academy does not currently offer such training.

Previous strategies and studies have made recommendations to improve engagement with adult learning stakeholders in programme design and delivery in Slovenia (Box 3.16).

Box 3.16. Previous recommendations: Engaging stakeholders in programme design and delivery

White Paper on Education in the Republic of Slovenia (2011)

The white paper recommended:

- Offering incentives for providers (co-financing, training) and for potential learners (computer education, access to the Internet) for the accelerated introduction of e-education and distance education, including in secondary education for adults.
- Increased investment in developing innovative forms and approaches to learning, and learning environments that would enable the active participation of target groups in planning education (such as financial incentives, professional development of staff).

Access of Adults to Formal and Non-Formal Education – Policies and Priorities (2010)

This study recommended a participatory approach to the development of training programmes and activities. This could start in non-formal adult education since programmes and activities are much less standardised and thus much more flexible and open to adjustment to fit the needs and interests of participants or target groups. Nevertheless, such participation should also be stimulated in formal education, within the requirement of adapting educational programmes to the needs of adult learners.

Lifelong Learning Strategy of Slovenia (2007)

The LLL Strategy recommended:

- strengthening the role and responsibility of all social partners in implementing the strategy
- strengthening the role of non-governmental sector (NGOs, civil society organisations), including via partnerships to deliver adult learning
- creating a methodology for preparing original programmes that are tailor-made for adults and take into account their characteristics, needs and possibilities, rather than mechanically adapting existing programmes for children and youth
- measures to reduce or eliminate obstacles that prevent or reduce adult participation in learning including institutional factors like inadequate provision, enrolment prerequisites or inflexible programme delivery
- creating a plan for the design and continuous improvement of a quality and flexible supply of opportunities and circumstances for continuous learning.

Sources: Krek and Metljak (2011[10]), *Education White Paper of the Republic of Slovenia*, http://pefprints.pef.uni-lj.si/1195/; Ivančič, Špolar and Radovan (2010[27]), *Access of Adults to Formal and Non-Formal Education – Policies and Priorities: The Case of Slovenia*, www.dcu.ie/sites/default/files/edc/pdf/sloveniasp5.pdf; Jelenc (2007[9]), *Lifelong Learning Strategy in Slovenia,* www.mss.gov.si/fileadmin/mss.gov.si/pageuploads/podrocje/razvoj_solstva/IU2010/Strategija_VZU.pdf.

Examples of good practice stakeholder engagement for adult learning

The SVRK's Policy Jams offer a promising example of forums for effective government engagement with stakeholders to design services that meet users' needs (Box 3.17).

Box 3.17. Good practice in Slovenia: Policy Jams

The Government Office for Development and European Cohesion Policy (*Služba Vlade Republike Slovenije za razvoj in evropsko kohezijsko politiko*) (SVRK) recently launched the Policy Jam pilot project. Policy Jams aim to test new and innovative working methods for involving different stakeholders in the process of policy development and programme design, for user-centred public services.

For example, a Policy Jam was recently held for long-term care. Representative of homes for the elderly, health care institutions, pensioners' associations, home care centres, social work centres and others joined a two-day workshop to design proposals for long-term care policy and services.

In the workshop the participants identified challenges of co-ordination and communication, and with the help of an innovative method of service design, prepared the first prototype solutions. The prototypes were tested on users (caregivers, relatives, retired experts in the field of long-term care) and then refined.

Since lifelong learning (and within it adult learning) is recognised as a key factor in realising the SRS 2030, Policy Jams would appear to be highly applicable to adult learning policy.

Source: SVRK (2017[43]), "Policy jam", https://slovenija2050.si/2017/11/08/policy-jam/.

Slovenia's Lifelong Career Guidance for Companies and Employees project is an example of a public agency co-operating with employers to develop tailored training programmes **(**Box 3.18).

Box 3.18. Good practice in Slovenia: Designing the Lifelong Career Guidance for Companies and Employees project

Employers had an important role in developing training solutions tailored to their needs and the needs of workers, in JŠRIP's Lifelong Career Guidance for Companies and Employees project.

The project sought to provide comprehensive HR support to companies and provide accessible and quality career guidance to employees. The project provided comprehensive HR support, grants and expert workshops for 370 companies (21 micro, 132 small, 81 medium-sized and 36 large companies) and more than 25 000 employees between 2011 and 2015.

The project offered companies three pillars of activities: 1) setting up a comprehensive HR development process; 2) training of employers and the provision of services that directly relate to career orientation of employees; and 3) training and workshops for employees.

Companies first had to assess their needs, and the needs of workers through career plans. They then worked with JŠRIP (through various workshops and interactive events) to identify or develop appropriately tailored training programmes.

The positive effects of the project were evident in reduced absenteeism among employees and their greater sense of belonging to the company.

Source: JŠRIP ((n.d.)[44]), *Lifelong Career Guidance*, www.sklad-kadri.si/si/razvoj-kadrov/pretekli-projekti-2007-2013/vsezivljenjska-karierna-orientacija-vko/.

The LU Slovenska Bistrica seeks to involve potential adult learners and local companies in the design of its programmes, in order to meet local needs and boost participation in its programmes (Box 3.19).

Box 3.19. Good practice in Slovenia: Tailoring programmes to end users' needs in Slovenska Bistrica

The LU Slovenska Bistrica serves a population of 24 462 with adult learning services such as formal education programmes, non-formal publicly recognised and non-recognised programmes, information and counselling activities, entrepreneurship education and events, and the promotion of lifelong learning. It has built engagement with end users into much of its service design, in order to identify their education and training needs. This helps the LU ensure sufficient participation in its national and EU-funded programmes, and that it meets learning needs not met by publicly co-financed programmes.

The LU Slovenska Bistrica seeks to understand the challenges and education and training needs of adults and companies. It does this through daily contact with potential learners and through individual meetings and forums with local companies and non-governmental associations approximately twice per year. It also aims to attract the widest possible local audience by organising various promotional events (interesting lectures, book presentations, etc.), where the LU can create the right environment to also discuss educational needs with the audience.

Within the constraints of national goals, legislative requirements and its own capacity, the LU Slovenska Bistrica ensures the content, organisation (schedule) and sometimes the cost of its non-formal and formal adult education programmes are tailored to end users' needs. This practice of satisfying adult learning needs contributes to the successful implementation of the programmes and provides an important grass-roots source of information that can feed into national policy.

The director of the LU Slovenska Bistrica reports annually to the MIZŠ about these tailored programmes through its ReNPIO application. The director also reports informally to the associations of adult education providers, at the SSIO and at other occasional meetings with the MIZŠ, such as the Annual Conference on Adult Learning. The LU Slovenska Bistrica's approach was self-initiated and depended on the proactivity, professional background and experiences of the LU management.

Sources: LU Slovenska Bistrica ((n.d.)[45]), http://lu-sb.si/predstavitev.html; information provided by the LU Slovenska Bistrica (23 August 2018).

Adult learning services can be tailored to users by considering the needs of learners, employers and social partners in the design of adult learning systems and programmes. In Denmark and Ontario, Canada, governments have prioritised a user-centred focus in reforming adult learning systems overall (Box 3.20).

Box 3.20. International good practice: User-centred design in adult learning in Denmark and Canada

In Denmark, the government and social partners signed a tripartite agreement in 2017 to improve basic skills provision and enhance motivation for learning. The agreement emphasises a user-centred approach to the system that makes it is responsive to learners' needs. The measures taken include: better guidance, financial incentives for workers and businesses, support for a more flexible and digitalised education system, and further simplifying learner pathways by creating a single point of entry for VET. The agreement also focuses on responding to specific learners' needs by highlighting the integration of migrants into the workforce. The agreement provides migrants with subsidies for up- or re-skilling, and promotes wider participation in basic skills training, particularly in ICT and English courses. A "reconversion fund" allows all users to undertake further learning pathways on their own initiative and according to their own pathway, and a more flexible range of courses will be provided to allow for tailoring to the specific needs of learners or employers.

The government in Ontario, Canada has also emphasised the importance of a user-centred approach in strengthening their adult education system. They identified priority areas in December 2017 to ensure the system for adult education is learner-centred, including mechanisms for the public consultation of learners, providers and other stakeholders in the process of improving the system. The information from these consultations is collected through "guiding questions" and feeds into the design of learner pathways and provision that is adaptable to individuals' needs. This information from users highlights the importance of facilitating better co-ordination, communication and accountability at the provincial level; providing easy-to-navigate information and resources; recognising prior learning; and ensuring that programmes are culturally responsive and relevant. The next steps for the integration of these results will be issued at the end of 2018.

Sources: Jørgensen (2018[46]), "Denmark: Social partners welcome new tripartite agreement on adult and continuing education", www.eurofound.europa.eu/publications/article/2018/denmark-social-partners-welcome-new-tripartite-agreement-on-adult-and-continuing-education; Ministry of Advanced Education and Skills Development (2017[47]), *Strengthening Ontario's Adult Education System*, https://files.ontario.ca/adult-education-system-dec2017-en.pdf.

Recommended Action 6: Strengthening stakeholder engagement

In light of these current arrangements, challenges and good practices, Slovenia should strengthen engagement with stakeholders in adult learning by taking the following actions.

Action 6

In policy making, the ministries, employers' associations and trade unions represented on the ESS should more frequently discuss policies related to adult skills and lifelong learning, and provide opinions to the government.

In programme design, ministries, agencies, publicly funded providers, adult learners and employers should work together more effectively to design adult learning services that meet users' needs. The government should collect better data on, monitor and ensure the sufficient supply of flexible education and training programmes and validation of prior learning for adults. In particular, these efforts should focus on the formal education system – schools, vocational colleges and higher education institutions. Ministries, agencies and publicly funded providers should more systematically implement a user-centred approach by involving target groups of adults and employers in the design of adult learning services.

The new outcomes evaluation model for adult learning (Action 3) should seek to measure users' satisfaction with the design and flexibility of adult learning programmes. The government should offer civil servants and staff of public adult learning providers targeted training in user-centred design approaches (Action 4).

Specifically, in order to strengthen engagement with stakeholders in adult learning:

1. The ministries, employers' associations and trade unions represented on the ESS should more frequently:
    a. discuss the adult learning policies of the MIZŠ (such as the ZIO-1 Act), the MDDSZ (such as ALMPs), and the other ministries involved in implementing the ReNPIO
    b. discuss the relevance of adult skills and learning to other issues on the ESS agenda, such as the Social Agreement, collective agreements, labour market policy, economic and social development
    c. provide opinions to the government on adult learning and related policies, and the potential role of social partners in implementing these policies.
2. The government should monitor the supply and uptake of flexible education and training programmes available to adults:
    a. including distance learning, online (e-learning) and blended learning, modular learning, credit-based qualifications and validation of non-formal and informal learning
    b. for both formal and non-formal programmes
    c. at all publicly funded providers, from upper secondary schools providing second-chance programmes, to short-cycle higher vocational colleges, higher education institutions and others.

3. Ministries, agencies and publicly funded education and training providers should systematically adopt a user-centred approach, directly involving the groups of adults and employers targeted by adult learning services in designing those services. To facilitate this:

   a. The ACS should develop guidelines for adult learning service providers on how to implement a user-centred design approach to developing adult learning programmes (curriculum, teaching methods etc.) and services. These guidelines should also collate good practice examples of user-centred design already implemented by the ACS, LUs and the ZRSZ.

   b. Providers of adult education and training should use the learner and employer representatives on their councils and boards to contribute to, and/or help establish effective processes for, involving target groups of adults in designing curricula, teaching methods and other features of their programmes.

   c. The new outcomes-focused model of evaluation for adult learning providers and programmes (Action 3) should measure, among other things, user satisfaction with the flexibility, curriculum, teaching methods and other features of adult learning programmes.

   d. The government, in consultation with the ACS, should introduce training opportunities for civil servants and staff of public providers involved in designing adult learning programmes to develop user-centred design skills (Action 4). This could include, for example, ethnographic methods and action research approaches for working closely with service users and gaining a deep understanding of their needs.

Notes

[1] The Decree on the Promotion of Public Employees to Salary Grades *(Uredba o napredovanju javnih uslužbencev v plačne razrede)* and the Decree on Promoting Officials to Titles (*Uredba o napredovanju uradnikov v nazive*).

References

Department of Public Expenditure and Reform (2014), *The Civil Service Renewal Plan*, Department of Public Expenditure and Reform, http://www.per.gov.ie/civil-service-renewal. [18]

Desjardins, R. (2017), *Political Economy of Adult Learning Systems: Comparative Study of Strategies, Policies and Constraints*, Bloombsbury. [28]

Drofenik, K. (2017), *National vocational qualifications system*, Institute of the Republic of Slovenia for Vocational Education and Training, Ljubljana, http://www.cpi.si/files/cpi/userfiles/Publikacije/NPK_sistemNPK_ENG.pdf. [40]

Drofenik, O. (2013), *Izobraževanje odraslih kot področje medresorskega sodelovanja (Adult Education as the Inter-Ministerial Field)*, Slovenian Adult Education Association, Ljubljana, http://arhiv.acs.si/porocila/Izobrazevanje_odraslih_kot_podrocje_medresorskega_sodelovanja.pdf (accessed on 03 October 2018). [12]

ESS (2018), *Ekonomsko-socialni svet: Aktualno (Economic and Social Council: Topics)*, Economic and Social Council of the Republic of Slovenia, http://www.ess.si/ess/ess-si.nsf/ekonomsko-socialni-svet/seja%20Ekonomsko-socialnega%20sveta (accessed on 5 October 2018). [42]

European Commission (2017), *Education and Training Monitor 2017: Denmark*, Publications Office of the European Commission, Luxembourg, http://dx.doi.org/10.2766/16554. [35]

European Commission (2015), *An In-Depth Analysis of Adult Learning Policies and their Effectiveness in Europe*, Publications Office of the European Union, Luxembourg, http://dx.doi.org/10.2767/076649. [34]

European Commission (2015), *National Coordinators for the Implementation of the European Agenda for Adult Learning*, European Commission, https://eacea.ec.europa.eu/sites/eacea-site/files/call_11_2015_compendium_al_agenda.pdf. [31]

Eurydice (2018), *Lithuania: Organisation and Governance*, Eurydice, https://eacea.ec.europa.eu/national-policies/eurydice/content/organisation-and-governance-44_en (accessed on 2 October 2018). [29]

Eurydice (2018), *Slovenia: Administration and Governance at Local and/or Institutional Level*, https://eacea.ec.europa.eu/national-policies/eurydice/content/administration-and-governance-local-andor-institutional-level-77_en (accessed on 30 August 2018). [41]

Eurydice (2016), *Slovenia: Adult Education and Training*, https://eacea.ec.europa.eu/national-policies/eurydice/content/adult-education-and-training-77_en (accessed on 12 January 2018). [38]

Government of the Republic of Slovenia (2018), *Letno poročilo o izvedbi ukrepov iz Dvoletnega akcijskega načrta izvedbe Strategije razvoja javne uprave 2015–2020 za leti 2016 in 2017. Stanje na dan 31. 12. 2017 [Annual report on the implementation of the measures from the Biennial Action Plan for the Implementation of the Public Administration Development Strategy 2015-2020 for years 2016 and 2017. Balance at 31 December 2011]*, http://www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/SOJ/2018/spremljanje_strategije_JU_jan_2018/Porocilo_izvedbe_ukrepov_SJU_2017.pdf. [4]

Government of the Republic of Slovenia (2017), *Sklep o imenovanju delovne skupine za spremljanje in vrednotenje Strategije razvoja javne uprave 2015-2020 [Decision on the appointment of the Working group for monitoring and evaluation of the SJU 2020]*, http://www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/JAVNA_UPRAVA/Kakovost/Strategija_razvoja_JU_2015-2020/KAZISklepVlade_Pa.pdf. [6]

Ivancic, A. and M. Radovan (2013), "Implementation of lifelong learning in Slovenia: Institutional factors and equality of access of adults to formal and non-formal education", in Saar, E., Ure, O. B. and Holford, J. (ed.), *Lifelong Learning in Europe: National Patterns and Challenges*, Edward Elgar Publishing, Cheltenham. [8]

Ivančič, A., V. Špolar and M. Radovan (2010), *Access of Adults to Formal and Non-Formal Education – Policies and Priorities: The Case of Slovenia*, Andragoški Center Slovenije, Ljubljana, https://www.dcu.ie/sites/default/files/edc/pdf/sloveniasp5.pdf (accessed on 21 February 2018). [27]

Jelenc, Z. (ed.) (2007), *Strategija vseživljenjskosti učenja v Sloveniji (Lifelong Learning Strategy in Slovenia)*, Ministry of Education and Sport of the Republic of Slovenia in cooperation with the Public Institute Educational Research Institute of Ljubljana, Ljubljana, http://www.mss.gov.si/fileadmin/mss.gov.si/pageuploads/podrocje/razvoj_solstva/IU2010/Strategija_VZU.pdf. [9]

Jørgensen, C. (2018), "Denmark: Social partners welcome new tripartite agreement on adult and continuing education", *Eurofound*, https://www.eurofound.europa.eu/publications/article/2018/denmark-social-partners-welcome-new-tripartite-agreement-on-adult-and-continuing-education. [46]

JŠRIP((n.d.)), *Vseživljenjska karierna orientacija (VKO) (Lifelong Career Guidance)*, http://www.sklad-kadri.si/si/razvoj-kadrov/pretekli-projekti-2007-2013/vsezivljenjska-karierna-orientacija-vko/ (accessed on 16 October 2018). [44]

Košmrlj, K. (2016), *2016 update to the European inventory on validation of non-formal and informal learning. Country report Slovenia*, ICF International, https://cumulus.cedefop.europa.eu/files/vetelib/2016/2016_validate_SI.pdf. [39]

Krek, J. and M. Metljak (2011), *Bela knjiga o vzgoji in izobraževanju v Republiki Sloveniji 2011 (Education White Paper of the Republic of Slovenia)*, http://pefprints.pef.uni-lj.si/1195/ (accessed on 26 August 2018). [10]

LU Slovenska Bistrica((n.d.)), *Ljudska univerza Slovenska Bistrica (Adult Education Centre Slovenska Bistrica)*, http://lu-sb.si/predstavitev.html (accessed on 16 October 2018). [45]

Ministry of Advanced Education and Skills Development (2017), *Strengthening Ontario's Adult Education System*, Ministry of Advanced Education and Skills Development, https://files.ontario.ca/adult-education-system-dec2017-en.pdf. [47]

MIZS (2017), *Predlog zakona o izobraževanju odraslih [Proposal of the Adult Education Act]*, http://vrs-3.vlada.si/MANDAT14/VLADNAGRADIVA.NSF/18a6b9887c33a0bdc12570e50034eb54/7844fac71ebd3f17c12581c500210d44/$FILE/ZIO_vlgr_25_10_17.pdf. [22]

MIZS (2013), *Ljudska univerza Jesenice*, http://lu-jesenice.net/ (accessed on 16 October 2018). [32]

MJU (2018), *Vzpostavitev kompetenčnega modela [Establishing Competency Model]*, http://www.mju.gov.si/si/delovna_podrocja/zaposleni_v_drzavni_upravi/projekt_vzpostavitev_kompetencnega_modela/ (accessed on 16 October 2018). [17]

MJU (2017), *Ciljno vodenje (Management by Objectives)*, http://www.mju.gov.si/si/delovna_podrocja/kakovost_v_javni_upravi/ciljno_vodenje/ (accessed on 16 October 2018). [16]

Kern Pipan, K., M. Arko Košec and M. Aškerc (eds.) (2015), *Javna uprava 2020: Strategija razvoja javne uprave 2015-2020 (Public administration 2020. Public Administration Development Strategy 2015-2020)*, Ministry of Public Administration, Ljubljana, http://www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/JAVNA_UPRAVA/Kakovost/Strategija_razvoja_JU_2015-2020/Strategija_razvoja_ANG_final_web.pdf. [5]

Municipality of Ajdovščina (2017), *Letni program izobraževanja odraslih v občini Ajdovščina 2018 (Annual Plan for Adult Education in the Municipality of Ajdovščina 2018)*, https://www.ajdovscina.si/mma/Letni%20program%20izobrazevanja%20odraslih%20v%20obcini%20Ajdovscina%202018.pdf/2017121511300549/?m=1513333803. [20]

National Assembly of the Republic of Slovenia (2018), *Zakon o izobraževanju odraslih (Adult Education Act)*, National Assembly of the Republic of Slovenia, http://pisrs.si/Pis.web/pregledPredpisa?id=ZAKO7641 (accessed on 07 August 2018). [19]

National Assembly of the Republic of Slovenia (2014), *Poslovnik Vlade Republike Slovenije (Rules of Procedure of the Government of the Republic of Slovenia)*, http://www.pisrs.si/Pis.web/pregledPredpisa?id=POSL32 (accessed on 23 July 2018). [7]

National Assembly of the Republic of Slovenia (2012), *Uredba o regionalnih razvojnih programih (Decree on regional development programs)*, http://pisrs.si/Pis.web/pregledPredpisa?id=URED6106 (accessed on 16 October 2018). [25]

National Assembly of the Republic of Slovenia (2011), *Zakon o spodbujanju skladnega regionalnega razvoja (ZSRR-2) (Promotion of Balanced Regional Development Act)*, http://www.pisrs.si/Pis.web/pregledPredpisa?id=ZAKO5801 (accessed on 16 October 2018). [24]

OECD (2018), *Subnational Governments in OECD Countries: Key Data, 2018 Edition*, OECD, Paris, https://www.oecd.org/regional/regional-policy/Subnational-governments-in-OECD-Countries-Key-Data-2018.pdf (accessed on 12 October 2018). [26]

OECD (2017), *Skills for a High Performing Civil Service*, OECD Public Governance Reviews, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264280724-en. [13]

OECD (2017), *Skills for a High Performing Civil Service – HIGHLIGHTS*, OECD Publishing, Paris, https://www.oecd.org/gov/pem/Skills-Highlights.pdf (accessed on 16 October 2018). [14]

OECD (2016), *OECD Regional Outlook 2016: Productive Regions for Inclusive Societies*, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264260245-en. [21]

OECD (2012), *Slovenia: Towards a Strategic and Efficient State*, OECD Public Governance Reviews, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264173262-en. [11]

OECD (2005), *Promoting Adult Learning*, Education and Training Policy, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264010932-en. [1]

OECD (2003), *Beyond Rhetoric: Adult Learning Policies and Practices*, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264199446-en. [2]

Reghenzani-Kearns, D. and P. Kearns (2012), "Lifelong learning in German learning cities/regions", *Australian Journal of Adult Learning*, Vol. 52/2, https://files.eric.ed.gov/fulltext/EJ1000173.pdf. [36]

Republic of Lithuania (2011), *Law Amending the Law on Education*, Republic of Lithuania, https://e-seimas.lrs.lt/portal/legalAct/lt/TAD/TAIS.407836. [30]

RRA Notranjsko-kraške regije (2015), *Regionalni razvojni program Primorsko-notranjske regije za obdobje 2014-2020 (Regional Development Programme of Primorsko-notranjska region 2014-2020)*, http://www.rra-zk.si/materiali/priloge/slo/rrp-nkr-2014-2020-s-popravki_april-2015.pdf. [23]

Šooš, T. et al. (eds.) (2017), *Strategija razvoja Slovenije 2030 (Slovenian Development Strategy 2030)*, Government Office for Development and European Cohesion Policy, Ljubljana, http://www.vlada.si/fileadmin/dokumenti/si/projekti/2017/srs2030/en/Slovenia_2030.pdf. [3]

SVRK (2017), *Policy Jam*, Slovenia 2050, https://slovenija2050.si/2017/11/08/policy-jam/ (accessed on 16 October 2018). [43]

The Adult Education Association (2012), *Kdo in kako naj upravlja izobraževanje odraslih v Sloveniji? [By whom and how should adult education be governed in Slovenia?]*, http://www.andragosko-drustvo.si/wp-content/uploads/2015/08/Kdo-in-kako.pdf. [15]

Thinesse-Demel, J. (2009), "Background report: Germany (regional report)", *R3L+ Quality Framework For Learning Regions*, European Commission. [37]

Velenje, S. (2017), *MIC Velenje (Inter-Company Training Centre Velenje)*, http://mic.scv.si/ (accessed on 16 October 2018). [33]

Annex 3.A. Chapter 3 detailed tables

Annex Table 3.A.1. Education and training of civil servants, by ministry (2017)

Ministry	Number of employees (December 2017)	Conferences, seminar, symposiums		Professional education of employees	
		Number	Costs (EUR)	Number	Costs (EUR)
Ministry of Finance	408	/	/	136	60 091
Ministry of Foreign Affairs	663	24	9 772	127	67 871
Ministry of Justice	186	199	61 666	117	25 621
Ministry of Economic Development and Technology	209	23	31 911	336	95 218
Ministry of Agriculture, Forestry and Food	203	93	86 147	77	32 951
Ministry of Infrastructure	181	4	21 997	221	75 398
Ministry of the Environment and Spatial Planning	275	96	126 040	141	97 327
Ministry of Labour, Family, Social Affairs and Equal Opportunities	200	64	44 521	45	17 081
Ministry of Health	142	23	36 954	97	42 029
Ministry of Public Administration	480	342	264 516	243	89 110
Ministry of Education, Science and Sport	274	5	12 725	79	33 489
Ministry of Culture	126	/	/	36	5 881
Ministry of the Interior	269	3	3 097	28	24 978
Ministry of Defence	730	39	21 771	43	102 515
Government Office for Development and European Cohesion Policy	68	220	331 345	163	44 709

Source: Data provided by the Ministry of Finance (13 July 2018).

