National Research and Development Centre
for adult literacy and numeracy

Final report for:

Study on European Terminology in Adult Learning for a common language and common understanding and monitoring of the sector

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1. Executive summary

1.1. Background and objectives

1.1.1 The Study on European Terminology in Adult Learning was organised by the European Commission (EC) under the framework of the 2007 Action Plan on Adult Learning, *It is always a good time to learn*, which called for a glossary of terminology and a set of core data to facilitate two-yearly monitoring of adult learning in Europe. An up-to-date common language is prerequisite to overcoming the misunderstandings and lack of comparable data which currently impede monitoring of the adult learning sector across the European Union.

1.1.2 The study was undertaken by the National Research and Development Centre for Adult Literacy and Numeracy (NRDC), Institute of Education, University of London in collaboration with colleagues from the Deutsches Institut für Erwachsenenbildung (DIE), the Agence Nationale de Lutte contre l'Illettrisme (ANLCI) and the University of Warsaw.

1.1.3 The overall objective of this study was to support the Commission in monitoring and analysing the adult learning sector in Europe by improving the quality and comparability of data. It is intended that findings and recommendations from this study will be tools in the implementation of the Action Plan on Adult Learning and that it will help to create a better understanding of existing good practice and also the obstacles to the monitoring of the adult learning sector.

1.1.4 This study had five objectives:

1. to identify the main fields of analysis in the adult learning sector and propose a minimum set of analyses needed for each country to make comparisons at European level;

2. to establish a European glossary, agreed by Member States, of terminologies used in the adult learning sector Europe-wide; a methodology for the glossary's

actualisation and effective dissemination would be proposed, including plans for updating the glossary on a regular basis;

3. to explore the feasibility of developing, on the basis of agreed definitions and terminology, a set of core data for monitoring the adult learning sector, including an assessment of the difficulties in collecting data and methodological proposals for collection;

4. to propose this set of core data for analysing and monitoring the adult learning sector and link it to the Council conclusions on Indicators and Benchmarks of 25 May 2007;

5. to propose a coherent new set of Indicators and Benchmarks to complete the existing 2005 Indicators and Benchmarks.

1.2. Scope and approach

1.2.1 This study explored adult learning data and terminology in the 27 EU Member States, the EFTA countries which are members of the European Economic Area (Norway, Liechtenstein), and the four candidate countries (Croatia, Iceland, FYROM, and Turkey).[1]

1.2.2 For the purposes of this study, 'adult learning' was defined as 'the entire range of formal, non-formal and informal learning activities which are undertaken by adults after a break since leaving initial education and training, and which results in the acquisition of new knowledge and skills'. This pragmatic definition includes university-level or higher education undertaken after a break (other than for deferred entry) since leaving initial education and training but not all higher education and is therefore a narrower definition than that officially recognised by the Commission, namely, '*all forms of learning undertaken by adults after having left initial education and training*, however far this process may have gone (e.g. including tertiary education)' (European Commission 2006b, p. 2).

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[1] In this study's report, these countries are referred to as EU27+. During the life of this study, the status of Iceland changed from a EFTA/EEA country to a candidate country. In November 2009 Albania obtained agreement to apply to join the EU, but Albania is not included in this study.

1.2.3   This study was undertaken with the understanding that the challenges involved in identifying, classifying and collecting core data for the adult learning sector are considerable. Adult learning is the most diverse of the lifelong learning sectors and national adult learning systems (where these exist) are complex and heterogeneous. Under the direction of the Commission, research and analysis on this study concentrated on what can be achieved and what is essential and not on what is desirable but may be prohibitively difficult to achieve. In this spirit, findings from this study concentrate on practical measures that might be taken to improve monitoring in the sector without imposing undue burdens on EU27+, an especially important consideration in the current economic climate where the finite financial resources for measuring and monitoring are more than usually stretched.

1.2.4   Given that the adult learning sector in Europe is vast, fragmented and diverse, and that a year-long study faces limits in what can be achieved, a focus was maintained throughout on the core question that underpins the study's five objectives: 'Will these data help monitor the sector?'