StatLink https://doi.org/10.1787/888933858753

Annex Table 3.A.2. Current resourcing of co-ordination mechanisms

Body/process	Members	Seniority	Time	Funding
AE co-ordination body	9 ministries (excluding Economy), public institutes (ACS and CPI), Expert Councils, associations of adult learning providers, the AE association, business chambers and trade unions and Association of Municipalities and Towns of Slovenia.	Ranges from representatives of different stakeholders to State Secretaries, differs between meetings	Meeting twice per year	No separate budget line
Expert Council AL	President and 14 experts in adult education: 8 adult education providers 2 public faculties 2 national agencies 2 chambers 1 union	Experts in adult education	When necessary, at least four times per year	Budget of the Republic of Slovenia – dedicated funds in the financial plan of the Ministry of Education, Science and Sport. Attendance fees: EUR 2 124 (2017) Leading the SSIO: EUR 7 440 (2017)
Expert Council VET	President and 14 experts in vocational and/or technical education: 8 adult education providers 4 chambers 1 national agency 1 union 1 firm	Experts in vocational and/or technical education	When necessary, as a rule, once a month. Also anytime if at least one-third of the members of the Council, the Government of the Republic of Slovenia, the minister responsible for education or the minister responsible for work proposes this.	Budget of the Republic of Slovenia – dedicated funds in the financial plan of the Ministry of Education, Science and Sport. [1]
Inter-ministerial review of legislation	MIZŠ: form stakeholder committees for every legislative proposal MDDSZ: occasionally form stakeholder committees for legislative proposals	Responsible civil servants	Each time a ministry sends a proposal to the Government	No separate budget line
National PIAAC co-ordination	Representatives of consortium which implements PIAAC, MIZŠ, SSIO	Director of the Development Unit at the MIZŠ, representatives of the Consortium	When necessary	No separate budget line
National Skills Strategy project team	9 ministries and offices	Representatives of the ministries (civil servants)	Meeting during OECD visits	No separate budget line Shared inter-ministerial funding for Action Phase
Expert group for lifelong career guidance	Representatives of MIZŠ, MDDSZ, SVRK, MGRT As well as ACS, chamber of commerce, University, Institute of Education etc.).	Representatives of different stakeholders		No separate budget line

Note: [1] No exact data on the amount obtained.
Sources: Information obtained during OECD missions in Slovenia, including information provided by the MIZŠ (8 August 2018).

Chapter 4. Priority challenges in adult learning requiring co-operation

In Slovenia, as in other OECD countries, two complex challenges facing the adult-learning system are: motivating more adults to learn and appropriately funding adult learning effectively and efficiently. Having strengthened the "enabling conditions" for co-operation (Chapter 2) and improved co-operation between specific actors (Chapter 3), Slovenia should take a more co-ordinated approach to addressing these two challenges as a priority. This chapter presents each of these priority areas in turn with 1) an overview of the current arrangements, roles and responsibilities; 2) a discussion of the opportunities for improvement; 3) examples of good practice from Slovenia and abroad; and 4) recommended actions to better address these two challenges, in order to boost adults' learning and skills.

Improve co-operation on raising awareness about adult learning

Motivating more adults to learn and employers to invest in training will be essential for achieving Slovenia's goal of raising participation in adult learning. This requires government, social partners and other stakeholders to effectively promote and raise awareness of the benefits of and opportunities for adult learning.

About half of Slovenia's adults (48%) do not participate and do not want to participate in education and training (Eurostat, 2018[1]). Slovenia has been unsuccessful in reducing this figure over the last decade, which stood at 46% in 2007. Motivation to learn is lowest among low-skilled adults. In Slovenia, 57% of adults with low proficiency in numeracy or literacy do not participate, and do not want to participate in education and training (OECD, 2017[2]).

A relatively large share of enterprises in Slovenia provide financial support for continuing vocational training (CVT) for their workers, although the share is much smaller for certain groups. Only about 16% of enterprises in Slovenia[1] provide no such support, below the EU average of 27% (Eurostat, 2018[3]). However, for small enterprises (10-49 employees) the rate is much higher at 32% (Eurostat, 2018[3]). In addition, support for CVT is relatively low in some sectors like construction, and trade, accommodation and transport (Figure 4.3).

OECD countries employ several approaches to promote adult learning among individuals and enterprises (OECD, 2005[4]), including ensuring policy co-ordination and coherence (see Actions 1–5), improving delivery and quality control (related to Actions 3 and 6), and promoting well-designed co-financing arrangements (see Action 8). In particular, promoting and improving the benefits of adult learning is important (OECD, 2005[4]). This requires providing high-quality information about the potential benefits of adult learning and the learning opportunities available to adults (see Action 3). It also requires the effective dissemination of this information on line, through outreach by various actors, guidance services and broader awareness campaigns.

Current arrangements for raising awareness about adult learning

In Slovenia, public agencies and providers seek to promote and raise awareness of adult learning in various ways, as do some social partners.

The Adult Education Master Plan (*Resolucija o nacionalnem programu izobraževanja odraslih v Republiki Sloveniji za obdobje*) (ReNPIO) established information provision, counselling and the promotion of adult learning as priority activities for 2013-20. These activities seek to (re)integrate adults into education, especially young and disadvantaged adults. To this end, the ReNPIO suggests free information and counselling activities, new counselling models and programmes, and improved career guidance in adult learning. It also recognises the importance of co-operation between professionals and organisations from different sectors, including social partners, for realising its priorities.

Since 1996, Slovenia's Lifelong Learning Week has involved representatives of all sectors to promote the value of and opportunities for adult learning on a national scale (Box 4.1).

Box 4.1. Current arrangements in Slovenia: Lifelong Learning Week

Since 1996 Slovenia's Lifelong Learning Week has helped foster a culture of lifelong learning in the country. It promotes learning opportunities in various programmes and providers, guidance services, and social and cultural events at the national and local level.

The week commences with a grand opening and the Slovenian Institute for Adult Education's (*Andragoški center Republike Slovenije*) (ACS) annual adult-learning awards, and involves an adult-learning conference, Learning Parades in selected towns, and a range of other events. The slogan of the campaign is "Slovenia, learning society" (*Slovenija, učeča se dežela*). The campaign seeks to build positive attitudes towards learning and education, and awareness of adult learning's importance and pervasiveness.

Several actors are involved in Lifelong Learning Week, including:

- The ACS provides the overall co-ordination of the project at the national level.
- Regional and thematic co-ordinators – institutions such as Adult Education Centres (*Ljudske univerze*) (LUs) – act as initiators, directors and co-ordinators. They either work together in their own region or on a specific content area nationwide. For example, in 2018 there were 43 such regional co-ordinators and 16 thematic co-ordinators.
- The event providers are organisations from various fields:

  - formal and non-formal education (kindergartens, primary and secondary schools, LUs, Universities of the Third Age, study and reading circles) (*Študijski in bralni krožki*), counselling centres, self-study centres (*Središča za samostojno učenje*)

  - work (businesses, Employment Service offices, trade unions)

  - culture (cultural centres, libraries, museums, music and dance schools, cultural associations)

  - social organisations (centres for social work, homes for the elderly, social associations)

  - other institutions and associations in the fields of ecology, health, tourism, sport, youth organisations, etc.

The Ministry of Education, Science and Sport (*Ministrstvo za izobraževanje, znanost in šport*) (MIZŠ) and Ministry of Labour, Family, Social Affairs and Equal Opportunities (*Ministrstvo za delo, družino, socialne zadeve in enake možnosti*) (MDDSZ) are the main sponsors of Lifelong Learning Week and offer financial and other support for its implementation. A national committee is appointed for four years to steer and monitor Lifelong Learning Week at the strategic level, and consists of representatives of three ministries (MIZŠ, MDDSZ and Ministry of Culture [*Ministrstvo za kulturo*] [MK]), the ACS, providers, trade unions and chambers of commerce.

Source: ACS (2018[5]), *LLW – Slovenian Lifelong Learning Week*, https://llw.acs.si/about/.

Lifelong Learning Week has expanded significantly in last two decades in terms of providers, events, publications and visitors (Table 4.1).

Table 4.1. Lifelong Learning Week in Slovenia: Key statistics (1996-2018)

Number / Year	1996	2001	2006	2011	2016	2018
Providers	74	545	474	881	1 795	1 812
Events	500	3 400	4 050	6.482	8 922	7 732
Publications	163	1 340	1 439	1 457	ca. 2 300	
Visitors	10 000	40 000	107 217	149 000	ca. 157 000	

Source: ACS (2018[5]), *LLW – Slovenian Lifelong Learning Week*, https://llw.acs.si/about/; ACS (2017[6]) *Identity Card of TVU*, http://tvu.acs.si/datoteke/TVU2017/Osebna%20izkaznica%20TVU%202017.pdf.

StatLink https://doi.org/10.1787/888933858544

The ACS seeks to motivate adults to learn by publicly recognising success stories through its annual awards for adult learning (*Priznanja za promocijo učenja in znanja odraslih*) (ACS Awards). There are three categories of ACS Awards: individuals; groups; and institutions, businesses or local communities. Awards are given based on various criteria, including extent of personal development, achievements after learning, extent of obstacles overcome, knowledge sharing and contribution to the wider environment. The ACS awards up to ten recipients each year in a public ceremony typically coinciding with the opening of Lifelong Learning Week.

The ACS has developed training and performance indicators to help providers effectively promote their adult-learning programmes. Promotion and Marketing in the Field of Adult Education (*Promocija in trženje na področju izobraževanja odraslih)* is an 8-hour training programme covering basic marketing approaches in adult learning. Approximately 39 practitioners enrolled in the training in 2018. The ACS' self-evaluation framework for adult education, POKI (Box 2.10 in Chapter 2), includes quality indicators for general and targeted promotional activities in adult learning. Data on the number of education and training providers using these indicators are not available.

Individual education institutions raise awareness and reach out to prospective learners about their programmes in different ways and to differing degrees. A study involving interviews with seven providers of adult education and training in Slovenia found that none had developed specific outreach activities for under-represented learners, such as unemployed or Roma adults (Ivančič, Špolar and Radovan, 2010[7]). The study found that upper secondary and higher education providers focused their outreach and promotional activities on adults who are willing and able to pay for learning. The LUs took a more proactive and widespread approach to outreach, directly mailing households; advertising on line, in papers and on posters; contacting the human resources departments of employers; and presenting to employers. To reach under-represented groups, LUs liaised with social workers, Universities of the Third Age, local societies, associations, clubs and the Employment Office, and met face-to-face with members of the Roma community. Some LUs, such as the LU in Jesenice, have employed someone from the local migrant community to reach out and promote learning opportunities. Finally, Inter-Company Training Centres (*Medpodjetniški izobraževalni centri*) (MICs) can play a role in raising the awareness of companies and adults about sector-specific training opportunities.

Slovenia has a well-developed and expanding network of professional guidance counsellors, who play an important role in promoting adult learning. Professional counsellors in Slovenia's 17 Regional Guidance Centres can help adults identify their learning needs, find relevant programmes and financial support, persist with their programmes, and plan their careers. They focus on assisting adults with low levels of skills, those aged over 50, migrants and Roma. In 2017, approximately 13 400 adults attended individual guidance counselling sessions in Slovenia. With the 2018 Adult Education Act (*Zakon o izobraževanju odraslih)* (ZIO-1 Act) establishing educational guidance counselling as a public service, the number of regional guidance centres will increase to 34, and public expenditure will increase to EUR 2 million per year. Similarly, career counsellors in the Employment Service of Slovenia's (*Zavod Republike Slovenije za zaposlovanje*) (ZRSZ) 12 regional Career Centres provide unemployed and at-risk adults with information and guidance on potential career paths and training opportunities. In 2017, about 20 300 individuals attended meetings with the ZRSZ's career counsellors.

The Expert Group for Lifelong Career Guidance provides a forum for various actors to co-ordinate Slovenia's career guidance services. Established in 2008 by the MIZŠ, the group comprises representatives of the University of Ljubljana, the MDDSZ, MIZŠ, ACS, Institute of the Republic of Slovenia for Vocational Education and Training (*Center Republike Slovenije za poklicno izobraževanje*) (CPI), ZRSZ and the Euroguidance Centre of Slovenia. The expert group's role is to co-ordinate policies and projects; monitor the implementation of training; provide reports, proposals and advice to policy makers; design a draft national strategy; and oversee the quality systems and annual reporting of members (Hergan et al., 2016[8]).

The Centres for Social Work (*Centri za socialno delo*) (CSDs) also have an important role in promoting adult learning to the long-term unemployed and adults who are not active in the labour market. In co-ordination with the ZRSZ, professional social activators in Slovenia's 14 regional CSDs identify inactive adults to participate in short-term (3.5 month) or long-term (11 month) education programmes. The purpose of these programmes is to improve the motivation, social and functional skills of disengaged adults, and support them re-entering the labour market. The project aims to work with 3 000 individuals per year.

As noted in Chapter 2 (Action 3), Slovenia has several online portals that offer adults information on available adult-learning programmes. These include the ACS' portal Where to Obtain Knowledge? (*Kam po znanje?*), the ZRSZ's portals Where and How? (*Kam in kako?*), e-Advisor (*s-Svetovalec*), and the CPI's portal My Choice (*Moja izbira*).

Schools can also play a role in promoting adult learning by referring parents with low levels of skills to education programmes. We Read and Write Together (*Beremo in pišemo skupaj*) is a family literacy programme for parents with low levels of basic skills. It seeks to improve parents' literacy and basic skills in order to refine their social skills, develop a family reading culture, provide motivation for lifelong learning and encourage active citizenship. Teachers can refer parents to LUs to access the programmes. In 2011-13, approximately 1 200 participants enrolled in this programme.

Some social partners explicitly set goals to promote adult learning among their members. For example, the Posavje regional chamber of the Chamber of Commerce and Industry of Slovenia (*Gospodarska zbornica Slovenije*) (GZS) stipulates awareness raising of training opportunities as one of their main services. At the national level, both the GZS and Chamber of Craft and Small Business of Slovenia (*Obrtna zbornica Slovenije*) (OZS) provide some training programmes for their members, but do not mention promotion or

awareness raising among their functions. The Association of Free Trade Unions of Slovenia (*Zveza svobodnih sindikatov Slovenije*) (ZSSS) includes the promotion of adult education among its objectives. It seeks to motivate its members to learn by seeking appropriate conditions and recognition for their education, and raising awareness among employers about the benefits of training and among union members about opportunities for formal and non-formal education. On the other hand, the Confederation of Trade Unions 90 (*Konfederacija sindikatov 90*) does not mention education or training among its priority tasks.

The EU recognises promotion and raising awareness of adult learning as a priority, and has developed associated guidance and tools. The Council Resolution on a Renewed European Agenda for Adult Learning (2011[9]) called upon states to foster greater awareness among adults, employers and social partners of the benefits of adult learning, and make full use of the lifelong learning tools agreed at EU level. The European Commission (EC) has developed various tools to assist member states in promoting adult learning, including a network of national co-ordinators who promote adult learning in their countries, as well as the European Guide on Strategies for Improving Participation in and Awareness of Adult Learning (2012[10]). The objectives of the guide are to 1) show how to make adult learning more popular and more accessible for identified target groups; 2) analyse existing initiatives already carried out in terms of awareness raising in the field of adult education; and 3) provide recommendations for future activities and propose which existing strategies should be used.

Opportunities to improve co-operation on awareness raising

Slovenia has a relatively well-developed system for raising awareness about adult-learning opportunities and benefits. The Lifelong Learning Week has been internationally recognised as a good practice, and the ZIO-1 Act expanded publicly funded guidance and counselling services for potential adult learners.

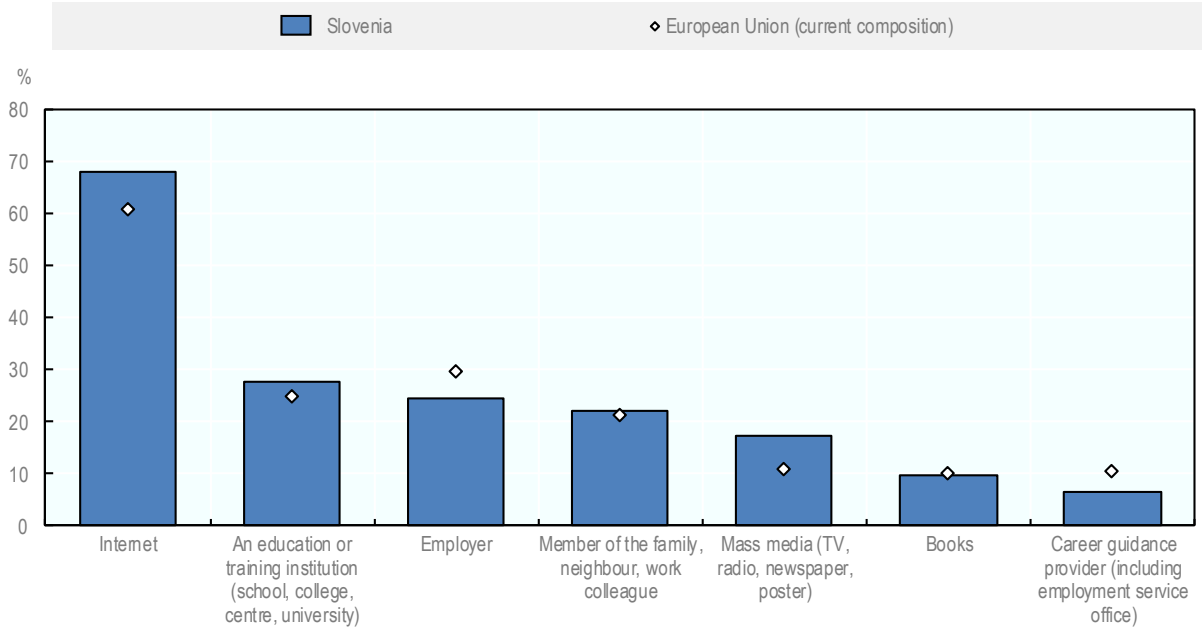
However, several participants in this project reported that awareness-raising efforts for adult learning currently lack widespread cross-sectoral support. The ACS, MIZŠ and MDDSZ services (guidance counsellors, LUs and ZRSZ offices) largely drive these efforts. Participants agreed that all sectors should share responsibility for promoting and raising awareness of adult learning and do more to co-ordinate their efforts.

There is a particular need to raise awareness of the benefits of learning among unemployed and inactive adults in Slovenia, as well as small enterprises. The gap in participation between employed and unemployed or inactive adults in Slovenia widened between 2007 and 2016 (Figure 1.3 in Chapter 1). A relatively high share of the CVT sponsored by small enterprises (41%) consists of "obligatory courses on health and safety at work" (Eurostat, 2018[3]). It is important that such training meets the learning needs of adults and the skills needs of enterprises.

Data from the EC's Adult Education Survey support the notion that various actors and media have a role in raising awareness about adult learning in Slovenia. In 2016, about 56% of adults in Slovenia reported that they had searched for information on formal and non-formal education and training opportunities. This was higher than all EU countries except Luxembourg and Denmark (Eurostat, 2018[1]). According to the latest data (2011), Slovenian adults draw on a wide range of sources for information on adult-learning opportunities (Figure 4.1).

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

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



Source: Eurostat (2018[1]), *Distribution of sources to look for information on learning possibilities*, Adult Education Survey, https://ec.europa.eu/eurostat/data/database (accessed on 23 October 2018).

StatLink https://doi.org/10.1787/888933858487

There are opportunities for several actors and sources to play a more effective role in raising awareness and motivating adults to learn in Slovenia.

Online portals

Improving Slovenia's online portals for adult-learning opportunities will be essential to raise awareness of adult-learning. The Internet is by far the most commonly used source of information on learning opportunities, and is used more frequently in Slovenia than in other EU countries (Figure 4.1). It is essential that Slovenia's online portals for adult learning are user friendly and comprehensive, and are integrated with information on the benefits of adult learning and skills needs. Collaboration between the ACS, ZRSZ and CPI will be important in this regard (see Action 3).

Education and training providers

Adult education and training providers in Slovenia have an important role in promoting adult learning, but some providers are lagging behind. In Slovenia, providers are the second-most common source of information on learning opportunities for adults (Figure 4.1). Despite the priority given to under-represented learners in the ReNPIO, most providers do not appear to have specific strategies for promoting learning among these groups. In particular, formal education institutions (upper secondary and tertiary) have limited incentives to reach out to vulnerable groups, as tuition fees would preclude many adults from participating (OECD, 2017[11]). Only 39 practitioners enrolled in the ACS' Promotion and Marketing in Adult Learning training programme in 2018. Furthermore,

good practices like employing representatives of target groups to undertake outreach (as occurs in the LU of Jesenice) are not widespread (Ivančič, Špolar and Radovan, 2010[7]).

Guidance and career counsellors

Guidance counsellors can now play a stronger role in raising awareness of adult learning in Slovenia. Counsellors in LUs are well placed to reach local disadvantaged groups, while the ZRSZ's counsellors and the CSDs' case workers are well placed to reach unemployed and inactive adults respectively. According to the 2011 data, Slovenian adults rarely used career guidance providers (including Employment Service offices) for information on learning opportunities (Figure 4.1). The expansion of guidance counselling services under the ZIO-1 Act (2018) is an opportunity for counsellors to play a more prominent role in motivating adults to learn. More comprehensive information on the availability and quality of learning opportunities (Action 3) will support guidance counsellors. It will be important that guidance counsellors promote not only the programmes of their LUs, as LUs accounted for only 6% of providers and 9% of participants in adult learning in Slovenia in 2014/2015 (Taštanoska, 2017[12]). The efficacy of guidance services should be evaluated and monitored over time (Action 3).

Employers

A growing share of enterprises in Slovenia sponsor CVT for workers, but employers could play a greater role still in motivating adults to learn. Smaller enterprises and certain sectors (construction, and trade, accommodation and transport) offer relatively less support for CVT. Employers could also play a greater role in informing workers about relevant learning opportunities. In Slovenia, 25% of adults looking for information on learning possibilities consulted their employer, compared to 47% in France, 41% in the UK and 37% in Denmark (Eurostat, 2018[1]). In the past, the ACS had plans to develop guidance services in the workplace in collaboration with employers, trade union representatives, training managers and human resource managers in small and medium-sized enterprises (Ivančič, Špolar and Radovan, 2010[7]). This has occurred to some extent through specific programmes. For instance, the Competence Centres for Human Resources Development (*Kompetenčni centri za razvoj kadrov*) (KOCs) of the Public Scholarship Development, Disability and Maintenance Fund of the Republic of Slovenia (*Javni štipendijski, razvojni, invalidski in preživninski sklad Republike Slovenije*) (JŠRIP), have helped strengthen the HR capacities and training needs assessment of participating employers. More generally, however, it appears that progress on strengthening guidance in workplaces has been limited and is not a clear priority under the ZIO-1 Act.

Social partners

Social partners have a central role in raising awareness of the benefits of learning among employers and employees. A range of international research based on in-depth case studies suggests that working with social partners to plan, promote and recruit adults to learning has improved adults' skills and employability (European Commission, 2015[13]). In Slovenia, despite declining union and business chamber membership, a relatively high share of employees in Slovenia are covered by collective agreements: 65%, compared to only 33% across the OECD in 2013 (OECD, 2017[14]). However, social partners need to raise the profile of adult education and training among workers and employers, and this should be reflected in collective agreements.

Employers' associations are well placed to take a lead role in raising employers' awareness of and motivation for investing in skills (particularly micro and small enterprises). There are five major inter-sectoral employers' associations in Slovenia (Kanjuo Mrčela, 2018[15]), and several smaller ones. In 2013 in Slovenia, about 60% of employees in the private sector worked in firms affiliated to an employers' association, above the average for the 26 OECD countries for which data is available (OECD, 2017[14]). However, few associations include promotion of learning among their objectives or services, and some do not actively promote learning. Research into vocational education and training (VET) promotion in Slovenia (Hergan et al., 2016[8]; ReferNet Slovenia, 2011[16]) found that the OZS is quite active in sharing information on apprenticeships and learning opportunities, and promoting craft occupations and job prospects. On the other hand, the research found that the GZS only occasionally undertakes VET promotion activities and is not very active in providing guidance.

Trade unions are well placed to take a lead role in raising awareness and motivation for adult learning among workers, especially low-skilled workers. Slovenia has 49 trade unions, associations or confederations (MDDSZ, 2018[17]). About 21% of employees were members of a union in 2013, above the OECD average of 17% (OECD, 2017[14]). However, while some trade unions, such as ZSSS, have explicit objectives to motivate workers and employers to engage in training, others do not (PERGAM, *Konfederacija sindikatov 90* etc.). Some representatives of the ministries involved in this project stated that trade unions in Slovenia have not yet embraced their role in promoting education and training. Some trade unions' are concerned that education and training is not sufficiently recognised in workers' remuneration and promotion (Ivančič, Špolar and Radovan, 2010[7]).

Mass media

Compared to other EU countries, the mass media are a relatively important source of information about learning possibilities in Slovenia (Figure 4.1). This confirms the potential for raising awareness about the value of adult learning through high-quality and well-co-ordinated media campaigns. In particular, Slovenia's Radiotelevizija Slovenija Act 2005 defines the role of public media in raising cultural awareness, suggesting an important role for public media in raising awareness about adult learning.

The LLL Strategy of Slovenia (2007) put a high priority on effective promotion and awareness-raising activities in order to realise the ideal of adult learning (Box 4.2).

Box 4.2. Previous recommendations: Promoting and raising awareness for adult learning

Lifelong Learning Strategy of Slovenia (2007)

The LLL Strategy included among its 14 strategic objectives to:

- enhance awareness that learning results in increased self-confidence, creativity, entrepreneurial spirit and knowledge, and skills and qualifications to support active participation in economic and social life, and a better quality of life
- make all people aware that they are entitled to learning and education
- promote lifelong learning as a fundamental life value with all public resources and media for communication and advertising.

The LLL Strategy also included, as one of its 10 "strategic cores", to "offer information and counselling to people who want to learn or who are learning". It recommended, among other things:

- adopting a strategy of lifelong counselling, to ensure its implementation for different target groups and workers, and in other counselling services for adults.
- providing access to information and counselling as equally as possible, to all adults in all environments
- reaching out to adults in their environment to encourage demand, rather than waiting for adults to come to the service
- linking and co-ordinating different counselling services and centres at the state and regional levels, to ensure complementarity, efficiency and quality.

The LLL Strategy included promotion among its implementation measures, and recommended stronger support and promotion of lifelong learning in the media, as well as special promotional events and projects including Lifelong Learning Week, panels on lifelong learning, mottos and slogans (e.g. "lifelong learning for everybody"), exhibitions, leaflets, awards and other promotional material.

Source: Jelenc (2007[18]), *Lifelong Learning Strategy in Slovenia,* www.mss.gov.si/fileadmin/mss.gov.si/pageuploads/podrocje/razvoj_solstva/IU2010/Strategija_VZU.pdf.

Examples of good practice awareness raising for adult learning

In Croatia, the Agency for VET and Adult Education led the development of a Strategic Framework for Promotion of Lifelong Learning, which establishes communication plans and promotional activities targeted to different groups of adults (Box 4.3).

Box 4.3. International good practice: Croatia's Strategic Framework for Promotion of Lifelong Learning (2017-21)

Croatia's Strategic Framework for Promotion of Lifelong Learning 2017-21 (Strategic Framework) provides analysis of the state of lifelong learning, basic strategic orientation for the promotion of lifelong learning activities, and communication plans which outline promotional activities for specific target groups. Different promotional activities are targeted to:

- students in formal education
- existing and potential participants in adult education
- employers
- vulnerable social groups
- education policy decision-makers, and
- providers of services in adult education.

Analysis undertaken for the Strategic Framework generated several findings of relevance to the design of the promotion strategy, including the characteristics of adult learners, the main barriers to participation, and the most common motivations for participating in adult education.

The Strategic Framework is expected to contribute to the advancement of the annual Lifelong Learning Week. The main priorities for the promotion of lifelong learning in Croatia involve raising awareness of the need for learning throughout life, learning for personal and social development, the benefits of lifelong learning for adjustment to changes in the labour market, the specific needs of students, career advancement and employability, and the significance of non-formal and informal forms of learning.

Source: Cedefop (2018[19]), *New framework for promoting lifelong learning and adult education*, www.cedefop.europa.eu/en/news-and-press/news/croatia-new-framework-promoting-lifelong-learning-and-adult-education.

In the United Kingdom, UnionLearn of the Trades Union Congress (TUC) raises awareness of the importance of adult learning and promotes its adult-learning services and funds to affiliated unions and workers (Box 4.4).

Box 4.4. International good practice: The United Kingdom's UnionLearn

In the United Kingdom, trade unions affiliated to the TUC benefit from the services of an institution named UnionLearn. This organisation is the learning and skills branch of the TUC and is in charge of assisting unions in delivering learning opportunities and skill improvement for their members as well as helping unions to become learning organisations. UnionLearn also acts as a broker connecting employers, learners and education providers (typically for literacy, numeracy, vocational, adult learning and other training programmes), and promotes learning agreements with employers.

An important part of UnionLearn's activities is to raise awareness of the importance of adult learning, and promote its adult-learning services and funds to affiliated unions and workers. It does this in several ways, including through the support of Union Learning Representatives, promotional materials and awareness events. According to the 2016 evaluation report of Union Learning Fund, 52% of people got involved in UnionLearn activities mainly through the support of Union Learning Representatives, 25% through promotional materials and 20% through union-organised awareness events, among other routes.

The employers involved in UnionLearn's activities have also played an important role in promoting and providing information on adult learning. About 82% of the employers that engaged with unions on learning did it with the purpose of raising awareness of the benefits of learning and/or training.

These actions have reached a diverse group of members and have been particularly successful in engaging older workers and learners from minority ethnic groups.

The union's learning activities are supported with resources from the Union Learning Fund, created in 1998 under the authority of the Department for Education and Employment. The main objective of the fund is to develop the capacity of trade unions and Union Learning Representatives to work with employers, employees and learning providers to encourage greater take-up of learning in the workplace. Unions can access the Union Learning Fund on an annual basis (through an application process), by focusing their learning activities on priority areas of government's skills policy.

Source: Stuart et. al. (2016[20]), *Evaluation of the Union Learning Fund Rounds 15-16 and Support Role of UnionLearn: Final Report*, www.unionlearn.org.uk/2016-evaluation.

Recommended Action 7: Improving co-operation on awareness raising

In light of these current arrangements, challenges and good practices, employers and chambers, trade unions, providers and government agencies could better co-ordinate their efforts to motivate more adults to learn and employers to invest in training.

Action 7

Employers and their associations, trade unions, ministries, LUs, MICs, CSDs, ZRSZ offices, municipalities, schools, public media outlets and others should better share responsibility for raising awareness about the benefits of and opportunities for adult learning.

These actors should co-operate to design, fund and implement an action plan for promoting adult learning in Slovenia. The action plan should motivate more adults to participate in and employers to sponsor education and training, contributing to a culture of lifelong learning in Slovenia. The action plan should involve a national multimedia campaign to raise general awareness, building on the success of Lifelong Learning Week. It should also detail appropriate awareness-raising, guidance and outreach initiatives at the regional and local level. The action plan should allocate responsibility to individual sectors and/or agencies for reaching out to specific target groups of adults closest to them: employers' associations for smaller enterprises; trade unions for low-skilled workers; the ZRSZ for the registered unemployed; CSDs for inactive adults; municipalities, LUs and Guidance Centres for other local disadvantaged groups; and schools to reach parents with low levels of skills.

This action plan should support the achievement of Slovenia's goals for adult learning (Action 1) and be overseen by the improved AE Body (Action 2). It should be supported by improved information on learning opportunities and outcomes (Action 3), local and regional stakeholders (Action 5) and cross-sectoral funding (Action 8).

More specifically, in designing and implementing a co-ordinated and comprehensive action plan for promoting adult learning to individuals and employers, consideration should be given to:

1. The target audience: how will the promotion be targeted to different groups of adults, including those under-represented in adult learning (e.g. low-skilled, inactive and older adults), as well as high-skilled adults.
2. Key messages: for example, the opportunities for adult learning in Slovenia, and potential benefits of participating in adult learning, using the information generated by Action 3, as well as personal success stories.
3. Key modes: the most effective modes of promotion (such as visits, group sessions, online, television and radio, print etc.) to be used for different target groups.
4. Roles and responsibilities: each sector should take a lead role for specific groups of adults, for example:
    a. Trade unions should formally adopt the promotion of adult learning for workers as a priority, and take a lead role in raising awareness among working adults, particularly those with low levels of skills and education.
    b. Employers' associations should make promotion of employer-sponsored training one of their priorities, and take a lead role in motivating employers to invest in the skills of workers, particularly for micro and small enterprises.

Individual employers should play a greater role in informing workers about relevant learning opportunities.

c. MICs should co-ordinate with local employers' associations and trade unions to promote sector- and technology-specific training opportunities among local enterprises and adults.

d. LUs and guidance counsellors should take a lead role in raising awareness among disadvantaged or marginalised adults in their regions, invest in their promotional capacity, and develop effective, proactive outreach strategies.

e. The ZRSZ and CSD should take a lead role in raising awareness among unemployed adults and those receiving social benefits.

f. Pre-schools and schools should take a lead role in raising awareness among parents with low levels of skills, and refer them to guidance counsellors, LUs and other local providers.

g. Publicly funded media outlets should serve as the main media platform for raising general awareness of the benefits of and opportunities for adult learning.

5. Expanding existing campaigns and initiatives: including Slovenia's Lifelong Learning Week and the ACS Awards.

6. Governance: the action plan should ultimately be geared towards achieving the goals and priorities of the adult-learning master plan (Action 1), overseen by a whole-of-government, cross-sectoral adult-learning body (Action 2) with input from the Expert Group for Lifelong Career Guidance, and underpinned by performance indicators and ongoing evaluation.

Improve co-operation to fund adult learning effectively and efficiently

Shared, sustainable and well-targeted funding is essential for improving participation, outcomes and cost effectiveness in adult learning. Funding of this sort requires effective co-ordination between government, social partners and learners (OECD, 2003, p. 221[21]).

Total expenditure on adult learning needs to be high and stable enough to support participation, particularly among disengaged groups. Neither the central government, municipalities, employers nor individuals have sufficient resources to provide this funding alone, making co-financing essential in adult learning.

Co-financing of adult learning is also important because individuals, employers and society typically share the benefits of adult learning (OECD, 2017[22]). Individuals can accrue direct personal, employment and social benefits from participating in adult learning. Employers benefit when education and training leads to more motivated, adaptable and productive workers. Society as a whole benefits from adult learning when it improves employment and earnings, as this increases tax revenues and lowers public spending on labour market programmes. Society also benefits from adult learning that empowers adults to be healthier and more trusting of others, and active in volunteering and voting (OECD, 2016[23]).

Yet, despite these widespread benefits, in certain cases adult learning may not occur without targeted government support (OECD, 2017[22]). Financial barriers are acute for those earning low incomes and older workers. In Slovenia, adults who want to participate in learning but face barriers to doing so, cite costs as their main barrier. Individual employers may lack financial incentives to invest in workers' general skills as opposed to

those specific to their business. Smaller employers in particular may lack the management capacity, time and budget to make substantive investments in training. Targeted public funding is therefore likely to be necessary for disadvantaged groups (such as adults with low incomes), certain types of businesses (such as smaller enterprises) and certain types of training (such as for general skills).

Current arrangements for funding adult learning

Nine ministries reported expenditure on adult-learning related programmes in Slovenia's 2018 Annual Plan for the Adult Education Master Plan (*Letni program izobraževanja odraslih v Republiki Sloveniji)* (LPIO) (2017[24]), totalling EUR 82.7 million. In total, over half of this expenditure (57%) is sourced from the European Social Funds (ESF) (Table 4.2).

Table 4.2. Expenditure on adult education and training, by ministry (2018)

Ministry	Expenditure (EUR)	Share of total adult-learning expenditure by ministries (%)	Share of funding from the European Social Fund (%)	Select examples of adult-learning programmes
MDDSZ	32 447 891	39.2	77.3	On-the-job training Non-formal education and training Project learning for younger adults Competence Centres for Human Resource Development Practical training for enhancing employment (Inter-Company Training Centres)
MIZŠ	23 566 880	28.5	71.9	Second-chance elementary school Information and counselling Programmes for improving basic and professional competencies Programmes for raising attainment level and acquiring professional competencies
Ministry of Agriculture, Forestry and Food (*Ministrstvo za kmetijstvo, gozdarstvo in prehrano*) (MKGP)	10 925 250	13.2	17.6	Training programmes in agriculture, forestry and food industries Counselling
Ministry of Health (*Ministrstvo za zdravje*) (MZ)	10 428 008	12.6	0.0	Preventive programmes for a healthy lifestyle
MK	2 510 671	3.0	66.4	Programmes and projects for reading, culture, literary events and international co-operation Co-financing educational film programmes Increasing the employability of vulnerable social groups in the field of culture
Ministry of Public Administration (*Ministrstvo za javno upravo*) (MJU)	1 699 999	2.1	100.0	Strengthening the competencies of non-governmental organisations (NGOs)
Ministry of the Interior (*Ministrstvo za notranje zadeve*) (MNZ)	793 000	1.0	0.0	Slovene language course for persons with international protection and third country nationals
Ministry of Justice *(Ministrstvo za pravosodje)* (MP)	186 878	0.2	100.0	Development of working competencies of prisoners

Ministry	Expenditure (EUR)	Share of total adult-learning expenditure by ministries (%)	Share of funding from the European Social Fund (%)	Select examples of adult-learning programmes
Ministry of Environment and Spatial Planning (*Ministrstvo za okolje in prostor)* (MOP)	170 376	0.2	12.3	Basic adult education on sustainable development and climate change Education of civil servants on climate change and sustainable development Education of different target groups on energy efficiency
TOTAL [AVERAGE]	**82 728 953**	**100.0**	**[57.0]**	

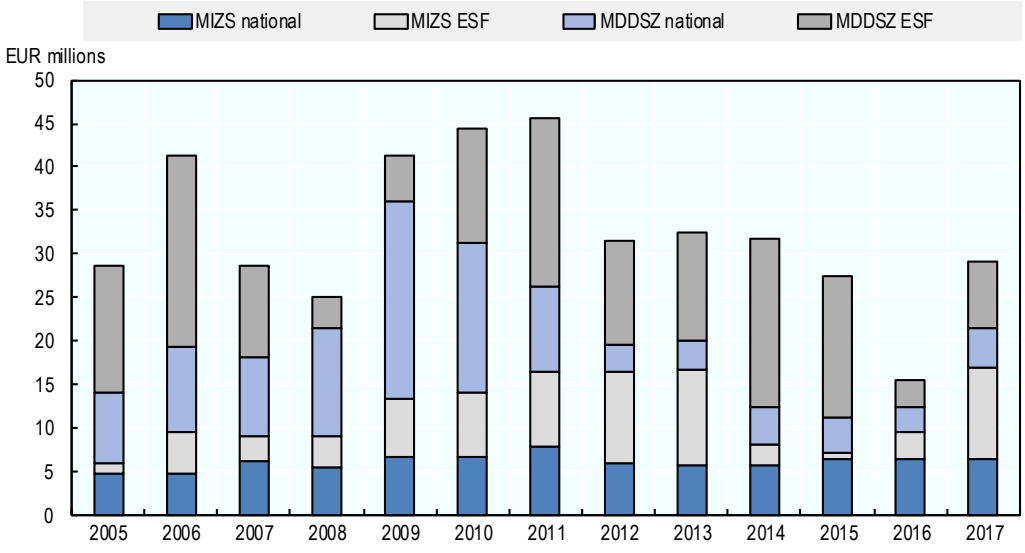
Source: Government of the Republic of Slovenia (2017[24]), *Annual Plan for the Adult Education Master Plan 2018*, www.mizs.gov.si/fileadmin/mizs.gov.si/pageuploads/podrocje/odrasli/Letni_program_izobrazevanja/2017/LPIO_2018_sprejet_na_vladi_-_27.7.2017.doc.

StatLink https://doi.org/10.1787/888933858563

While not currently included in the action plan, the Ministry of Economic Development and Technology (*Ministrstvo za gospodarski razvoj in tehnologijo*) (MGRT) also funds several programmes that include adult learning, such as *Slovenske poslovne točke* and entrepreneurship training for highly educated unemployed women.

Central government funding of adult learning has fluctuated considerably since 2005, reflecting variations in both national and ESF funding (Figure 4.2).

Figure 4.2. Annual expenditure on adult learning, MIZŠ and MDDSZ (2005-17)



Note: The MIZŠ and MDDSZ accounted for 68% of central government funding of adult learning in 2018.
Source: MIZŠ (2018[25]), *Adult education: LPIOs (2005-2017)*, www.mizs.gov.si/delovna_podrocja/direktorat_za_srednje_in_visje_solstvo_ter_izobrazevanje_odraslih/izobrazevanje_odraslih/.

StatLink https://doi.org/10.1787/888933858506

The amount and continuity of public expenditure on adult learning in Slovenia differs depending on the form and level of education. Public funding of adult learning is highly concentrated in non-formal, predominately job-related education and training (Table 4.3). Public funding of adult learning is largely project (ESF) based, available in some periods and not in others, but this differs across types of learning (Annex Table 4.A.1). For example, permanent public funding is available to cover the full, upfront costs of second-chance basic education (ISCED 1-2). However, public funding is largely project-based and occasionally available for second-chance secondary education (ISCED 3), and rarely available for tertiary education and training (currently only ISCED 5). Most major publicly funded programmes for non-formal education and training are project (ESF) based and funded.