1.2.5   With this in mind, the terms selected for inclusion in the adult learning glossary were those considered essential for discussion on monitoring adult learning between EU27+ representatives, be these policy makers or adult education specialists. In making recommendations for a set of core data, consideration was given not only to the priority areas where robust data might be more easily gathered, but also to differing national priorities, both in terms of data currently gathered and in terms of what is needed.

1.3. Methodology

1.3.1   Research activities on this study took place in three phases: an inception phase (January-March 2009); an interim phase (April-June 2009); and an analytical phase (July-December 2009). During the inception phase, the project aims and parameters were clarified, the methodology refined and sources identified. In the interim phase, pilot fieldwork took place and early findings were presented to adult learning and data experts at a seminar in Lyon organised as part of the study (hereafter Lyon Seminar). Following this consultation, draft research instruments

and glossary definitions were refined and main stage fieldwork was launched. In the third and final phase of activity, mainstage fieldwork took place, results were analysed and shared among team members, and a list of terms for the shorter adult learning glossary finalised and circulated for translation. This final report presents the findings and outcomes for all five objectives.[2]

1.3.2   Research activity took place in two stands, the first addressing the four objectives of this study related to data monitoring and the second strand concentrating specifically on the development of an adult learning glossary. These two strands share a common goal, namely, to support the development of evidence-based policies for the adult learning sector through the collection of reliable data.

1.3.3   The methodology chosen for this study consisted of a desk-based review of qualitative and quantitative literature, supplemented by an online survey designed to gather information about data sources in EU27+ on adult learning, and by formal and informal consultation with national experts in adult learning terminology and data collection.

1.3.4   The desk-based review of data involved: (i) identifying and analysing European and international sources collecting data relevant to adult learning; (ii) reading widely on European policy on lifelong learning, implementation, and the open method of coordination; (iii) reviewing the literature to contextualise emerging findings within national settings or the demographic, social and/or economic background.

1.3.5   On the glossary strand, researchers consulted existing glossaries on education and training in Europe as well as definitions and terminologies developed as part of statistical data-gathering instruments, and obtained cooperation in providing translations from 42 experts across the continent, mainly through the Federation of European Literacy Associations.

1.3.6   To identify measurement and monitoring systems within EU27+ an online survey was devised to enable national experts to contribute key details about

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[2] A full description of the project methodology is given in Section 6 of this report. A list of key sources consulted is included in Annex G.

administrative data and surveys/censuses. In total, information on 65 administrative data sources and 67 survey/census data sources was gathered via this method, with a response rate of 80% (29 out of 36 countries/regions, where the United Kingdom was treated as three separate countries [England and Wales; Scotland; Northern Ireland] and Belgium as two [representing the French and Flemish communities]).

1.3.7   European adult learning experts were allocated a central role. In addition to the data source survey and informal consultation via email, one expert from each of the 33 countries under review was invited to attend an expert seminar hosted by l'Institut National de Recherche Pédagogique (INRP) in Lyon on 8th and 9th June 2009. This seminar provided a forum at which initial research questions and findings could be presented and discussed.

1.3.8   Findings from the research review and results of the online data sources survey were combined to create a picture of the European adult learning data landscape, mapping where data exists, where there are gaps, and where data is considered to be sufficient, robust and reliable. The main research findings and the Level 2 adult learning glossary are presented under the same conceptual framework to illustrate the links between and shared goals of research activities on the data and terminology strands.

1.3.9   The following findings are presented with the understanding that wider consultation with the Steering Committee, national representatives and the Working Group on Adult Learning is required and that agreement from Member States is required in order to proceed with publication of the European Adult Learning Glossary.

1.4. Findings

Fields of analysis in adult learning

1.4.1   This study found that data on adult learning could be classified into six dimensions in which measuring and monitoring might take place. Within these six dimensions,

24 main fields of analysis, and 17 subfields of analysis, can be identified (see Table 1.1).