Table 4.3. Expenditure on adult education and training, by type (2017) (EUR)

Ministry	Job-specific non-formal education and training	General non-formal education and training	Formal education and training (ISCED 1-5)	Support activities
MIZŠ	1 766 156	6 888 227	3 224 238	5 217 713
MDDSZ	11 900 361		121 179	1 151 941
MKGP	9 631 472	83 133		99 318
MOP	237 973	12 005		
MZ		10 844 242		
MK	1 712 442	405 296		20 000
MJU				1 708 673
MNZ		714 329		
MP	78 122			
TOTAL	25 326 527	18 947 231	3 345 418	8 197 644

Note: Support activities mainly include guidance and counselling for adults.
Source: MIZŠ (2018[26]), *Report on the implementation of the Annual Plan for the Adult Education Master Plan 2017*, www.mizs.gov.si/delovna_podrocja/direktorat_za_srednje_in_visje_solstvo_ter_izobrazevanje_odraslih/izobrazevanje_odraslih/.

StatLink https://doi.org/10.1787/888933858601

Many of Slovenia's 212 municipalities fund adult education programmes, although this varies considerably between municipalities (Table 4.4).

Table 4.4. Municipal expenditure on adult education (2018)

Sample of municipalities

Municipality	Per capita operational expenditure on adult education (EUR)	Total operational expenditure on adult education (EUR)	Population (2018)	Hosts a LU	"City" municipality
ČRNOMELJ	14.06	201 185	14 313	X	
BOHINJ	6.52	33 400	5 125		
JESENICE	6.52	135 100	20 759	X	
LENDAVA	4.52	47 000	10 406	X	
KRANJ	4.12	230 439	55 950	X	X
ORMOŽ	3.18	38 512	12 112	X	
RADOVLJICA	3.05	57 500	18 872	X	
AJDOVŠČINA	2.59	49 602	19 130	X	
SLOVENJ GRADEC	2.45	40 550	16 525	X	X
NOVO MESTO	1.61	58 700	36 533	X	X
SEŽANA	1.48	19 621	13 276	X	
VELENJE	1.34	43 815	32 802	X	X
CELJE	1.05	51 800	49 377	X	X
KRŠKO	0.99	25 680	25 833	X	
ŽALEC	0.94	19 890	21 243	X	
PIRAN	0.88	15 590	17 643		
MURSKA SOBOTA	0.88	16 503	18 734	X	X
LJUBLJANA	0.84	243 203	289 518	X	X
IDRIJA	0.62	7 300	11 757		
SLOVENSKE KONJICE	0.57	8 490	14 848		
TOLMIN	0.39	4 300	11 147		
SLOVENSKA BISTRICA	0.35	9 000	25 524	X	
PTUJ	0.34	7 970	23 162	X	X
MARIBOR	0.30	33 000	110 871	X	X
DOMŽALE	0.17	6 000	35 675		
GROSUPLJE	0.16	3 200	20 672		
KOPER	0.15	7 600	51 794	X	X
BRDA	0.14	800	5 623		
NOVA GORICA	0.08	2 500	31 638	X	X
KAMNIK	0.02	500	29 487		
CERKNICA	0	0	11 491		
LOGATEC	0	0	13 976		
SEVNICA	0	0	17 446		
VRHNIKA	0	0	16 978		

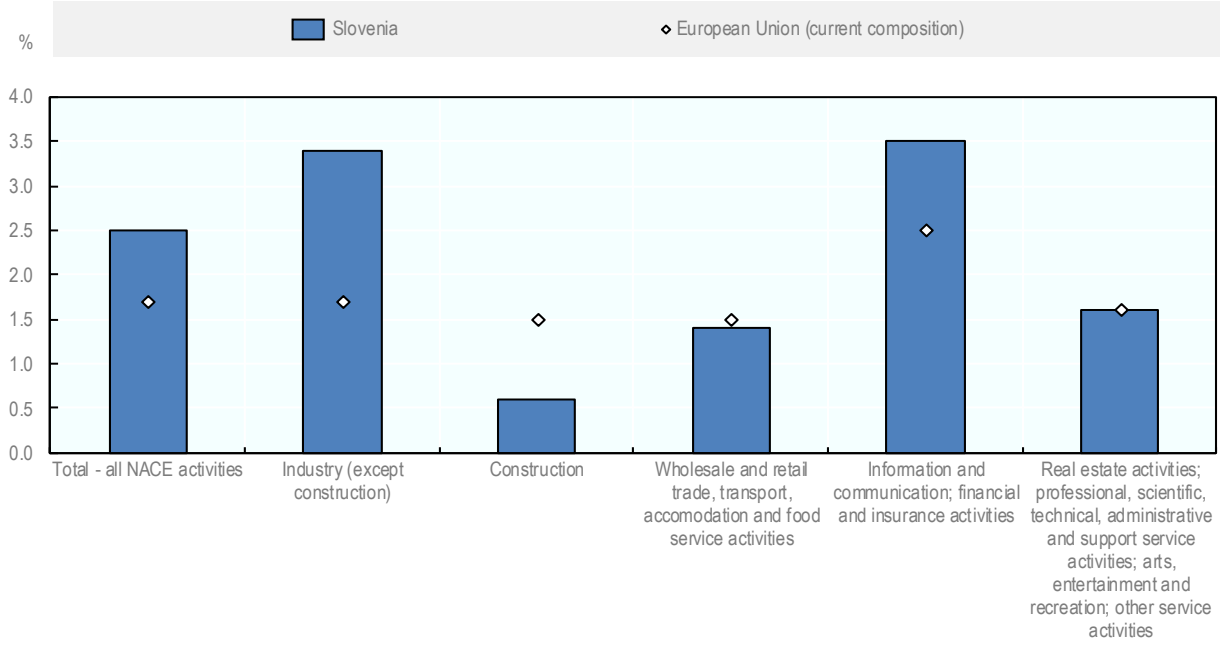
Note: Some adult-learning related activities may also be included in the municipal budget line Amateur Cultural Activities. Expenditure on Amateur Cultural Activities ranges from approximately EUR 1.60 to EUR 18.0 per capita in the municipalities above. Figures above do not include capital expenditure.
Source: Municipal budgets 2018 (*Proračuni občin 2018*). For the list of all used sources see Annex Table 4.A.2.

StatLink https://doi.org/10.1787/888933858620

Relatively limited data are available on businesses' expenditure on adult learning in Slovenia. The available data suggest that enterprises in Slovenia's industry (manufacturing) sector, and in the information and communication, financial and insurance services sectors spend a relatively large amount on CVT. In contrast, those in the construction sector spend relatively little (Figure 4.3). Overall, Slovenian enterprises spend EUR 688 on CVT per employed person, above the EU average of EUR 585 (adjusted for purchasing power parity) (Eurostat, 2018[3]).

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

Percentage of total labour cost of all enterprises



Note: The CVT Survey includes all NACE Rev. 2 economic activities except agriculture, forestry and fishing (A); and public administration, defence, education, human health and social work activities (O-Q).
Source: Eurostat (2018[3]), *Cost of CVT courses by type and NACE Rev. 2 activity*, Continuing Vocational Training Survey, https://ec.europa.eu/eurostat/data/database (accessed on 23 October 2018).

StatLink https://doi.org/10.1787/888933858525

Slovenia's Employment Relationship Act (2013) provides that employer support for adult education and training be specified in a contract or collective agreement. A relatively high share of employees in Slovenia are covered by collective agreements: 65%, compared to only 33% across the OECD in 2013, although this share has steadily declined from 100% in 2005, when membership of an employers' association was made voluntary (OECD, 2017[14]). Furthermore, the generosity of provisions for workers' education and training differs considerably between agreements (Table 4.5).

Table 4.5. Provisions for education and training of employees in collective agreements

Provisions of the Employment Relationship Act in in a sample of collective agreements

Name of collective agreement	1	2	3	4	5	6	7
Non-commercial activities		x	x			x	
Education sector		x	x	x	x	x	x
Slovenia's trade sector		x	x	x		x	
Collective agreement on the Slovenian banking sector	x	x	x		x	x	x
Workers and companies of the small-business sector		x	x		x	x	
Agriculture and food industry		x	x	x	x	x	
Collective agreement on construction activities	x	x					
Public utility services	x	x					
Hospitality and tourism industries		x	x		x	x	
Metal products and foundry industry		x	x		x	x	
Paper and paper-converting industry [a, b]							
Graphic industry		x	x		x	x	
Collective agreement of the publishing and printing industry		x	x		x	x	
Slovenian metal sector		x	x		x	x	
Insurance services		x	x		x	x	
Doctors and dentists		x	x	x	x	x	
Slovenia's electrical industry	x	x	x	x	x		
Slovenian electricity industry	x						
Textile, clothing and leather industry	x	x	x	x	x		
Health care and social protection sector		x	x	x		x	x
Persons employed in health care	x	x	x	x		x	x
Chemical and rubber industry of Slovenia [b]				x			
Crafts and entrepreneurship [a, b]							

Note: 1. the right to preventive training for jobs at risk; 2. contract/collective agreement determines the duration of education and the rights of employers and employees; 3. the right to absence from work due to exam preparation for job-related education; 4. the right to absence from work due to exam preparation for education in employee's own interest; 5. the right to absence from work to sit an exam for the first time; 6. paid leave for job-related education exam preparation; 7. paid leave for education and/or training in employee's own interest.
[a] Collective agreement does *not* include provision for paid leave for job-related training and/or education.
[b] Collective agreement does *not* include provision for the right and the obligation to job-related training and/or education.
Source: Individual collective agreements.

Slovenia does not collect data on individuals' expenditure on adult learning. While the SURS' 3-yearly household survey (*Anketa o porabi v gospodinjstvih*) asks respondents how much they spend on primary, secondary, tertiary and "other" education, it is not possible to reliably isolate expenditure on adult education. The government should expand its adult-learning data collection (Action 3).

Some government agencies enter co-funding arrangements with employers when implementing specific adult-learning programmes. For example, the MDDSZ funds 50-

70% of the training and other services delivered by KOCs, with participating employers funding the rest. Under the public tender for co-financing informal education and training of employees, the JŠRIP funds 70% of employees' non-formal education and training costs, up to a specified limit (Table 4.7).

Sectoral education and training funds are now uncommon in Slovenia. Until 2008, the collective agreement of the national Chamber of Craft and Small Business of Slovenia (*Obrtno-podjetniška zbornica Slovenije*) required members to contribute 1% of the minimum wage per employee to an education fund. Employers were entitled to reimbursement for education and training expenses as specified by the collective agreement. The collective agreement no longer establishes a national education fund, but allows members of regional chambers to establish their own funds. As a result, four regional chambers established the Foundation for Employee Training (*Zavod za izobraževanje delavcev*) which covers businesses in approximately 30 municipalities around Ljubljana. The Education Fund Maribor (*Sklad za izobraževanje Maribor*) was established by four regional chambers, but is expected to be closed in 2019.

As in many EU countries, the system for ministries and adult-learning providers to access EU funds is rather complex. It is regulated by several EU and national laws, and involves different managing authorities and bodies: the Government Office for Development and European Cohesion Policy (*Služba Vlade Republike Slovenije za razvoj in evropsko kohezijsko politiko*) (SVRK) is the managing authority while individual ministries are intermediate bodies. Two national manuals and two national guidelines, as well instructions provided by the individual ministries, seek to outline this process. For the programme period 2014-20, the process broadly involved:

- At the EU level, the EU cohesion budget and strategic orientations for EU cohesion policy are formulated.
- At the national level, the SVRK (as the managing authority) prepares a partnership agreement in co-operation with other ministries and stakeholders.
- The SVRK co-ordinates and confirms the Operational Programme for the Implementation of the EU Cohesion Policy with the EC (October-December 2014), which forms the basis for ministries to prepare individual project proposals as intermediate bodies.
- Ministries co-ordinate and confirm individual project proposals with the SVRK, as the managing authority responsible for the compliance of the projects with provisions in EU and national legislative and strategic documents.
- Ministries release public tenders and select providers.
- During the implementation of projects, intermediate bodies or the Budget Supervision Office will conduct several content, administrative and financial audits, and contractors submit a substantive and financial (intermediate and financial) report on the progress of the project.
- Ministries review contractors' reports and, once satisfied, pay the contractors. Audits of the project may be conducted after completion.

Opportunities to improve co-operation on funding of adult learning

There are a number of strengths and good practices in the way adult learning is funded in Slovenia. A large number of ministries (10) fund adult-learning related programmes, covering the sectors and groups with which they work most closely. Second-chance basic education (ISCED 1-2), various basic skills programmes and guidance services are established as public services and fully publicly funded. In 2018, public expenditure on adult learning will reach its highest level since at least 2005. Many municipalities are funding adult-learning services. The share of Slovenian enterprises funding CVT for their employees has risen over the last decade, and is relatively high by international standards. Overall, Slovenian enterprises spend considerably more on CVT than those across the EU on average. And there are examples of co-funding between government and employers on certain adult-learning related programmes.

However, the representatives of ministries and stakeholders participating in this project stated that government, employers and individuals need to fund adult learning more effectively and efficiently. This means better sharing the costs of learning, ensuring funding is sustainable, and better targeting funding to where it will yield the highest overall returns for individuals, enterprises and society.

Several participants in this project questioned whether the total amount of funding for adult learning in Slovenia is sufficient. The relationship between funding and participation is not straightforward in the countries with available data on adult-learning funding (Box 4.5). However, a threshold level of funding for adult learning is important to make the system viable, and enhance both access and quality.

Box 4.5. Adult-learning funding and participation: An international perspective

Existing data suggest that spending on adult learning from public and private sources ranges from 0.6% to 1.1% of gross domestic product (GDP) across 18 OECD countries with available data. Government spending amounts to about 0.1% to 0.2% of GDP. Employers are the main funders of adult learning, typically providing around 0.4% to 0.5% of GDP. Individuals spend around 0.2% to 0.3% of GDP.

No straightforward correlation between funding and participation

Countries with the highest level of spending on active labour market policies (ALMPs), from 0.9% to 1.8% of GDP, such as Denmark, Sweden, Finland and the Netherlands, also have the highest probability of participation in adult learning among disadvantaged adults, with 35% to 42% of adults reporting having participated in adult learning over the past 12 months. However, countries like Austria, Belgium or Germany spend higher shares of GDP on adult learning (0.7-0.9% of GDP), than countries like Canada, the United States and the United Kingdom (0.1-0.3%), but they have lower participation rates among disadvantaged adults (20-25% as opposed to 25-30%). Countries achieving relatively high participation with lower expenditure tend to target funding on a smaller group of people (the most disadvantaged).

Funding and outcomes: Insights from PISA

At the school level, funding levels are positively associated with students' outcomes up to a certain point. The OECD Programme for International Student Assessment (PISA) data show that in countries with cumulative expenditure per student below USD 50 000 annually, the effect of spending is significantly associated with higher PISA scores. But for countries with cumulative expenditure above USD 50 000, like Slovenia and most other OECD countries, the effect of spending is not significant.

Sources: FiBS and DIE (2013[27]), *Developing the Adult Learning Sector. Lot 2: Financing the Adult Learning Sector*; Desjardins (2017[28]), *Political Economy of Adult Learning Systems: Comparative Study of Strategies, Policies and Constraints*; OECD (2018[29]), *Skills Strategy Implementation Guidance for Portugal: Strengthening the Adult-Learning System*, http://dx.doi.org/10.1787/9789264298705-en.

Total public funding of adult learning in Slovenia for 2018 (EUR 82 million) equates to approximately EUR 210 per low-skilled adult, or EUR 70 per adult (Table 4.6).

Table 4.6. Public funding of adult learning in Slovenia (2018)

Per capita approximations

Total public funding (2018)	EUR 82 728 953
Number of low-skilled adults (approx., 2015)	397 000
Public funding per low-skilled adult (approx.)	**EUR 210**
Total population of adults (2017)	1 171 055
Public funding per adult (approx.)	**EUR 70**

Note: Adults aged 25-64. Low-skilled are adults with literacy and/or numeracy proficiency below Level 2, as measured by the OECD's Survey of Adults Skills (PIAAC) (2015).
Sources: OECD calculations based on OECD (2017[2]), OECD Survey of Adult Skills (PIAAC) database (2012, 2015), www.oecd.org/skills/piaac/ (accessed on 23 March 2017); Eurostat (2018[30]) Population on 1 January by age group and sex (database), http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=demo_pjangroup&lang=en (accessed on 2 November 2018); Government of the Republic of Slovenia (2017[24]), *Annual Plan for the Adult Education Master Plan 2018*, www.mizs.gov.si.

StatLink http:// https://doi.org/10.1787/888933858639

Funding needs to be sufficient to support low-skilled adults to develop their skills. About 50 000 (12%) low-skilled adults in Slovenia reported that although they wanted to participate in formal or non-formal education, they had been prevented from doing so. Cost or lack of financing is the barrier most frequently cited by low-skilled adults in Slovenia, more frequently than in the OECD overall (OECD, 2017[11]). It is essential to target funding to the adults who need it most, especially the low-skilled and unemployed. It is also essential that the government systematically evaluates the outcomes being achieved by publicly funded programmes and providers, in order to allocate funding more effectively over time (Action 3).

The instability of public funding for adult learning in Slovenia threatens the sector's ability to achieve national goals for adult learning. Overall, participation in adult learning and public expenditure on it have followed a similar profile in Slovenia over the last decade (Figure 1.2 in Chapter 1 and Figure 4.2), highlighting the role of public funding in supporting participation. For the MDDSZ and the MIZŠ, which account for almost 70% of public expenditure on adult learning, total expenditure has ranged from EUR 45.5 million in 2011 down to EUR 15.5 million in 2016 (Figure 4.2). The largest variations have been in MDDSZ funding for training-related ALMPs. This is a concern given the link between ALMP expenditure and participation by disadvantaged adults (Box 4.5). Indeed, in Slovenia, participation in learning by unemployed adults has declined over the last decade (Figure 1.2 in Chapter 1). Furthermore, several representatives of adult-learning providers involved in this project reported that funding volatility has resulted in substantial staff redundancies and programme reductions in years of low funding. They saw this as a threat to the long-term development and performance of the adult-learning sector.

Low-educated adults typically do not receive public funding to complete their upper secondary education (vocational or general), which hinders learning of this form. In 2016, only 12.7% of adults (25-64 year-olds) in Slovenia had not attained an upper secondary education or higher, well below the OECD average of 21.6% (OECD, 2017[31]). For the few who do not have a basic school education (ISCED 2), completing it is a legally guaranteed right and is free of charge. However, for those who wish to complete an upper secondary education (ISCED 3), public funding is only sometimes available, and then only as a reimbursement. Several participants in this project stated that adults are often not aware of this funding, and many do not access it because they cannot afford the upfront costs.

Slovenia's adult-learning system is highly reliant on the ESF. In Slovenia's 2018 LPIO, 57% of total adult-learning expenditure of the nine ministries is EU funded. EU funding accounts for as much as 77% of MDDSZ expenditure and 72% of MIZŠ expenditure. Reliance on the ESF has drawbacks (OECD, 2018[29]).

First, EU funding may fall in the future, as the EU reconsiders its priorities in a context of increased demands, from migration to security and defence. In addition, the EU budget will be reduced by the United Kingdom's departure (European Commission, 2017[32]). As of May 2018, the EC's proposal for the "ESF+" for 2021-27 is a total budget of EUR 89.7 billion (constant prices, up from EUR 86.4 billion in 2014-20) (Lecerf, 2018[33]). However, the proposed ESF+ would have a broader scope of issues to cover than the current one (including migrants and social integration). The funding available for adult learning in Slovenia is yet to be negotiated.

Second, as EU structural funds are time limited and distributed through public tenders, gaps can open up in the provision of learning opportunities in between programming periods, or when policy changes occur and require public authorities to re-apply for EU funds and launch public tenders. Some ministries stated that this has contributed to significant gaps in provision, lasting 1-2 years at the beginning of the operational periods (2007 onwards and 2014 onwards). For example, the MIZŠ' first education programmes for the operational period 2014-20 did not start until the beginning of 2016, and contributed to the staff reductions in the adult-learning sector noted earlier.

On the other hand, the reliance on EU funding brings with it pressure for Slovenia to meet the EC's growing expectations of evaluation and accountability in adult learning. A comprehensive outcomes evaluation framework (Action 3) is essential in this regard.

Several participants in this project stated that administrative complexity associated with Slovenia's tender- and project-based approach to funding adult learning has also contributed to project delays and gaps in service provision. Some ministries (as intermediate bodies) cited complex EU and national processes for accessing EU funds and distributing it via tenders, referencing Slovenia's lengthy national manuals and guidelines. Some representatives from the local level also noted the complexity of tendering for service contracts, and cited a lack of contracting skills at the local level (see Actions 4 and 5). They also stated that the timing of national tenders is unpredictable, and often not aligned with municipalities' budget cycles. As a result, municipalities, LUs and others are sometimes precluded from accessing funds and delivering services to their communities. The EC proposes to simplify the management and payment of funds and reduce the number of controls and audits for the ESF+ in order to reduce administrative burden (European Commission, 2018[34]). The SVRK is seeking to develop measures to reduce the administrative burden for beneficiaries in the partnership agreement.

While many municipalities fund adult education, some are lagging behind. Funding of adult education varies considerably by municipality, and some municipalities provide no funding at all (Table 4.4). This may perpetuate regional disparities not only in adult-learning access and participation, but in economic and social development. Lagging municipalities should develop Adult Education Annual Plans, unilaterally or jointly with neighbouring municipalities, and commit funding to support adult learning.

Social dialogue and collective agreements have not ensured employers in different sectors and of all sizes are effectively investing in the skills of working adults. At the national level, the Economic and Social Council (*Ekonomsko-socialni svet*) (ESS) rarely discusses adult skills and learning-related policy (see Action 7), and has not specifically discussed cross-sectoral funding mechanisms. At the sectoral level, some collective agreements – the Paper and Paper-converting Industry, Crafts and Entrepreneurship, Construction, Public Utility Services, Electricity Industry, etc. – have only limited provisions for supporting education and training for workers (Table 4.5). Employers in some sectors – construction, and trade, transport, accommodation and food services – spend relatively little on CVT by national and/or international standards (Figure 4.3). As such, many low-skilled workers in these sectors are not benefiting from employer-sponsored continuing vocational training.

As the coverage of collective agreements continues to decline, and new forms of non-standard work arise, social partners and government will need to find new ways to support education and training for different sectors, enterprises and workers.

Slovenia lacks a systematic approach for government, employers and individuals to appropriately share the costs of skills development. There is co-funding between government and employers, but it is ad hoc and programme dependent. Sectoral training funds are rare in Slovenia, and the few that remain do not receive contributions from public sources. One Slovenian study (Drofenik, 2013[35]) which conducted inter-ministerial and cross-sectoral focus groups found general support for sectoral training funds, and noted the importance of having social partners leading the design of these funds.

A more comprehensive, shared and sustainable financing mix for adult learning, with more targeted support for those adults, and enterprises, which stand to benefit most from training but lack the capacity to pay, should be a priority for Slovenia. There are a range of comprehensive financing measures that Slovenia could consider to support concerted action between multiple stakeholders of adult learning.

Examples of good practice in sharing the costs of adult learning

There are a small number of promising examples of co-financing of adult-learning programmes in Slovenia (Table 4.7). The KOC programme has provided human resources and training support to employers, and is co-funded by the JŠRIP and the participating employers. The experience has shown that involving employers in the design/delivery of these programmes is important to encourage co-financing. The Non-formal Education and Training of Employees programme is co-funded by JŠRIP and participating employees.

Table 4.7. Good practice in Slovenia: Co-funding mechanisms between government, employers and individuals

Project	Target group	Participation	Co-financing scheme	Planned funding (EUR)
KOC	- Employees in need of additional training, qualifications or retraining due to the needs of the labour market and the workplace	14 500 (2010-2015) 12 600 (2017-18)	The programme is co-funded by JŠRIP with ESF funds (50-70% of training costs) and employers (30-50% of training costs).	2.8 million (2010-13) 5 million (2012-15) 4 million (2017-18)
Non-formal Education and Training of Employees programme	- Employees	2 517 individuals	The programme is co-funded by JŠRIP (70% of non-formal education and training costs, up to the limit of EUR 610.00 or EUR 813.00 including advance income tax) and individuals (30% of costs, and any costs over the limit).	2.05 million (2018)

Sources: The Public Scholarship Development, Disability and Maintenance Fund of the Republic of Slovenia ((n.d.)[36]), www.sklad-kadri.si/; Employment Service of Slovenia (2010[37]), www.ess.gov.si/.

StatLink https://doi.org/10.1787/888933858658

Several countries provide targeted support to adults wishing to complete their upper secondary education. As of 2015, the Flemish Community of Belgium, Denmark, Spain and Sweden had financial schemes specifically aimed at supporting low-educated adults wishing to undertake upper secondary education. These targeted co-funding measures mainly take the form of specific grants and allowances, but also include training vouchers or paid training leave (European Commission/EACEA/Eurydice, 2015[38]). In Sweden, second-chance upper secondary education is offered free of charge. Finland goes even further, covering not just tuition costs but the foregone earnings of adults participating in formal education. Its Adult Education Allowance is publicly funded and replaces the foregone earnings of employees and self-employed persons who decide to pursue vocational studies. To be eligible for the allowance, the applicant must participate in studies leading to a degree, or in vocational or continuing education organised by a Finnish educational institution under public supervision.

Various models exist to establish cost-sharing approaches between government, employers and individuals (OECD, 2018[29]). In Norway, for example, funding responsibility is based on who is expected to benefit from the learning (Box 4.6). This is complemented by active policy efforts to enhance the quality of all adult-learning activity, including non-formal learning.

Box 4.6. International good practices: Norway's shared funding approach to adult learning

Norway's shared funding model for adult learning seeks to assign responsibility for funding to the party that is expected to benefit from the education or training. Norway distinguishes between programmes that provide basic skills, enhance job performance or support worker mobility. It considers that government and society benefit most from increasing the basic skills of its population, while employers benefit from job-specific training leading to productivity gains, and individuals from training that raises their employability or mobility in the labour market. In practice, costs are generally shared in the following ways:

- **Developing basic skills**: the national Ministry of Education and Research supports basic skills through funding The Basic Competence in Working Life Programme (EUR 16.4 million in 2017) in workplaces. Any employer, public or private, can apply for funding for projects that meet key criteria defined by the Ministry of Education and Research. These are:
  - Basic skills training should be linked to job-related activities and learning activities should be connected with the normal operations of the employer.
  - The skills taught should correspond to those of lower secondary school level. Courses need to reflect competence goals in the Framework for Basic Skills for Adults.
  - Courses should be flexible to meet the needs of all participants and to strengthen their motivation to learn.
- **Second-chance school**: municipal or county authorities cover the cost of second-chance school education for adults (primary and secondary level), making it free of charge for participants.
- **Tertiary education**: individuals or their employers pay for continuing education courses in public universities and university colleges that prepare them for the labour market or improve the quality of life.
- **General non-formal education and training**: the government and individuals co-fund non-formal adult learning and education provided by adult education associations.
- **Job-related non-formal education and training**: private enterprises providing further education for their employees not related to basic skills, for example, in the form of on-the-job training, cover the full costs. Trade unions also have funds for further and continuing education, for which their members can apply.

Sources: OECD (2018[29]), *Skills Strategy Implementation Guidance for Portugal: Strengthening the Adult-Learning System*, http://dx.doi.org/10.1787/9789264298705-en; Eurydice (2018[39]), *Norway: Adult Education and Training Funding*, https://eacea.ec.europa.eu/national-policies/eurydice/content/adult-education-and-training-funding-54_en; Bjerkaker (2016[40]), *Adult and Continuing Education in Norway*, http://dx.doi.org/10.3278/37/0576w.

Public funding can be used to leverage private funding, especially from social partners (OECD, 2018[29]). Such mechanisms can take various forms, including agreements between government and social partners that contain both funding commitments and objectives. Examples from France and the Netherlands featured in a recent OECD review of financial incentives (2017, pp. 94-95[22]):

- In France, the Employment and Skills Development Actions programme aims to help employers solve sectoral skills pressures. It provides government funding for specific skills development projects, which are then designed and implemented by social partners.

  To implement this programme, a framework agreement is signed between the government and an employer organisation to make funding available for various training programmes. The amount of funding is negotiable and depends on the nature of the planned interventions, the size of the employers involved, the degree of disadvantage of the groups targeted and the extent of the co-financing from employers.

- In the Netherlands, Sector Plans are temporary plans to help overcome specific education and training challenges in certain sectors or regions, such as a mismatch between the demand for and supply of labour. The social partners are heavily involved in drafting and implementing these plans, and contribute a substantial share of the funding, but the state covers up to 50% of the total cost for a period of up to 24 months (36 months in the case of work-based training or work-based qualifications, a specific type of vocational training.)

Recommended Action 8: Improve co-operation on funding adult learning

In light of these current arrangements, challenges and good practices, the central government, municipalities, employers, social partners and individuals could improve their co-operation on funding adult learning effectively and efficiently. They can do this by taking the following actions.

Action 8

The government, employers and their associations, trade unions and adult learners should more systematically share, target and streamline the funding of adult learning.

The ESS, with support from the expanded AE Body (Action 2), should develop a high-level "funding agreement" outlining how government, employers and individuals should share the costs of investing in different types of adult learning and skills.

The government should provide full, upfront financial support to low-skilled adults to attend second-chance and basic skills programmes. Social partners should strengthen provisions for education and training in lagging collective agreements, and the government should monitor their implementation. In sectors with relatively low expenditure on or participation in adult education and training, social partners should pilot sectoral training funds, which the government should partially co-finance. In particular, these funds should support low-skilled workers, those not covered by collective agreements or in non-standard work, as well as micro and small enterprises. Finally, the ministries involved in adult learning and the SVRK should jointly review, streamline and improve national processes for accessing and allocating EU funds, as part of broader streamlining efforts.

Slovenia's shared funding arrangements for adult learning should ultimately support the achievement of its goals for adult learning (Action 1). Funding priorities should be discussed by the expanded AE Body (Action 2) and increasingly based on improved information on learning activities and outcomes, and skills needs and mismatches (Action 3).

More specifically:

1. In the ESS, government, social partners and representatives of adult learners should develop a high-level "funding agreement" for shared and sustainable funding, to underpin the achievement of Slovenia's adult-learning master plan (Action 1).
    a. The agreement should outline broad parameters for how government, employers, social partners and individuals will share the costs of different types of adult learning, based on:
        i. Who benefits from different types of adult learning and skills? For example, employers might pay more for job-related than non-job-related learning, and individuals might pay more for transversal education and training.
        ii. Who incurs costs due to adult learning? For example, financial support might be needed for workers and employers who forego income for training.
        iii. Who has capacity to pay for adult learning and skills? For example, high levels of public support for adults with relatively low incomes, and support from public and sectoral funds for micro and small enterprises.
    b. It should also specify the main funding mechanisms (for example, sectoral training funds or government subsidies) and target levels of expenditure for each sector, in order to realise Slovenia's goals for adult learning.
2. As part of this funding agreement, central government, municipalities, employers and social partners should improve funding for target groups of adults:
    a. The government should minimise cost-related barriers to adults with low education/levels of skills participating in learning, by guaranteeing full and upfront financial support to all adults who participate in:
        i. second-chance school education at the upper secondary level
        ii. basic skills training (e.g. literacy, numeracy and digital).

            In terms of eligibility, this training could be made available to all adults:

            a) whose educational attainment is below the upper secondary level
            b) who are objectively assessed by a guidance counsellor or other professional as having low proficiency levels in literacy, numeracy and/or digital skills, for example as measured by the OECD's Education and Skills Online tool.
    b. Social partners should strengthen provisions for education and training in lagging collective agreements, aligning them with current best practice, such as the collective agreement for the Banking and Finance sector. The government should particularly monitor the implementation of education and training in these lagging sectors.

c. In sectors with relatively low investment or participation in adult education and training, social partners should pilot sectoral training funds, and the central government and relevant municipal governments should contribute to these funds. In particular, social partners and government should seek to improve financial support for micro and small enterprises, low-skilled workers, workers not covered by collective agreements and workers in non-standard forms of work (e.g. temporary) to enable them to access the benefits of training.

3. Ministries, municipalities and stakeholders should make better use of European Union funding for adult learning, in order to improve participation, outcomes and/or cost effectiveness. This could be achieved by:

   a. Simplifying national procedures and guidance for accessing and allocating EU funds: as part of broader streamlining efforts, the ministries involved in adult learning and the SVRK should jointly review, streamline and otherwise improve national processes for accessing and allocating EU funds as a priority, without undermining due process and probity. In doing so, they should identify and adapt relevant examples from the EC and other EU member countries.

   b. Starting to plan for new financial periods earlier: for example, assess opportunities to commence strategic national planning and inter-ministerial co-ordination for the new financial period (2021-27), in preparation for effective bilateral strategic planning and negotiation with the European Commission, to minimise future gaps in adult-learning expenditure.

   c. Raising skills for commissioning and contracting services: for example, expanding learning and development opportunities for the public administration (Action 4), and developing and co-funding training for municipalities and local/regional stakeholders on utilising EU funds. This could involve extending training in skills for commissioning and contracting services to the local level (Action 5).

   d. Systematically forming beneficial inter-ministerial and cross-sectoral partnerships in adult learning.

Notes

[1] Enterprises with 10+ employees, excluding the Agriculture and the Public Administration.

References

ACS (2018), *LLW – Slovenian Lifelong Learning Week*, Slovenian Institute for Adult Education, https://llw.acs.si/about/ (accessed on 21 October 2018). [5]

ACS (2017), *Osebna izkaznica projekta TVU [Identity Card of TVU]*, Slovenian Institute for Adult Education, http://tvu.acs.si/datoteke/TVU2017/Osebna%20izkaznica%20TVU%202017.pdf. [6]

Bjerkaker, S. (2016), *Adult and Continuing Education in Norway*, Bielefeld, http://dx.doi.org/10.3278/37/0576w. [40]

Cedefop (2018), *New framework for promoting lifelong learning and adult education*, Cedefop website, http://www.cedefop.europa.eu/en/news-and-press/news/croatia-new-framework-promoting-lifelong-learning-and-adult-education. [19]

CeZaR (2018), *Statistični podatki o knjižnicah [Statistical data on libraries]*, Slovenian Library Network Development Centre, https://cezar.nuk.uni-lj.si/statistika/index.php (accessed on 04 November 2018). [41]

Council of the European Union (2011), *Council Resolution on a renewed European agenda for adult learning*, https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32011G1220%2801%29. [9]

Desjardins, R. (2017), *Political Economy of Adult Learning Systems: Comparative Study of Strategies, Policies and Constraints*, Bloombsbury. [28]

Drofenik, O. (2013), *Izobraževanje odraslih kot področje medresorskega sodelovanja (Adult Education as the Inter-Ministerial Field)*, Slovenian Adult Education Association, Ljubljana, http://arhiv.acs.si/porocila/Izobrazevanje_odraslih_kot_podrocje_medresorskega_sodelovanja.pdf (accessed on 03 October 2018). [35]

European Commission (2018), "Questions and answers on the new Social Fund and Globalisation Adjustment Fund for the period 2021-2027", *Fact Sheet*, No. MEMO/18/3922, European Commission, http://europa.eu/rapid/press-release_MEMO-18-3922_en.htm (accessed on 02 September 2018). [34]

European Commission (2017), "Reflection paper on the future of EU finances", https://ec.europa.eu/commission/sites/beta-political/files/reflection-paper-eu-finances_en.pdf. [32]

European Commission (2015), *An In-Depth Analysis of Adult Learning Policies and their Effectiveness in Europe*, Publications Office of the European Union, Luxembourg, http://dx.doi.org/10.2767/076649. [13]

European Commission (2012), *Strategies for improving participation in and awareness of adult learning*, Publications Office of the European Union, Luxembourg, http://dx.doi.org/10.2766/26886. [10]

European Commission/EACEA/Eurydice (2015), *Adult Education and Training in Europe: Widening Access to Learning Opportunities*, Publications Office of the European Union, Luxembourg, http://dx.doi.org/doi:10.2797/75257. [38]

Eurostat (2018), *Adult Education Survey (AES)*, https://ec.europa.eu/eurostat/data/database (accessed on 17 October 2018). [1]

Eurostat (2018), *Continuing Vocational Training Survey (CVTS)*, https://ec.europa.eu/eurostat/data/database. [3]

Eurostat (2018), *Population on 1 January by age group and sex (database)*, http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=demo_pjangroup&lang=en (accessed on 02 November 2018). [30]

Eurydice (2018), *Norway: Adult Education and Training Funding*, Eurydice, https://eacea.ec.europa.eu/national-policies/eurydice/content/adult-education-and-training-funding-54_en (accessed on 15 October 2018). [39]

FiBS and DIE (2013), *Developing the Adult Learning Sector. Lot 2: Financing the Adult Learning Sector*, Report prepared for the European Commission/DG Education and Culture, Berlin. [27]

Government of the Republic of Slovenia (2017), *Letni program izobraževanja odraslih v Republiki Sloveniji za leto 2018 [Annual Plan for the Adult Education Master Plan 2018]*, http://www.mizs.gov.si/fileadmin/mizs.gov.si/pageuploads/podrocje/odrasli/Letni_program_izobrazevanja/2017/LPIO_2018_sprejet_na_vladi_-_27.7.2017.doc. [24]

GZS (2018), *SPOT, Slovenska poslovna točka (Slovenia Business Link)*, https://www.gzs.si/SPOT (accessed on 04 November 2018). [42]

Hergan, M. et al. (2016), *Vocational Education and Training in Europe: Slovenia*, VET in Europe Reports, Cedefop, http://libserver.cedefop.europa.eu/vetelib/2016/2016_CR_SI.pdf. [8]

Ivančič, A., V. Špolar and M. Radovan (2010), *Access of Adults to Formal and Non-Formal Education – Policies and Priorities: The Case of Slovenia*, Andragoški Center Slovenije, Ljubljana, https://www.dcu.ie/sites/default/files/edc/pdf/sloveniasp5.pdf (accessed on 21 February 2018). [7]

Jelenc, Z. (ed.) (2007), *Strategija vseživljenjskosti učenja v Sloveniji (Lifelong Learning Strategy in Slovenia)*, Ministry of Education and Sport of the Republic of Slovenia in cooperation with the Public Institute Educational Research Institute of Ljubljana, Ljubljana, http://www.mss.gov.si/fileadmin/mss.gov.si/pageuploads/podrocje/razvoj_solstva/IU2010/Strategija_VZU.pdf. [18]

JŠRIP((n.d.)), *Javni štipendijski, razvojni, invalidski in preživninski sklad Republike Slovenije (Public Scholarship Development, Disability and Maintenance Fund of the Republic of Slovenia)*, http://www.sklad-kadri.si/ (accessed on 13 October 2018). [36]

Kanjuo Mrčela, A. (2018), *Living and working in Slovenia*, Eurofund, https://www.eurofound.europa.eu/country/slovenia#actors-and-institutions (accessed on 19 October 2018). [15]

Lecerf, M. (2018), "European Social Fund Plus (ESF+) 2021-2027", *EU Legislation in Progress*, European Parliamentary Research Service, Brussels, http://www.europarl.europa.eu/thinktank/en/document.html?reference=EPRS_BRI(2018)625154 (accessed on 02 September 2018). [33]

MDDSZ (2018), *Seznam reprezentativnih sindikatov (List of Representative Syndicates)*, Ministry of Labour, Family, Social Affairs and Equal Opportunities, http://www.mddsz.gov.si/si/delovna_podrocja/delovna_razmerja_in_pravice_iz_dela/socialno_partnerstvo/seznam_reprezentativnih_sindikatov/ (accessed on 13 October 2018). [17]

MIZS (2018), *Izobraževanja odraslih: LPIOs (2005-2017) [Adult education: LPIOs (2005-2017)]*, Ministry of Education, Science and Sport, http://www.mizs.gov.si/delovna_podrocja/direktorat_za_srednje_in_visje_solstvo_ter_izobrazevanje_odraslih/izobrazevanje_odraslih/. [25]

MIZŠ (2018), *Poročilo o realizaciji Letnega programa izobraževanja odraslih Republike Slovenije za leto 2017 (LPIO 2017) [Report on the implementation of the Annual Plan for the Adult Education Master Plan 2017]*, Ministry of Education, Science and Sport, http://www.mizs.gov.si/delovna_podrocja/direktorat_za_srednje_in_visje_solstvo_ter_izobrazevanje_odraslih/izobrazevanje_odraslih/. [26]

OECD (2018), *Skills Strategy Implementation Guidance for Portugal: Strengthening the Adult-Learning System*, OECD Skills Studies, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264298705-en. [29]

OECD (2017), *Education at a Glance 2017: OECD Indicators*, OECD Publishing, Paris, http://dx.doi.org/10.1787/eag-2017-en. [31]

OECD (2017), *Financial Incentives for Steering Education and Training*, Getting Skills Right, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264272415-en. [22]

OECD (2017), *OECD Employment Outlook 2017*, OECD Publishing, Paris, http://dx.doi.org/10.1787/empl_outlook-2017-en. [14]

OECD (2017), *OECD Skills Strategy Diagnostic Report: Slovenia 2017*, OECD Skills Studies, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264287709-en. [11]

OECD (2017), *OECD Survey of Adult Skills (PIAAC) database (2012, 2015)*, http://www.oecd.org/skills/piaac/ (accessed on 23 March 2017). [2]

OECD (2016), *Skills Matter: Further Results from the Survey of Adult Skills*, OECD Skills Studies, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264258051-en. [23]

OECD (2005), *Promoting Adult Learning*, Education and Training Policy, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264010932-en. [4]

OECD (2003), *Beyond Rhetoric: Adult Learning Policies and Practices*, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264199446-en. [21]

ReferNet Slovenia (2011), *Slovenia: VET in Europe – Country Report 2010*, Reports on Vocational Education and Training, Cedefop, http://www.cedefop.europa.eu/files/2011_cr_si.pdf. [16]

Stuart, M. et al. (2016), *Evaluation of the Union Learning Fund Rounds 15-16 and Support Role of Unionlearn: Final Report*, University of Leeds, https://www.unionlearn.org.uk/2016-evaluation. [20]

Taštanoska, T. (ed.) (2017), *The Education System in the Republic of Slovenia 2016/2017*, Ministry of Education, Science and Sport of the Republic of Slovenia, https://ec.europa.eu/epale/en/resource-centre/content/education-system-republic-slovenia-20162017 (accessed on 27 April 2018). [12]

ZRSZ (2010), *Zavod Republike Slovenije za zaposlovanje (Employment Service of Slovenia)*, https://www.ess.gov.si/ (accessed on 19 October 2018). [37]

Annex 4.A. Chapter 4 detailed tables

Annex Table 4.A.1. Public funding for different forms of adult education and training (2017)

	Public funding (EUR)	Funding source	Permanent/project-based
Formal			
Second-chance education (basic education, ISCED 1-2)	1.3 million	National budget (NB)	Permanent
Co-financing of education and training for raising educational attainment 2016-2018 (ISCED 3-5)	1.5 million	ESF, NB	Project
Support to providers of second-chance education (upper secondary and short-cycle higher vocational levels)	630 000	NB	Permanent
The training of unemployed persons (Inter-company training centres) (NVQ)	2.1 million	ESF, NB	Project
Non-formal			
Study circles	270 000	NB	Permanent
Self-directed learning	727 000	NB	Permanent
Intergenerational learning and fellowship	69 000	NB	Permanent
Lifelong learning week	113 000	NB	Permanent
Non-formal education and training for vulnerable groups	1.1 million	ESF, NB	Project
Non-formal education and training for younger persons	570 000	ESF, NB	Project
On-the-job training for long-term unemployed persons	1.3 million	ESF, NB	Project
On-the-job training for younger persons	1.8 million	ESF, NB	Project
Acquiring Basic and Professional Competences (2016-2019)	5.5 million	ESF, NB	Project
Active ageing of older employees	255 000	ESF, NB	Project
Public libraries	38 million [1]	Municipal budgets, NB	Permanent
Competence Centres for Human Resources	1.56 million	ESF, NB	Project
Slovenia Business Link (SPOT Regije) 2018-2022	2.2 million	ESF, NB	Project
Public service for agricultural advice – education and training of advisors	8.2 million	NB	Permanent
Public forestry service - education and training of advisors	722 000	NB	Permanent
Education and training of beekeeper's advisors	577 000	NB	Permanent
Climate change found. Education and training for implementing measures addressing climate change	167 000	NB	Permanent
Preventive programme for promoting healthy living style	10.7 million	Health Insurance Fund	Permanent
Training programmes for teachers of cultural enlightenment	169 000	NB	Permanent
Acquiring cultural competences for young people	65 000	NB	Permanent
Development of innovative learning methods for raising cultural competences and awareness	200 000	NB	Permanent
Slovene language course for immigrants and refuges	614 000	NB	Permanent
Development of job-related competences for prisoners	78 000	NB	Permanent
Supporting activities (guidance, counselling)	160 000 2 million	NB ESF, NB	Permanent Project

Note: [1] A portion of municipal expenditure on public libraries is allocated towards adult-learning activities in library premises.