Table 1.1 Main fields of analysis in adult learning

Dimension	Main Fields of Analysis	Sub-fields of Analysis
A. Adult learning strategy, policy and legislation	1. Policy implementation 2. Coherence of supply 3. Partnerships	2i. in relation to strategy 2ii. in relation to providers 2iii. in relation to demand
B. Adult skills and competences	4. Adult skills 5. Digital competences 6. Learning-to-learn 7. Skills for active citizenship 8. Learner persistence	4i. Problem-solving in technology rich environments 4ii. Literacy 4iii. Reading 4iv. Numeracy 4v. Skills at work
C. Access to and participation in adult learning	9. Barriers to participation 10. Participation in adult learning 11. Access and participation for priority groups 12. Intensity and duration of participation	11i. Migrants 11ii. Low-skilled adults 11iii. Older adults 11iv. Early school leavers
D. Investment in adult learning	13. Financing of adult learning 14. Non-financial resources for adult learning 15. Provision of Information, Advice and Guidance	13i. Public investment 13ii. Private investment 13iii. Individual investment 14i. Teaching resources 14ii. ICT resources
E. Quality of adult learning	16. Validation of learning 17. Accreditation and evaluation of provision 18. Professional development of teachers and trainers 19. Innovative pedagogy	
F. Outcomes of adult learning	20. Progression in education and training 21. Progression in employment 22. Efficiency of investment 23. Economic returns to learning 24. Social returns to learning	

Adult learning glossary

1.4.2 Two glossaries of key adult learning terminology were produced by this study: a shorter Level 1 glossary consisting of 67 essential terms (see Table 1.2) and conceived of as a handy reference tool for policy- and decision-makers; and a longer Level 2 glossary aimed at adult learning specialists. Each glossary is intended to facilitate communication between Member States in discussions about

measuring and monitoring the sector. The Level 1 glossary includes terms and definitions in English and translations of each term into the 28 official languages of EU27+.

Table 1.2 Terms included in the Adult Learning Glossary, Level 1

A	access to education; accreditation of an education or training programme; accredited learning; adult; adult learning; adult learning provider; adult learning teacher; adult learning trainer; apprenticeship
B	barriers to learning; basic skills
C	community-based adult learning; competence; continuing vocational training
D	disadvantaged; distance learning
E	early school leavers
F	formal learning; functional literacy; functional numeracy; funding body; funding stream
G	guided learning
H	hard to engage; higher education
I	ICT skills; individual learning account; individual learning plan; informal learning; information, advice and guidance (IAG); initial vocational training
K	key competences
L	learning difficulties/disabilities; liberal adult education; lifelong learning; lifewide learning; literacy; low qualified; low-skilled
M	mentoring; mother tongue
N	new basic skills; non-accredited learning; non-formal learning; numeracy
O	off-the-job training; on-the-job training; outreach
P	participation rate; persistence; post-compulsory education; priority groups; progress; progression
Q	qualification framework
R	retention; returns to learning
S	second chance education; self-directed learning (self-study); social partners
T	tertiary-level attainment; third sector; training of trainers
U	upskilling
V	validation of learning outcomes; vocational education and training (VET)
W	Work-based learning

1.4.3   It is proposed that the first edition of the Level 1 glossary be published in hard-copy only, and that it should be distributed to the relevant policy-makers and administrators with a request for amendments and suggestions for a second edition. If and when a second edition of Level 1 of the glossary is produced, we suggest it should still principally take the form of a pocket-sized handbook, but that the print run should be much larger, on the assumption that it will remain valid for longer. If it seemed desirable for it to be published also on the internet, this might be the appropriate stage.

Data collection, systems and practices

1.4.4   In taking steps to improve the monitoring of the adult learning sector, it must be recognised that adult participation in post-compulsory learning differs in key regards to participation in compulsory learning. As adults enter and exit education when they (or their employers) choose, and at different points in their lives, not only can their participation be hard to quantify, achievement is also harder to measure and learning journeys harder to track across the different learning programmes in which adults may participate. Only with greater understanding of the patterns of adult learning can appropriate systems and measures be put in place to monitor adult learning.

1.4.5   Both quantitative and qualitative research on adult learning are required in order to inform the work of policy makers and practitioners, and national centres on adult learning, where these are established, are key to promoting a research culture for the adult learning sector. The disproportionate concentration in this study on some countries (particularly the United Kingdom and Norway) demonstrates the impact of investment in large-scale research programmes on the availability of adult learning data.

1.4.6   European-level sources that currently provide robust and comparable data to measure and monitor aspects of the sector but which do not have adult learning as their primary objective (such as the Labour Force Survey) do not necessarily provide data sensitive to the realities of adult learning.