Sources: MIZŠ (2018[26]), *Report on the implementation of the Annual Plan for the Adult Education Master Plan 2017*, www.mizs.gov.si/delovna_podrocja/direktorat_za_srednje_in_visje_solstvo_ter_izobrazevanje_odraslih/izobrazevanje_odraslih/; CeZaR (2018[41]), *Statistical data on libraries*, https://cezar.nuk.uni-lj.si/statistika/index.php, GZS (2018[42]), *Slovenia Business Link*, www.gzs.si/SPOT.

StatLink https://doi.org/10.1787/888933858582

Annex Table 4.A.2. Municipal expenditure on adult learning: List of sources

Municipality	Web Page
ČRNOMELJ	www.crnomelj.si/obcina-2/proracun
BOHINJ	https://obcina.bohinj.si/objava/118704
JESENICE	www.jesenice.si/obcina-jesenice/obcinski-proracun
LENDAVA	www.lendava.si/sl/prora%C4%8Dun
KRANJ	www.kranj.si/KRANJ_SI,,mestna_obcina,mestna_uprava,urad_za_finance,proracun,pro2018.htm
ORMOŽ	www.ormoz.si/objava/109657
RADOVLJICA	www.radovljica.si/objava/64578
AJDOVŠČINA	www.ajdovscina.si/katalog_informacij_javnega_znacaja/proracun/
SLOVENJ GRADEC	www.slovenjgradec.si/Za-ob%C4%8Dana/Akti/Prora%C4%8Duni-in-zaklju%C4%8Dni-ra%C4%8Duni
NOVO MESTO	www.novomesto.si/obcina/proracun/
SEŽANA	www.sezana.si/povezava.aspx?pid=1379&id=355
VELENJE	www.velenje.si/uprava-organi-obcine/proracuni
CELJE	https://moc.celje.si/proracun-moc
KRŠKO	www.krsko.si/objava/85601
ŽALEC	www.zalec.si/slo/main.asp?id=7F7EE17E
PIRAN	www.piran.si/index.php?page=static&item=613
MURSKA SOBOTA	www.murska-sobota.si/predpisi/proracun-2018
LJUBLJANA	www.ljubljana.si/sl/mestna-obcina/proracun-mestne-obcine-ljubljana/
IDRIJA	www.idrija.si/objava/83104
SLOVENSKE KONJICE	www.slovenskekonjice.si/objave/177
TOLMIN	www.tolmin.si/objava/116738
SLOVENSKA BISTRICA	www.slovenska-bistrica.si/objava/146708
PTUJ	www.ptuj.si/proracuni-mestne-obcine-ptuj
MARIBOR	www.maribor.si/podrocje.aspx?id=1905
DOMŽALE	www.domzale.si/objava/82838
GROSUPLJE	www.grosuplje.si/objave/161
KOPER	www.koper.si/index.php?page=documents_special&item=75
BRDA	www.obcina-brda.si/obcina_brda/organi_obcine/obcinski_svet/tekoci_proracun/
NOVA GORICA	www.nova-gorica.si/za-obcane/proracun/
KAMNIK	www.kamnik.si/obcina-kamnik/proracun
CERKNICA	www.cerknica.si/act/17237
LOGATEC	www.logatec.si/index.php/predpisi/financ
SEVNICA	www.obcina-sevnica.si/informacije/obcinski-proracun-sevnica/obcinski-proracun-2018
VRHNIKA	www.vrhnika.si/datoteke/17628plan18.pdf

Annex A. Providers of adult education services in Slovenia

Slovenia's ministries fund a wide range and large number of centres and providers that deliver adult learning services. Many private and non-government providers of adult learning services also exist (Table A A.1).

Table A A.1. Providers of adult education services in Slovenia

Provider	Number	Responsibility	Adult learning services provided	Target groups of adults	Number of participants	Funding	Sources and levels	Legal base
Adult Education Centre (AEC)	34	Municipality, Ministry of Education, Science and Sport (MIZS)	Elementary School, Secondary school, National Vocation Qualification, Non-formal AE, Guidance and counselling	Low-skilled	36 902 non-formal (2014/15) 1 153 formal elementary school (2016/17); 6 346 secondary education (2016)	Municipal Budget, National budget (NB), European Social Fund (ESF) (public tenders)	NB: Elementary school EUR 1.3 million	Organisation and Financing of Education Act, Adult Education Act
Guidance Centres	17 (operating within AEC)	MIZS	Guidance and counselling	Low-skilled, unemployed	13 400 (2017)	NB	NB: EUR 160 000	Adult Education Act
Consortium of providers of AE programme: Acquiring Basic and Professional Competences (2016-2019)	18 AEC	Government Office for Development and European Cohesion Policy (SVRK)	AE Programmes provision	Employees 45+	2 000	ESF – public tender	ESF and NB: EUR 4.4 million	Operational Programme for the Implementation of the EU Cohesion Policy in the period 2014 – 2020 (OP 2014-2020)
Consortium of AE providers of Information and counselling activities and for the identification and evaluation of informally acquired knowledge from 2016 to 2022	15 AEC	SVRK	Counselling and evaluating	Employees 45+	4 600	ESF – public tender	ESF and NB: EUR 2 million	OP 2014-2020
Employment Service of Slovenia (ESS) – regional agency	12 (organised in 58 employment offices)	State, Ministry of Labour, Family, Social Affairs and Equal Opportunities (MDDSZ)	Counselling, Guidance, Vocational and Upskilling programmes	School dropouts, unemployed, workers at risk of unemployment etc.	(1) 432 PUM-O[1] (2) 20 304	NB, ESF	MDDSZ, ESF (1) EUR 1.7 million; (2) EUR 11.3 million [2]	Labour Market Regulation Act

Provider	Number	Responsibility	Adult learning services provided	Target groups of adults	Number of participants	Funding	Sources and levels	Legal base
Inter-Company Training Centre	20	State, MDDSZ	Vocational training, Upskilling	Unemployed	1 000 (2015)	MIZS	EUR 900 000	Vocational Education Act
Public Libraries	2	Municipality, MIZS	Supportive activity to AE and LLL (Centres for Self-Directed Learning, Knowledge Exchange)	Universal	1 500 (2017)	Public funds	EUR 120 000	Adult Education Master Plan
Competence Centres for Human Resources Development	11	The Public Scholarship, Development, Disability and Maintenance Fund of the Republic of Slovenia	Competence improvement	Employees	25 000	ESF, NB	ESF and NB : EUR 4 million	OP 2014-2020
Slovenia Business Link (SPOT Regije) 2018-2022	12 (in each statistical region)	SPIRIT – public agency (Ministry of Economic Development and Technology) MGRT)	Counselling and training	Potential entrepreneurs	(new programme)	ESF – public tender	ESF and NB: EUR 2 million (2018)	OP 2014-2020
Parts of public schools	47	State, MIZS	Secondary educational programmes	Completing elementary schooling and not enrolled as regular students	9 747 (2016)	Enrolment fee	Co-financed by public sources: EUR 630 000 (2016)	Secondary schooling legislation
Private secondary schools	-	Private ownership	Secondary educational programmes	Completing elementary schooling and not enrolled as regular students	3 961 (2016)	Enrolment fee	No public funding	Secondary schooling legislation
Higher Vocational schools (part-time students)	66	State, MIZS	Higher Vocational Programmes	Universal for all with attained upper- secondary education	4 389 (2017/2018)	Enrolment fee	No public funding	Higher Vocational School Act

Provider	Number	Responsibility	Adult learning services provided	Target groups of adults	Number of participants	Funding	Sources and levels	Legal base
Tertiary education institutions (part-time students)	107	State, MIZS	Tertiary educational programmes	Universal for all with attained upper- secondary education	11 802 (2017/2018)	Enrolment fee	No public funding	Tertiary Education Act
Special adult education institutions	192	Private ownership	Non-formal programmes	Universal	101 305 (2014/2015)	Enrolment fee	No public funding	Companies Act, Adult Education Act
Parts of enterprises	32	Company ownership	Upskilling programmes	Employees	194 992 (2014/2015)	Paid by the company	No public funding	Companies Act
Educational centres at the Chambers of Commerce or Crafts	7	Chambers members ownership	Vocational training and upskilling programmes	Employees	13 939 (2014/2015)	Paid by the company	No public funding	Chambers of Commerce and Industry Act
Non-governmental organisations	201 [3]	Public ownership	Non-formal programmes	Universal	26 689	Partially publicly funded via tenders		Non-governmental Organisations Act
Driving schools	149	Private ownership	Verified programmes	Universal	21 544 (2014/2015)	Paid by participants	No public funding	Drivers Act
Other	29	Unknown	Non-formal programmes	Universal	19 057	Unknown	Unknown	

Notes: [1] PUM-O – Project Learning for Young Adults.
[2] Total budget of MDDSZ included in LPIO 2017 (minus PUM-O).
[3] Members of MINVOS, the network of non-governmental educational organisations.
Sources: Government of the Republic of Slovenia (2017[1]), *Annual Plan for the Adult Education Master Plan 2017*, www.mizs.gov.si/fileadmin/mizs.gov.si/pageuploads/podrocje/odrasli/Letni_program_izobrazevanja/LPIO_2017.doc; Government of the Republic of Slovenia (2017[2]), *Annual Plan for the Adult Education Master Plan 2018*, www.mizs.gov.si/fileadmin/mizs.gov.si/pageuploads/podrocje/odrasli/Letni_program_izobrazevanja/2017/LPIO_2018_sprejet_na_vladi_-_27.7.2017.doc; ZRSZ (2017[3]), *Annual report 2016*, www.ess.gov.si/_files/11198/letno_porocilo_2016.pdf

Annex B. Adult learning activity data

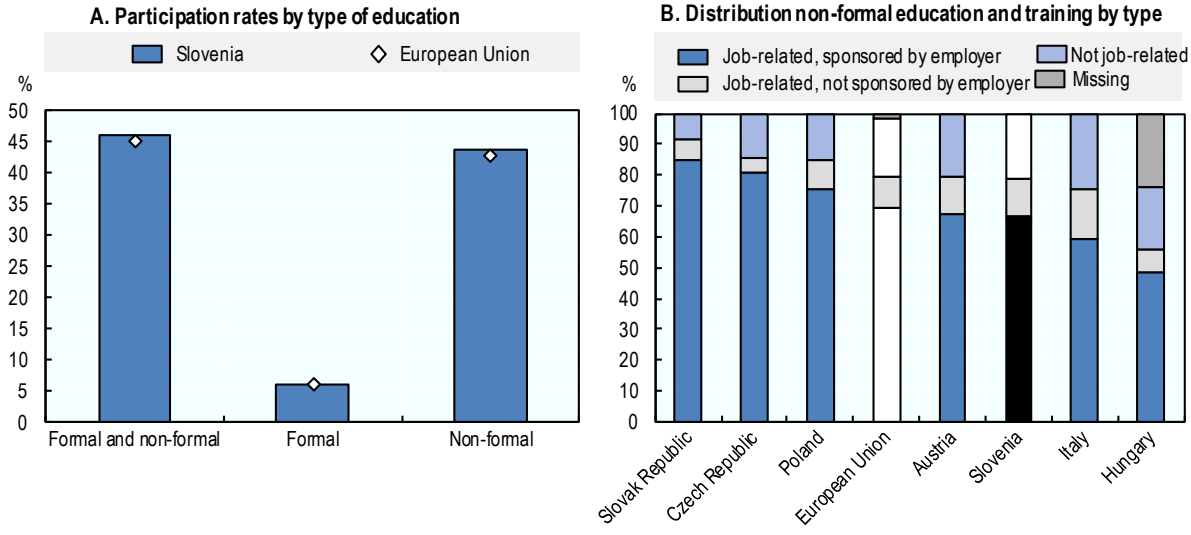
This section provides summary data on adult learning activity in Slovenia, and suggests potential roles for each ministry and sector in implementing the recommended actions in this report.

Further data on adult learning activity in Slovenia

According to the Adult Education Survey (AES) (2016), participation in adult learning in Slovenia is slightly above the European Union (EU) average, and predominately in non-formal education and training (Figure A B.1, Panel A). As in other EU countries, the majority of adult education and training in Slovenia is non-formal, job-related training sponsored by employers. However, this share is below the EU average (Figure A B.1, Panel B).

Figure A B.1. Participation rates and distribution of adult education and training, 2016

Share of adults participating in formal and/or non-formal education and training in the last 12 months, and share of non-formal education and training by type



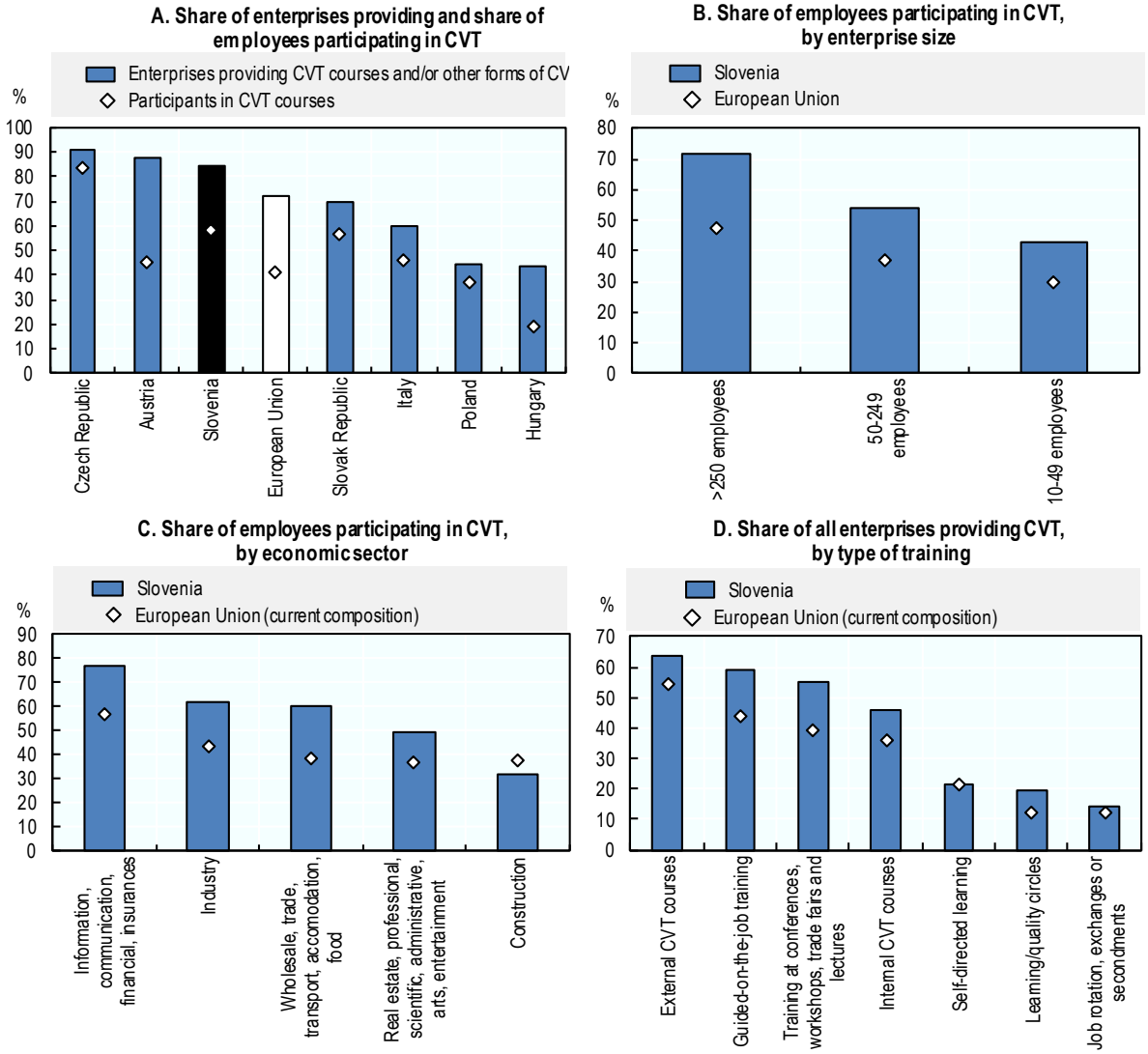
Source: Eurostat (2018[4]), *Participation rate in education and training by sex [trng_aes_100]*, *Distribution of non-formal education and training activities by type and sex [trng_aes_188]*, Adult Education Survey 2016, https://ec.europa.eu/eurostat/data/database (accessed on 31 October 2018).

StatLink https://doi.org/10.1787/888933858677

According to the Continuing Vocational Training (CVT) Survey (2015), a relatively high share of enterprises and employees are engaged in continuous vocational training in Slovenia (Figure A B.2, Panel A). These shares have increased over the last decade. Participation in CVT is relatively high in Slovenia across all sizes of enterprises

(Figure A B.2, Panel B), and in most sectors (Figure A B.2, Panel C). Slovenian enterprises mainly utilise external CVT courses, but a relatively high share of Slovenian enterprises also provide internal courses, external courses and other forms of CVT (guided-on-the-job training; job rotation, exchanges or secondments; learning/quality circles; self-directed learning; and training at conferences, workshops, trade fairs and lectures) (Figure A B.2, Panel D).

Figure A B.2. Characteristics of Continuing Vocational Training (CVT) in Slovenia, 2015



Source: Eurostat (2018[5]), Enterprises providing training by type of training and size class - % of all enterprises [trng_cvt_01s], Participants in CVT courses by sex and size class - % of persons employed in all enterprises [trng_cvt_12s], Participants in CVT courses by sex and NACE Rev. 2 activity - % of persons employed in all enterprises [trng_cvt_12n2], Continuing Vocational Training Survey, https://ec.europa.eu/eurostat/data/database (accessed on 31 October 2018).

StatLink https://doi.org/10.1787/888933858696

According to national data, a wide range and large number of providers deliver education and training to adults. In 2014/2015, there were 517 known providers of non-formal

programmes, and they delivered education and training to about 430 000 participants (Table A B.1).

Table A B.1. Non-formal adult education providers and participants in Slovenia (2014/2015)

	Providers	Participants			
		Total	Officially non-recognised programmes	Officially recognised programmes	Language programmes
Total	517	430 109	364 121	37 161	28 827
Folk high schools	32	36 902	29 820	1 538	5 544
Specialised adult education institutions	192	101 305	78 158	11 087	12 060
School-based units	35	15 681	10 334	1 180	4 167
Company-based units, etc.	32	194 992	193 655	258	1 079
Educational centres at the Chamber of Commerce or Craft	7	13 939	12 425	1 464	50
NGOs	61	26 689	23 927	21	2 741
Driving schools	129	21 544	-	21 544	-
Other providers	29	19 057	15 802	69	3 186

Note: - no occurrence of event.
Source: Taštanoska (ed.) (2017[6]), *The EDUCATION SYSTEM in the Republic of Slovenia 2016/2017*, https://ec.europa.eu/epale/en/resource-centre/content/education-system-republic-slovenia-20162017.

StatLink https://doi.org/10.1787/888933858715

In 2014/2015, over 13 000 adults were enrolled in, and over 2000 adults completed formal upper secondary education programmes in Slovenia (Table A B.2). About 95% of adult enrolments in secondary school are in technical or vocational programmes (rather than general programmes), compared to only 64% for youth (Taštanoska, 2017[6]).

Table A B.2. Formal adult education providers and participants in Slovenia (2014/2015)

Number of adult enrolments and completions in upper secondary programmes, by provider

	Enrolled			Completed		
	Total	Men	Women	Total	Men	Women
Total	13 327	6 604	6 723	2 291	1 037	1 254
Folk high schools	2 762	1 084	1 678	630	149	481
Other specialised adult education institutions	2 266	1 130	1 136	287	124	163
Company-based training centre (unit)	302	149	153	20	18	2
School-based adult education units	7 533	4 020	3 513	1 200	684	516
Educational centres at the Chamber of Commerce or Craft	-	-	-	52	37	15
Other	464	221	243	102	25	77

Note: - no occurrence of event.
Source: Taštanoska (ed.) (2017[6]), *The EDUCATION SYSTEM in the Republic of Slovenia 2016/2017*, https://ec.europa.eu/epale/en/resource-centre/content/education-system-republic-slovenia-20162017.

StatLink https://doi.org/10.1787/888933858734

Upper secondary graduates must pass a national exam (*matura*) if they wish to continue to tertiary education. There is a general *matura* for academic higher education and a vocational *matura* for professional higher education. In 2017, 1 800 adults sat the vocational *matura* and the pass rate was high (89%). However, 650 adults sat the general *matura* and the pass rate was low (43%).

Annex C. A framework for the governance of adult learning

This annex summarises the basic concepts, definitions and framework used to assess the governance of adult learning in Slovenia.

Adult learning

For the purposes of this report, "adult learning" refers to any formal or non-formal education and training, or informal learning undertaken by adults who have previously finished "first chance" formal education. This is related to but distinct from "lifelong learning", and may take place in the workplace, in training or education centres, online or in other contexts (Box A C.1).

Box A C.1. Adult learning and lifelong learning: Definitions

Lifelong learning encompasses all learning activity "from cradle to grave", including all stages of education and training, and taking place both in the formal education system and outside of it.

Adult learning encompasses any education or training activity undertaken by adults for job-related or other purposes, and includes:

- formal education or training: education or training activity that leads to a formal qualification (at primary, secondary, post-secondary or tertiary level)
- non-formal education or training: education or training activity that does not necessarily lead to a formal qualification, such as on-the-job training, open or distance education, courses or private lessons, seminars or workshops
- informal learning: learning that results from daily activities related to work, family or leisure. It is not organised or structured in terms of objectives, time or learning support. It is in most cases unintentional from the learner's perspective.