1.4.7   The richest information on learning over the lifecourse comes from longitudinal data collected by following individual adults on their learning journey or, in the case of birth cohort studies, throughout their lives. Unfortunately, such studies are not only expensive and resource intensive, there is also competition from rival interests to be the focus of longitudinal data gathering.

1.4.8   Our survey of national data sources confirms that the diversity of adult learning systems across EU27+ is matched by diversity in the number, type, coverage and robustness of adult learning data sources. Some Member States collect few or no

data beyond those required at European level; others have sophisticated administrative and survey data systems. Because adult learning differs from country to country in basic matters such as who learns, where they learn, what they learn, who funds their learning, and who they learn from, the number of fields in which comparable data might be achieved is limited. Nonetheless, existing data sources provide examples of good practice and illustrate how progress towards achieving the objective of comparable data might be made.

1.4.9   As expected, data on the inputs and to a lesser extent the processes of adult learning – particularly participation in formal learning and training at work – was found to be the most sufficient at both the European and Member State level. In general, current data relating to the outcomes of adult learning are insufficient for monitoring purposes.

1.4.10 In a number of fields in adult learning, sufficient baseline data have not yet been gathered and in these fields the lack of clarity in definitions and terminology is particularly apparent. To enable harmonisation and comparison, conceptual and developmental work will be crucial, with a need for agreement on frameworks for common and consistent categorisation (for example, categories for 'types' of adult learning providers). National consensus needs to be reached on matters such as validation, quality assurance and standards (for example, in systematic descriptions of qualification routes for adult learning staff).

1.4.11 Bearing these points in mind, this study's recommendations for core data are based on: (i) identifying examples of current data collection methods that meet the Commission's objectives; (ii) suggesting improvements that might be made to current data collect methods; (iii) exploring how new measures might be added to existing data instruments (in the form of ad hoc modules for example) to gather targeted data on adult learning; (iv) advocating for better exploitation of existing data.

1.5. Recommendations on core data for monitoring the sector

1.5.1   As adult learning systems become more established within national lifelong learning policies, so data collection systems for adult learning will evolve, increase

in number and grow more sophisticated. For this reason we recommended that a survey of national/regional data sources for adult learning, based on that developed for this study, should be repeated on a regular (biennial) basis, with the results used to map the developing data landscape in EU27+.

1.5.2　It is our recommendation that four fields of analysis in adult learning should be prioritised in the collection of core data:

> (1) Adult skills
> (2) Participation in adult learning
> (3) Professional development of teachers
> (4) Financing of adult learning

1.5.3　In the field of adult skills, we recommend that the Commission give consideration to collecting data on literacy, numeracy, work-place and problem-solving skills levels, informed by and building on the data and instruments presented under the OECD Programme for the International Assessment of Adult Competencies (PIAAC).

1.5.4　In respect of participation in formal and non-formal learning, we recommend that the Commission gather data that reflects more accurately adult patterns of participation on a biennial basis. There is scope to consolidate and build on core participation data, exploring the option of: (i) linking data from the LFS, an LFS ad hoc module and the AES; (ii) adding a booster sample to an existing survey to increase data on priority cohorts.

1.5.5　We also recommend that the Commission explore the consolidation of participation data on four priority groups: low-skilled workers; individuals entering adulthood without qualifications; migrants; and older workers.

1.5.6　We recommend that the Commission give consideration to collecting core data on the professional development of adult learning teachers and trainers. Although we recognise that: (i) in many EU countries there is not a professional status and no formal entry requirements into the sector; (ii) the quality of teaching underpins many of the areas of adult learning, such as the achievement and acquisition of

skills, we make this recommendation on the basis that adult learning staff have a key role to play in making lifelong learning a reality.

1.5.7   We recommend that the Commission gather data on: (i) contributions to funding of adult learning made by individuals; (ii) the distribution of funding across the adult learning sectors.

1.6. Indicators and benchmarks for adult learning

1.6.1   In order to propose a coherent new set of Indicators and Benchmarks to complete the existing 2005 Indicators and Benchmarks this study had to identify the key aspects of the adult learning system and assess where sufficient data at either the European and/or national level is collected that would allow for the evaluation of performance against these aspects. Drawing meaningful conclusions on the comparability of adult learning data collected at a national level represents the biggest challenge on this project and due to the differences in adult learning systems between Member States our recommendations can suggest possible ways forward only. In general this study found that the scope for developing new indicators in adult learning based on comparable, quantitative data that can be used for monitoring purposes on a regular and ongoing basis are limited; for many aspects of adult learning, qualitative and narrative data that advance knowledge on what might be measured are required before this process can take place.

1.6.2   With respect to the proposals for a core set of data above, Table 1.3 below presents a set of indictors that might be developed to accompany these data.

Table 1.3 Indicators and Benchmarks relating to core data for monitoring the sector

Field	Possible indicators (shorter-term)	Possible indicators (longer-term)
Adult skills	Adult reading skills Adult literacy skills Adult numeracy skills Adult skills at work	
Participation in adult learning	Participation in formal adult learning Participation in non-formal learning	
Access and participation	Participation broken down	

Field	Possible indicators (shorter-term)	Possible indicators (longer-term)
for priority groups	by priority/target groups	
Intensity and duration of participation	Instruction hours	
Professional development of teachers and trainers		Qualifications to teach adult learning Availability and take-up of in-house training
Financing of adult learning	Individual contributions to adult learning	Distribution of funding across adult learning sectors

1.6.3 It is our view that the European Union is not yet at the stage when it is possible to propose a coherent set of indicators, based on comparable data, which can cover the whole of the adult learning system. To meet the need for comparability, coherent frameworks need to be developed in several major fields. For fields of adult learning outside the core areas for data collection listed above, we have aimed to identify fields in which Member States could prioritise the collection of comparable data to enable indicators to be developed in the mid- to long term and also to indicate areas which are not a priority or where substantial work is required to develop indicators in the future (see Table 1.4).

Table 1.4 Indicators and Benchmarks for other main field of analysis

Field	Existing indicator(s)	Possible indicator(s)	Comments
Policy implementation	Investment in education and training		
Coherence of Supply		Coherence between skills needs and training offer	Current data mostly insufficient in this field
Partnerships			Current data insufficient
Digital competences	ICT skills		
Learning-to-learn skills	Learning-to-learn skills		Work currently being carried out to develop composite indicator
Skills for active citizenship	Civic skills		
Learner persistence			Concept insufficiently understood Composite indicator

Field	Existing indicator(s)	Possible indicator(s)	Comments
			to be developed in the longer term
Barriers to participation		Develop indicator related to barriers to participation	
Non-financial resources for adult learning		Learner-teacher ratio Instructor turnover	
Provision of Information, Advice and Guidance		Coverage of IAG Coverage of IAG by target group Service user satisfaction	
Validation of learning		Develop indicators relating to: transparency of validation process assessment of formal learning	
Accreditation and evaluation of provision			Current data insufficient
Innovation pedagogy			Current data insufficient
Progression in education and training			Current data insufficient
Progression in employment			Current data insufficient
Efficiency of investment			Current data insufficient
Economic returns to learning			Current data insufficient
Social returns to learning		Wider benefits of learning (composite indicator)	Current data insufficient

1.7. Résumé analytique

1.7.1 L'étude sur la terminologie de l'éducation et de la formation des adultes a été organisée, dans le cadre de du Plan d'action 2007 sur l'éducation et la formation des adultes intitulé *c'est toujours le moment d'apprendre*, par la commission européenne qui a commandé la réalisation d'un lexique terminologique et d'une sélection d'indicateurs essentiels pouvant faciliter le suivi biennal de l'éducation et de la formation des adultes en Europe. Une mise à jour du langage commun est une condition préalable pour surmonter les malentendus et l'absence de données comparables qui actuellement entravent le suivi du secteur de l'éducation et de la formation des adultes à travers l'Union européenne.

1.7.2 L'étude a été menée par le *National Research and Development Centre for Adult Literacy and Numeracy* (NRDC), Institut pour l'Education, Université de Londres en collaboration avec des collègues du *Deutsches Institut für Erwachsenenbildung* (DIE), de l'Agence nationale de lutte contre l'illettrisme (ANLCI) et de l'Université de Varsovie.