For the purposes of this report, adult learners are defined as individuals aged 25+ who have left the initial, "first chance" education system (either primary, secondary, post-secondary or tertiary level) but are engaged in learning.

Sources: OECD (2001[7]), *Education Policy Analysis 2001*, http://dx.doi.org/10.1787/epa-2001-en; Werquin (2010[8]), *Recognising Non-Formal and Informal Learning: Outcomes, Policies and Practices*, http://dx.doi.org/10.1787/9789264063853-en; OECD (forthcoming[9]), *Skills Outlook 2019 - Skills and Digitalisation*; OECD (forthcoming[10]), *Getting Skills Right: Future-Ready Adult Learning Systems*.

Governance

In developing the basic concepts, definitions and framework for this report, consideration was given to various definitions of governance, levels and types of relationships.

For the purposes of this report, "governance" refers to the delineation of responsibilities and mechanisms for co-operation between ministries, municipalities and stakeholders. This drew on the following definitions (Table A C.1).

Table A C.1. Governance: Definitions considered for this report

Definition	Publication
The processes of establishing priorities, formulating and implementing policies and being accountable in complex networks with many different actors.	OECD *Governing Education in a Complex World*
The exercise of political, economic and administrative authority necessary to manage a nation's affairs. Good governance is characterised by participation, transparency, accountability, rule of law, effectiveness, equity, etc.	OECD *Applying Strategic Environmental Assessment*
The exercise of political, economic and administrative authority in the management of a country's affairs at all levels. Governance is a neutral concept referring to the complex mechanisms, processes, relationships and institutions through which citizens and groups articulate their interests, exercise their rights and obligations and mediate their differences.	United Nations *Compendium of basic United Nations terminology in governance and public administration*

Sources: Burns and Köster (2016[11]), *Governing Education in a Complex World*, http://dx.doi.org/10.1787/9789264255364-en; OECD (2006[12]), *Applying Strategic Environmental Assessment: Good Practice Guidance for Development Co-operation*, http://dx.doi.org/10.1787/9789264026582-en; United Nations Economic and Social Council (2006[13]), "Definition of basic concepts and terminologies in governance and public administration", http://unpan1.un.org/intradoc/groups/public/documents/un/unpan022332.pdf.

The concepts of co-ordination, co-operation and collaboration are central to this definition of governance. The terms "co-operation" and "collaboration" are used interchangeably, and represent a deeper form of relationship than co-ordination (Box A C.2).

Box A C.2. Co-ordination, co-operation, collaboration: Definitions

Co-ordination: joint or shared information ensured by information flows among organisations. "Co-ordination" implies a particular architecture in the relationship between organisations (either centralised or peer-to-peer and either direct or indirect), but not how the information is used.

Co-operation / Collaboration: organisations share information, and have a joint intent and purpose. "Co-operation" or "Collaboration" may also involve a structured relationship between organisations.

Source: Adapted from OECD (2011[14]), *Estonia: Towards a Single Government Approach*, http://dx.doi.org/10.1787/9789264104860-en, in OECD (2012[15]), *Slovenia: Towards a Strategic and Efficient State*, http://dx.doi.org/10.1787/9789264173262-en.

This report considers governance and co-operation between actors at different "levels". These levels are:

- inter-ministerial co-ordination (also known as "horizontal governance"): co-ordination across different parts of the public administration is essential to ensure policy coherence and avoid duplication, inefficiencies or even policy action with contradictory effects (OECD, 2017[16]). A number of OECD countries have put in place holistic governance arrangements to promote co-ordination, co-operation and collaboration across government (OECD, 2010[17]), including on skills policies.
- co-operation between ministries and municipalities (also known as "vertical" or "multi-level governance"): the effectiveness of mutually dependent relationships between public actors situated at different levels of government is essential for the outcomes of decentralised responsibilities and policies (Charbit and Michalun, 2009[18]). In many OECD countries, the responsibility of skills policies is shared between central and sub-national governments.
- co-operation between government and non-government stakeholders: effective government engagement with stakeholders – businesses, professional associations, education providers, researchers and experts, non-government organisations (NGOs), the general public and others – is essential for developing and implementing effective skills polices. Government officials must be prepared to convene, facilitate, enable and partner with various groups and interests to find consensus regarding societal goals and the accompanying public policies and programmes (Lenihan, 2012[19]).
- co-operation between local actors (local or sub-national co-operation): co-operation at the local and regional levels can occur between stakeholders and/or municipalities. It can be an effective way of harnessing economies of scale, addressing regional overlaps or gaps in service delivery, sharing lessons and expertise, and more effectively engaging with the national government.

In this report, the OECD has considered various factors that influence the effectiveness of governance and co-operation at different levels (Table A C.2). Put positively, these factors represent "enabling conditions" for effective governance.

Table A C.2. Factors influencing the effectiveness of governance arrangements

Strategic education governance	Multi-level governance	Multi-level governance	Public governance
Strategic Education Governance (SEG): Organisational Framework	Mind the gaps: Managing Mutual Dependence in Relations among Levels of Government	Governance of Public Policies in Decentralised Contexts	Bertlesmann Sustainable Governance Indicators
Strategic thinking	Information / knowledge symmetry	Information symmetry	Strategic capacity
Accountability	Human capacity	Human capacity	Inter-ministerial co-ordination
Capacity for policy	Fiscal capacity	Fiscal capacity	Evidence-based instruments
Whole-of-system perspective	Administrative scale	Administrative scale	Societal consultation
Stakeholder involvement	Coherence of national policies	Coherence of national policies	Policy communication
Knowledge governance		Shared objectives	Effective implementation
		Accountability	Adaptability
			Organisational reform capacity
			Citizens' competence
			Legislative structures and resources
			Media reporting quality
			Party inclusiveness and interest group capacity

Sources: Adapted from OECD (2018[20]), *Strategic Education Governance – Project Plan and Organisational Framework*, www.oecd.org/education/ceri/SEG-Project-Plan-org-framework.pdf; Charbit and Michalun (2009[18]), "Mind the gaps: Managing Mutual Dependence in Relations among Levels of Government", http://dx.doi.org/10.1787/221253707200; Charbit (2011[21]), "Governance of Public Policies in Decentralised Contexts: The Multi-level Approach", http://dx.doi.org/10.1787/5kg883pkxkhc-en; Schraad-Tischler and Seelkopf (2017[22]), "Sustainable Governance Indicators 2017. Concept and Methodology", www.sgi-network.org/docs/2017/basics/SGI2017_Concept_and_Methodology.pdf.

Throughout this project, the OECD considered a range of mechanisms that can facilitate co-operation between different actors and levels of government (Charbit and Michalun, 2009[18]; Charbit, 2011[21]). These mechanisms are:

- legal mechanisms and standard setting: legislation, regulation, constitutional change that assign responsibilities and commensurate resourcing, as well as standards for inputs, outputs and/or outcomes of a service
- contracts: commitments to take action or follow guidelines that transfer decision-making rights between parties
- vertical and horizontal (quasi-)integration mechanisms: include mergers and horizontal and vertical co-operation at the sub-national level through inter-communal structures and joint municipal authorities
- co-ordinating bodies: government or non-government groups to promote dialogue, co-operation and collaboration, build capacity, align interests and timing, and share good practices among levels of government
- ad hoc/informal meetings: between representatives of different levels of government to facilitate dialogue and horizontal, vertical and cross-disciplinary networks, and complement formal mechanisms
- performance measurement: using indicators to measure the inputs, outputs and outcomes of a public service, and monitor and evaluate public service provision
- experimentation and pilot projects: trying governance mechanisms for a defined time and/or area, in order to learn what is effective in a given context.

Annex D. Considerations for implementing the actions

This annex offers further detail on considerations for implementing the recommended actions in this report. It contains the results of an online survey of adult learning stakeholders in Slovenia, and summarises the potential roles each key actor could play in implementing the actions.

Stakeholder perspectives on implementation considerations

The OECD undertook an online survey of adult learning stakeholders in Slovenia about the eight recommended actions of the report. The survey was open from 16 August to 20 September 2018.

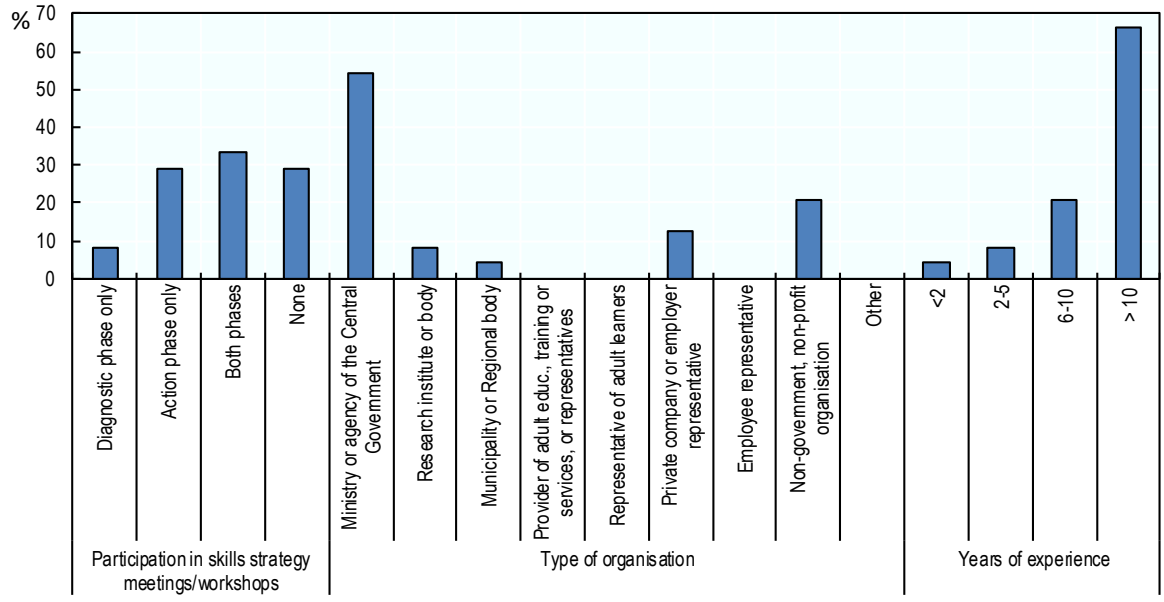
Profile of respondents

Slovenia's national project co-ordinator sent an invitation to complete the online survey to 265 individuals, 25 of whom completed the survey.

A range of stakeholders responded to the survey. The 'typical' respondent was an employee of a government ministry or agency with 10+ years of experience, who had participated in both phases of the National Skills Strategy project (Figure A D.1).

Figure A D.1. Characteristics of the survey respondents

Percentage of the total respondents (N=24)



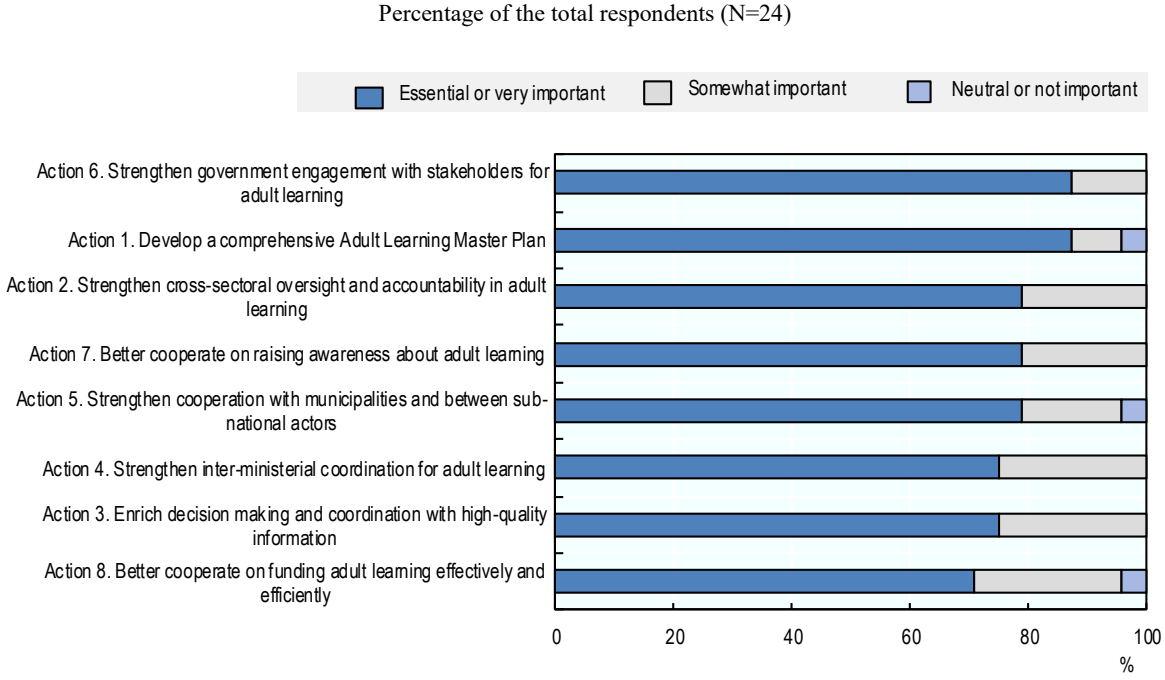
StatLink https://doi.org/10.1787/888933858772

The results presented in this annex represent the perspectives of respondents, not of the broader population. In order to ensure the quality of responses, respondents were given the option to skip questions about which they did not have strong views. This has resulted in fewer responses to questions about individual recommended actions.

Relative importance of recommended actions for Slovenia

Survey participants were asked "In your opinion, how important are each of the following actions for Slovenia?" Across the eight actions, between 70% and 88% of respondents answered that the action is "essential" or "very important" (Figure A D.2).

Figure A D.2. Relative importance for Slovenia of implementing the recommended actions



StatLink https://doi.org/10.1787/888933858791

Only two respondents suggested additional actions of importance for Slovenia, and these are consistent with the recommended actions of the OECD:

- Ensure an efficient co-operation between companies, the labour market and the adult education sector.
- Ensure the involvement of social partners in the co-design, promotion and implementation of actions, especially for micro-sized and small- and medium-sized enterprises.

Recommended actions: key findings

Survey participants were then asked to provide a range of feedback on each of the eight recommended actions. As respondents were given the option to skip actions about which they did not have strong views, between 8 and 11 respondents provided answers on each action. See Table 1.2 in Chapter 1 for a full summary of feedback for each action.

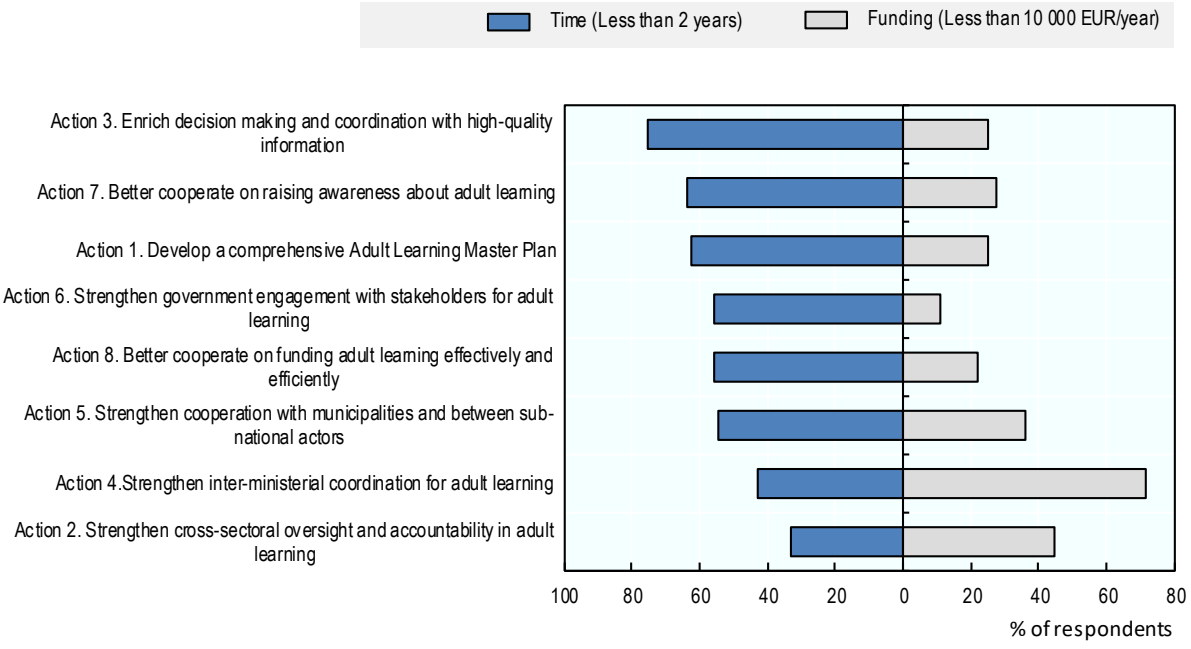
Time and funding required to implement the actions

Respondents were asked how much time and new funding would be required to implement each action.

Overall, respondents considered implementation of the actions to be relatively inexpensive but requiring a relatively large amount of time. Respondents also considered there to be a trade-off between time and funding – those actions that are relatively slow to implement are relatively inexpensive (e.g. Action 2 on improving an oversight body for adult learning) and vice versa (Figure A D.3).

Figure A D.3. The relative time and funding required to implement the actions

Implementation in less than 2 years with new funding needs of less than EUR 10 000 per year



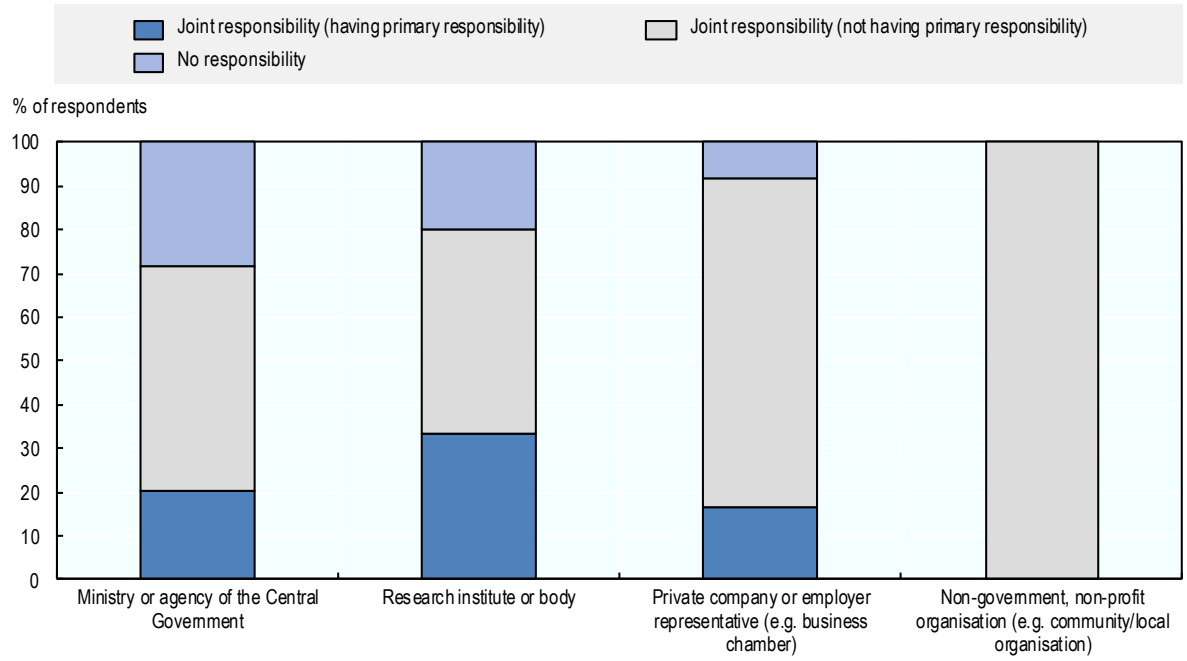
StatLink https://doi.org/10.1787/888933858810

Role of each sector in implementing the actions

Respondents were asked how much responsibility their own sector should have, and which sector should have lead responsibility, for implementing each action.

The respondents consider implementation of the actions to be a shared responsibility. No respondents considered that their own sector should have sole responsibility for implementing any action. Interestingly, respondents representing employers or the non-government sector were least likely to say that their sector has "no responsibility" for the individual actions (Figure A D.4).

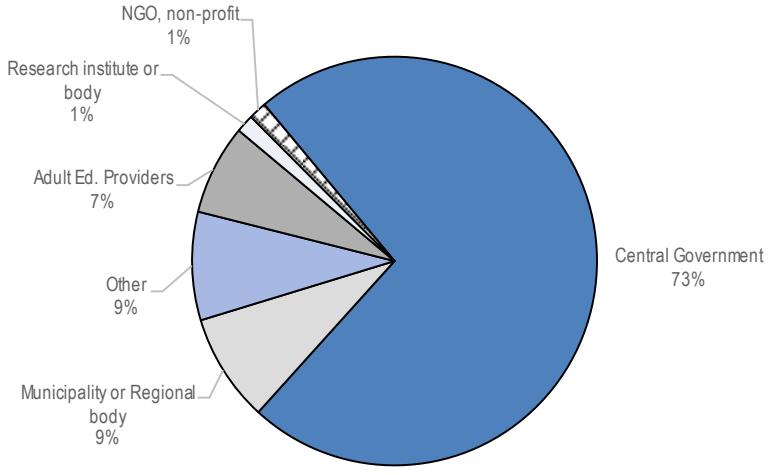
Figure A D.4. The self-reported role of each sector in implementation, average for all actions



StatLink https://doi.org/10.1787/888933858829

Despite viewing implementation as a shared responsibility, respondents considered that the central government should have lead responsibility in about 75% of cases. For Action 5: Strengthen co-operation with municipalities and between sub-national actors, however, 50% of respondents considered that municipalities or regional bodies should lead implementation.

Figure A D.5. Perspectives of the stakeholders on who should lead implementation of actions



StatLink https://doi.org/10.1787/888933858848

Key conditions for a successful implementation of the actions

Respondents were asked what they considered to be the three most important conditions for successfully implementing each action. Out of seven choices, the most common answers were:

1. The responsible organisations/sectors are held accountable for implementing the action;
2. The rationale and benefits of the action are understood by all sectors; and
3. There is political level support for the action.

Very few respondents saw sufficient funding or legislative change as critical for implementing the actions. See Table 1.2 in Chapter 1 for a full summary of feedback for each action.

Potential roles for implementing the recommended actions

A wide range of actors in Slovenia has a role to play in implementing the actions recommended in this report. Based on the analysis, discussions and survey undertaken during this project, the potential primary (lead) and secondary (support) roles of each ministry and sector for implementing the actions is summarised below (Table A D.1).

Table A D.1. Potential roles for implementing the recommended actions

	Primary responsibility for implementation (lead)	Secondary responsibility for implementation (support)
MIZS	Action 1: Comprehensive adult learning master plan Action 2: Improve oversight bodies for adult learning Action 3 (and Action 6): Expand and integrate data collections on adult learning activity	Action 3: Evaluating adult learning outcomes Action 4: Inter-ministerial co-operation Action 5: Strengthen co-operation with municipalities and locally Action 8: Create a high-level funding agreement for adult learning in the ESS
MDDSZ	Action 6: Raise the profile of adult learning on the ESS agenda Action 7: Promote adult learning among the unemployed and inactive	Action 1: Comprehensive adult learning master plan Action 2: Improve oversight bodies for adult learning Action 3: Evaluating adult learning outcomes, Improve skills needs information Action 5: Strengthen co-operation between local actors Action 8: Create a high-level funding agreement for adult learning in the ESS
MKGP	Action 1: Link adult learning master plan to agricultural policy	Action 2: Improve oversight bodies for adult learning
MGRT	Action 1: Link adult learning master plan to economic policy Action 3: Improve information on skills needs and mismatches Action 5: Strengthen government's co-operation with municipalities	Action 2: Improve oversight bodies for adult learning
MZ	Action 1: Link adult learning master plan to health policy	Action 2: Improve oversight bodies for adult learning
MK	Action 1: Link adult learning master plan to cultural policy	Action 2: Improve oversight bodies for adult learning
MJU	Action 1: Link adult learning master plan to public administration policy Action 4: Improve awareness, skills, recognition and resourcing for co-operation in the public administration Action 6: Training in user-centred policy design approaches Action 8 (and Action 5 and 6): Training in skills for commissioning and contracting services	Action 2: Improve oversight bodies for adult learning
MNZ	Action 1: Link adult learning master plan to interior policy	Action 2: Improve oversight bodies for adult learning
MP	Action 1: Link adult learning master plan to justice policy	Action 2: Improve oversight bodies for adult learning
MOP	Action 1: Link adult learning plan to environment policy	Action 2: Improve oversight bodies for adult learning

	Primary responsibility for implementation (lead)	Secondary responsibility for implementation (support)
MF	Action 8: Expand funding for second-chance upper secondary and basic skills training	Action 8: Provide co-funding for sectoral training funds in lagging sectors
SVRK	Action 1: Link adult learning master plan to development policy Action 8: Simplify national procedures and guidance for EU funds	Action 2: Improve oversight bodies for adult learning
ACS (and CPI where relevant)	Action 3: Develop a method for evaluating the outcomes of adult learning programmes and providers Action 6: Develop a user-/learner-/adult-centred approach for designing adult learning programmes Action 7: Design an action plan for promoting adult learning in Slovenia	Action 3: Expand and integrate data collections on adult learning activity
Municipalities & associations	Action 5: Strengthen co-operation on adult learning between municipalities, and with other local actors	Action 1: Comprehensive adult learning master plan Action 2: Participate in oversight bodies for adult learning
Regional bodies	Action 5: Strengthen co-operation on adult learning at the regional level	Action 1: Comprehensive adult learning master plan Action 2: Participate in oversight bodies for adult learning Action 3: Improve skills needs information
Social partners (chambers and unions)	Action 8: Create a high-level funding agreement for adult learning in the ESS Action 8: Strengthen provisions for education and training in lagging collective agreements Action 8: Pilot sectoral training funds in lagging sectors	Action 1: comprehensive adult learning master plan Action 2: Improve oversight bodies for adult learning Action 6: Raise the profile of adult learning on the ESS agenda
Business chambers	Action 7: Promote adult learning among businesses, especially micro- and small-sized businesses	
Trade unions	Action 7: Promote adult learning among workers, especially the low-skilled	
Businesses	Action 7: Promote adult learning in the workplace	Action 8: Participate in sectoral training funds
Adult learning providers (and representatives)	Action 6: Tailor programmes to the needs of adults, including through user-centred programme design approaches Action 7: Promote adult learning among local citizens and businesses	Action 1: Comprehensive adult learning master plan Action 2: Participate in oversight bodies for adult learning
Representatives of adult learners		Action 2: Participate in oversight bodies for adult learning Action 6: Represent target groups of adult learners in programme/ service design
Non-government, non-profit organisations	Action 7: Promote adult learning among local citizens	Action 2: Participate in oversight bodies for adult learning

Note: This table lists components of individual recommended actions, rather than the full, overarching action. Therefore, the wording in this table may not match the wording of the full action.

Annex E. Engagement

The National Skills Strategy Action Phase involved ongoing oversight and input from the National Project Team, which consisted of representatives of ten ministries and offices, (co-ordinated by the Ministry of Education, Science and Sport) (Table A E.1).

Table A E.1. National Project Team

Ministry of Education, Science and Sport
Ministry of Agriculture, Forestry and Food
Ministry of Economic Development and Technology
Ministry of the Environment and Spatial Planning
Ministry of Finance
Ministry of Foreign Affairs
Ministry of Health
Ministry of Labour, Family, Social Affairs and Equal Opportunities
Ministry of Public Administration
Government Office for Development and European Cohesion Policy

A broad range of stakeholders participated in the project, including representatives of municipalities, regional development agencies, adult education providers, employers, employer associations, trade unions and others.

The OECD conducted four country visits between December 2017 and July 2018, including two interactive workshops and 15 in-depth thematic discussions.

Mission 1: Inception Meeting

During the mission 12-14 December 2017, members of the OECD team:

1. facilitated a roundtable discussion in Ljubljana with senior officials from ministries, to receive their feedback on the proposed focus, scope and planned outputs of the Action Phase
2. held a technical-level meeting with representatives from participating ministries, to discuss the operational plan and skills governance in Slovenia
3. presented to social partners, researchers and other stakeholders to gather their feedback on the proposed Action Phase, and opportunities for improving co-operation between stakeholders and government in adult learning.

Representatives of nine ministries and offices attended the senior-official roundtable and the technical-level meeting in Ljubljana on 13 December (Table A E.2).

Table A E.2. Senior-officials and technical-level meetings, Ljubljana, 13 December 2017

Ministry of Agriculture, Forestry and Food
Ministry of Economic Development and Technology
Ministry of Education, Science and Sport
Ministry of the Environment and Spatial Planning
Ministry of Labour, Family, Social Affairs and Equal Opportunities
Ministry of Finance
Ministry of Foreign Affairs
Ministry of Public Administration
Government Office for Development and European Cohesion Policy

Twenty social partners, stakeholders and researchers from seven organisations attended the OECD presentation to stakeholders in Ljubljana on 14 December (Table A E.3).

Table A E.3. Organisations participating in presentation to stakeholders, Ljubljana, 14 December 2017

Ministries and agencies
Ministry of Education, Science and Sport
Ministry of Labour, Family, Social Affairs and Equal Opportunities
Stakeholders and institutes
Chamber of Commerce and Industry of Slovenia
Confederation of Public Sector Trade Unions of Slovenia
Faculty of Economics
Slovenian Institute for Adult Education
The Association of Free Trade Unions of Slovenia

Mission 2: Mapping the system and challenges

During the mission of 26-29 March, members of the OECD team:

1. facilitated a workshop in Lukovica with ministries, agencies and stakeholders, to gather concrete examples of, and enable cross-sectoral dialogue on opportunities for strengthening co-operation between stakeholders and with ministries in adult learning
2. facilitated a roundtable discussion in Ljubljana with representatives from ministries, institutes and agencies, to gather concrete examples and enable inter-ministerial discussion of opportunities for strengthening inter-ministerial co-operation in adult learning
3. held four bilateral meetings with representatives from ministries, institutes and agencies, to explore the issues raised in the workshop and roundtable discussion in more detail.

Twenty-seven participants from fourteen organisations attended the workshop in Lukovica on 27 March (Table A E.4).

Table A E.4. Organisations participating in workshop, Lukovica, 27 March 2018

Ministries and agencies	Stakeholders and institutes
Employment Service of Slovenia	Chamber of Commerce and Industry of Slovenia
Government Office for Development and European Cohesion Policy	The Association of Free Trade Unions of Slovenia
Ministry of Agriculture, Forestry and Food	Adult Education Centre Jesenice
Ministry of Economic Development and Technology	Adult Education Centre Slovenska Bistrica
Ministry of Education, Science and Sport	University of Ljubljana
Ministry of Justice, Prison Administration of the Republic of Slovenia	Slovenian Institute for Adult Education
Ministry of Public Administration, Administration Academy	
Statistical Office of the Republic of Slovenia	

Twenty-four participants from ten ministries, agencies and institutes attended the inter-ministerial roundtable in Ljubljana on 28 March (Table A E.5).

Table A E.5. Participants in inter-ministerial workshop, Ljubljana, 28 March 2018

Government Office for Development and European Cohesion Policy
Institute of the Republic of Slovenia for Vocational Education and Training
Ministry of Agriculture, Forestry and Food
Ministry of Economic Development and Technology
Ministry of Education, Science and Sport
Ministry of Finance
Ministry of Labour, Family, Social Affairs and Equal Opportunities
Ministry of Public Administration, Administration Academy
National Examinations Centre
Slovenian Institute for Adult Education

The OECD met with representatives of four organisations on 28-29 March (Table A E.6), to explore the issues raised in the workshop and roundtable discussion in more detail.

Table A E.6. Bilateral meetings, Ljubljana, 28-29 March 2018

Ministry of Education, Science and Sport
Ministry of Labour, Family, Social Affairs and Equal Opportunities
Slovenian Institute for Adult Education
Institute of the Republic of Slovenia for Vocational Education and Training

Mission 3: Testing findings and potential areas for action

During the mission of 14-18 May, the OECD facilitated seven in-depth thematic discussions, to gather feedback from different sectors and stakeholders on the relative importance of potential areas of action, and on the key challenges and opportunities for strengthening co-operation in adult learning in Slovenia. All discussions took place in Ljubljana, except one that took place at the Adult Education Centre in Jesenice. The discussions covered the themes of:

1. Reliable and user friendly information
2. Shared and sustainable funding
3. Strengthening institutions for inter-ministerial co-ordination
4. Supporting staff for co-operation & engagement
5. Municipal perspectives on co-operation
6. Stakeholders' roles in policy-making and partnerships
7. Local/regional perspectives on co-operation

Eighteen organisations, including ministries, agencies and institutes, municipalities and regional development agencies, employers, adult education providers, and/or local-level stakeholders (Table A E.7) participated in seven thematic discussions.

Table A E.7. Participants in Thematic Discussions, Ljubljana 14-18 May 2018

Ministries and agencies	Stakeholders and institutes
Employment Service of Slovenia	Adult Education Centre Jesenice
Government Office for Development and European Cohesion Policy	Association of Urban Municipalities of Slovenia
Ministry of Agriculture, Forestry and Food	Chamber of Commerce and Industry of Slovenia
Ministry of Economic Development and Technology	General Hospital Jesenice
Ministry of Education, Science and Sport	Municipality of Jesenice
Ministry of the Environment and Spatial Planning	Regional Chamber of Craft and Small Business Jesenice
Ministry of Finance	Representative of Students of Independent Institutions of Higher Education
Ministry of Health	Slovenian Institute for Adult Education
Ministry of Labour, Family, Social Affairs and Equal Opportunities	
Ministry of Public Administration, Administration Academy	

Mission 4: Testing recommended actions

During the mission of 2-5 July the OECD:

- conducted an introductory, interactive half-day workshop in Ljubljana, to present and discuss the full set of draft recommended actions, and give feedback on how to improve the entire set of actions, and individual actions
- facilitated eight thematic discussions to cover 15 draft recommended actions, and to test the views of different sectors and stakeholders on the relative importance of potential actions. The discussions covered the themes of:
  - Action 1. Establish a whole-of-government, cross-sectoral body + Action 2. Create a comprehensive Adult Learning Strategy
  - Action 6. Expand joint tenders and other inter-ministerial partnerships
  - Action 3. & 4. Improve awareness, skills, recognition and resources for co-operation in the public administration
  - Action 5. Improve and integrate information on skills needs, learning opportunities and learning outcomes
  - Actions 7 & 8. Align national, regional and local adult learning policies, and include municipalities in national bodies
  - Actions 10 & 11. Spur more local and regional partnerships in adult learning
  - Action 9. Better tailor adult learning services to the needs of adults
  - Action 12. Expand campaigns to motivate more adults to learn + Actions 13, 14 & 15. Better use EU funding, create a cross-sectoral funding agreement, and fully fund learning for low-skilled adults.

Thirteen organisations participated in workshop on 3 July (Table A E.8).

Table A E.8. Organisations participating in roundtable discussion, Ljubljana, 3 July 2018

Ministries and agencies	Stakeholders and institutes
Employment Service of Slovenia	Adult Education Centre Jesenice
Institute of Macroeconomic Analysis and Development	Development Centre Murska Sobota
Ministry of Economic Development and Technology	Institute of the Republic of Slovenia for Vocational Education and Training
Ministry of Education, Science and Sport	Slovenian Institute for Adult Education
Ministry of Labour, Family, Social Affairs and Equal Opportunities	Slovenian Rural Youth Association
Ministry of Public Administration	
Ministry of Public Administration, Administration Academy	
Public Scholarship, Development, Disability and Maintenance Fund of the Republic of Slovenia	

Twenty-three ministries, agencies and institutes, adult learners, and adult education providers participated in Thematic Workshops 2-5 July (Table A E.9).

Table A E.9. Participants in Thematic Discussions, Ljubljana, 2-5 July 2018

Ministries and agencies	Stakeholders and institutes
Employment Service of Slovenia	Adult Education Centre Jesenice
Government Office for Development and European Cohesion Policy	Adult Education Centre Slovenska Bistrica
Institute of Macroeconomic Analysis and Development	Association of Independent Higher Learning Institutions / Alma mater
Ministry of Agriculture, Forestry and Food	Association of Independent Higher Learning Institutions / GEA College
Ministry of Economic Development and Technology	Erudio
Ministry of Education, Science and Sport	Institute of the Republic of Slovenia for Vocational Education and Training
Ministry of Finance	Representative of Students of Independent Institutions of Higher Education
Ministry of Labour, Family, Social Affairs and Equal Opportunities	Simbioza Genesis, social company
Ministry of Public Administration	Slovenian Institute for Adult Education
Ministry of Public Administration, Administration Academy	Slovenian National Parents' Association
Public Scholarship, Development, Disability and Maintenance Fund of the Republic of Slovenia	Slovenian Rural Youth Association
	The Centre of the Republic of Slovenia for Mobility and European Educational and Training Programmes

References

Charbit, C. (2011), "Governance of Public Policies in Decentralised Contexts: The Multi-level Approach", *OECD Regional Development Working Papers*, No. 2011/4, OECD Publishing, Paris, http://dx.doi.org/10.1787/5kg883pkxkhc-en. [21]

Charbit, C. and M. Michalun (2009), "Mind the Gaps: Managing Mutual Dependence in Relations among Levels of Government", *OECD Working Papers on Public Governance*, No. 14, OECD Publishing, Paris, http://dx.doi.org/10.1787/221253707200. [18]

Eurostat (2018), *Adult Education Survey (AES)*, https://ec.europa.eu/eurostat/data/database (accessed on 17 October 2018). [4]

Eurostat (2018), *Continuing Vocational Training Survey (CVTS)*, https://ec.europa.eu/eurostat/data/database. [5]

Government of the Republic of Slovenia (2017), *Letni program izobraževanja odraslih v Republiki Sloveniji za leto 2017 [Annual Plan for the Adult Education Master Plan 2017]*, http://www.mizs.gov.si/fileadmin/mizs.gov.si/pageuploads/podrocje/odrasli/Letni_program_izobrazevanja/LPIO_2017.doc. [1]

Government of the Republic of Slovenia (2017), *Letni program izobraževanja odraslih v Republiki Sloveniji za leto 2018 [Annual Plan for the Adult Education Master Plan 2018]*, http://www.mizs.gov.si/fileadmin/mizs.gov.si/pageuploads/podrocje/odrasli/Letni_program_izobrazevanja/2017/LPIO_2018_sprejet_na_vladi_-_27.7.2017.doc. [2]

Lenihan, D. (2012), *Rescuing Policy. The Case for Public Engagemet, Public Policy Forum*, Public Policy Forum, Ottawa, http://www.politicipublice.ro/uploads/rescuing_policy_ebook.pdf. [19]

OECD (2018), *Strategic Education Governance - Project Plan and Organisational Framework*, Centre for Educational Research and Innovation, OECD, Paris, http://www.oecd.org/education/ceri/SEG-Project-Plan-org-framework.pdf. [20]

OECD (2017), *Government at a Glance 2017*, OECD Publishing, Paris, http://dx.doi.org/10.1787/gov_glance-2017-en. [16]

Burns, T. and F. Köster (eds.) (2016), *Governing Education in a Complex World*, Educational Research and Innovation, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264255364-en. [11]

OECD (2012), *Slovenia: Towards a Strategic and Efficient State*, OECD Public Governance Reviews, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264173262-en. [15]

OECD (2011), *Estonia: Towards a Single Government Approach*, OECD Public Governance Reviews, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264104860-en. [14]

OECD (2010), *Regional Development Policies in OECD Countries*, OECD Publishing, Paris, http://www.oecd-ilibrary.org/urban-rural-and-regional-development/regional-development-policies-in-oecd-countries_9789264087255-en. [17]

OECD (2006), *Applying Strategic Environmental Assessment: Good Practice Guidance for Development Co-operation*, DAC Guidelines and Reference Series, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264026582-en. [12]

OECD (2001), *Education Policy Analysis 2001*, OECD Publishing, Paris, http://dx.doi.org/10.1787/epa-2001-en. [7]

OECD (forthcoming), *Getting Skills Right: Future-Ready Adult Learning Systems*, OECD, Paris. [10]

OECD (forthcoming), *Skills Outlook 2019 - Skills and Digitalisation*, OECD, Paris. [9]

Schraad-Tischler, D. and L. Seelkopf (2017), "Sustainable Governance Indicators. Concept and Methodology", Bertelsmann Stiftung, http://www.sgi-network.org/docs/2017/basics/SGI2017_Concept_and_Methodology.pdf. [22]

Taštanoska, T. (ed.) (2017), *The EDUCATION SYSTEM in the Republic of Slovenia 2016/2017*, Ministry of Education, Science and Sport of the Republic of Slovenia, https://ec.europa.eu/epale/en/resource-centre/content/education-system-republic-slovenia-20162017 (accessed on 27 April 2018). [6]

United Nations Economic and Social Council (2006), "Definition of basic concepts and terminologies in governance and public administration", in *Compendium of basic terminology in governance and public administration*, Committee of Experts on Public Administration, http://unpan1.un.org/intradoc/groups/public/documents/un/unpan022332.pdf. [13]

Werquin, P. (2010), *Recognising Non-Formal and Informal Learning: Outcomes, Policies and Practices*, OECD Publishing, Paris, http://dx.doi.org/10.1787/9789264063853-en. [8]

ZRSZ (2017), *Letno poročilo 2016 [Annual report 2016]*, Employment Service of Slovenia, https://www.ess.gov.si/_files/11198/letno_porocilo_2016.pdf. [3]

ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

The OECD is a unique forum where governments work together to address the economic, social and environmental challenges of globalisation. The OECD is also at the forefront of efforts to understand and to help governments respond to new developments and concerns, such as corporate governance, the information economy and the challenges of an ageing population. The Organisation provides a setting where governments can compare policy experiences, seek answers to common problems, identify good practice and work to co-ordinate domestic and international policies.

The OECD member countries are: Australia, Austria, Belgium, Canada, Chile, the Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Israel, Italy, Japan, Korea, Latvia, Lithuania, Luxembourg, Mexico, the Netherlands, New Zealand, Norway, Poland, Portugal, the Slovak Republic, Slovenia, Spain, Sweden, Switzerland, Turkey, the United Kingdom and the United States. The European Union takes part in the work of the OECD.

OECD Publishing disseminates widely the results of the Organisation's statistics gathering and research on economic, social and environmental issues, as well as the conventions, guidelines and standards agreed by its members.

OECD PUBLISHING, 2, rue André-Pascal, 75775 PARIS CEDEX 16
(87 2018 10 1 P) ISBN 978-92-64-30844-2 – 2018

OECD Skills Studies

Skills Strategy Implementation Guidance for Slovenia

IMPROVING THE GOVERNANCE OF ADULT LEARNING

A well-coordinated adult learning system will be essential to support the achievement of Slovenia's long-term development goals. The transformational effects of globalisation, technological progress and demographic change on life at work and outside of it amplify the importance of getting adults' skills right.

OECD research shows that individuals, employers and society benefit from adults having higher levels of skills. Slovenia has achieved significant improvements in student performance and tertiary attainment in recent decades. Yet today, many adults in Slovenia have only low levels of basic skills. Participation in adult learning remains below Slovenia's targets, especially for low-skilled, unemployed and older adults, and workers in small businesses. Against the backdrop of a growing economy and awareness about the importance of skills, Slovenia's government, social partners and stakeholders have a unique opportunity to improve how they share responsibility and work together in the adult learning system.

This report outlines how Slovenia can strengthen the enabling conditions for co-operation, co-operation between specific actors (ministries, municipalities and stakeholders), and co-operation on specific challenges (promotion and financing). It recommends eight actions that government, social partners and stakeholders can take to strengthen co-ordination and co-operation, in order to improve participation, outcomes and cost-effectiveness in adult learning.

Consult this publication on line at ***https://doi.org/10.1787/9789264308459-en***.

This work is published on the OECD iLibrary, which gathers all OECD books, periodicals and statistical databases.
Visit ***www.oecd-ilibrary.org*** for more information.

OECD*publishing*
www.oecd.org/publishing

Co-funded by the European Union

ISBN 978-92-64-30844-2
87 2018 10 1 P