Objectifs

1.7.3 L'objectif général de cette étude était d'apporter une aide à la Commission européenne pour le suivi et l'analyse du secteur de l'éducation et de la formation des adultes en Europe, en améliorant la qualité et la comparabilité des données disponibles. Il est espéré que les résultats et les recommandations de cette étude pourront servir d'outils utiles pour la mise en place du Plan d'action sur l'éducation et la formation des adultes et qu'ils contribueront à une meilleure compréhension des bonnes pratiques et aussi des obstacles à la mise en place d'un suivi du secteur de l'éducation et de la formation des adultes.

1.7.4 Cette étude avait cinq objectifs:

1. Identifier les principaux domaines d'analyse du secteur de l'éducation et de la formation des adultes et proposer un ensemble minimal d'analyses pour chaque pays afin de conduire des comparaisons au niveau européen ;

2. Créer un lexique terminologique européen, validé par les Etats membres, du vocabulaire utilisé dans le secteur de l'éducation et de la formation à l'échelle de l'Europe entière; de proposer une méthodologie d'actualisation et de dissémination de ce lexique incluant un projet d'actualisation à période régulière ;

3. Explorer la possibilité de sélectionner, sur la base des définitions et de la terminologie retenues, un ensemble de données clés pour le suivi du secteur de l'éducation et de la formation des adultes, tout en incluant une évaluation des difficultés de collecte des données et des propositions pour cette collecte;

4. Proposer cet ensemble de données essentielles pour l'analyse et le suivi du secteur de l'éducation et de la formation des adultes et faire le lien entre cet ensemble et les conclusions du Conseil du 25 mai 2007 sur les Indicateurs et critères de référence;

5. Proposer un nouvel ensemble d'indicateurs et de critères de références pour compléter celui de 2005;

Portée et approche

1.7.5 Cette étude a exploré les données et la terminologie se rapportant à l'éducation et à la formation des adultes dans les 27 pays membres de l'Union européenne, les pays de l'AELE membres de l'espace économique européen (Norvège et Liechtenstein), et quatre pays candidats à l'accession (Croatie, Islande, Ancienne république yougoslave de Macédoine, Turquie)[3].

1.7.6 Pour les besoins de cette étude, 'l'éducation et la formation des adultes' a été définie comme: 'toutes les formes formelles, non-formelles et informelles

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[3] Dans cette étude lorsque nous ferons référence à ces pays nous utiliserons UE27+. Au cours du déroulement de cette étude le statut de l'Islande a changé il est passé de pays de l'AELE à celui de candidat à l'accession à l'UE. En novembre l'Albanie a obtenu l'autorisation de s'inscrire dans le processus de candidature à l'accession à l'UE, néanmoins l'Albanie ne figure pas dans les pays visés par cette étude.

d'activités d'apprentissage et de formation qui sont entreprises après avoir quitté depuis un certain temps l'éducation et la formation initiale et qui ont pour but l'acquisition de nouvelles connaissances et compétences'. Cette définition pragmatique inclut les études universitaires et l'éducation supérieure quand elles sont entreprises après une période d'arrêt des études (autre que résultant d'une poursuite différée) ayant succédé à la sortie de l'éducation et/ou de la formation initiale. Par conséquent elle est plus réductrice que la définition qui a été officiellement adoptée par la commission, à savoir: '*toutes les formes d'apprentissage effectué par des adultes ayant quitté l'éducation et la formation initiales*, indépendamment de la durée de celles-ci (y compris l'enseignement supérieur, par exemple) (Commission européenne 2006b, p2)

1.7.7   Cette étude a été entreprise en ayant conscience que les défis inhérents à l'identification, la classification et la collecte d'un ensemble de données essentielles pour le secteur de l'éducation et de la formation des adultes étaient considérables. En effet, parmi les activités relevant de l'éducation tout au long de la vie, ce sont celles d'éducation et de formation des adultes qui revêtent les formes les plus variées, d'autre part les systèmes d'éducation et de formation des adultes (quand ils existent) sont complexes et hétérogènes. Sous la direction de la Commission, la recherche et les analyses de cette étude se sont concentrées, ce qui est essentiel, sur ce qui pouvait être réalisé et non sur ce qui serait souhaitable de faire mais pas raisonnablement réalisable. Dans cet esprit, les résultats de l'étude se concentrent sur des dispositions pratiques qui pourraient être prises pour améliorer le suivi du secteur sans imposer de nouvelles charges aux 27 membres de l'union européenne et à leurs associés, ce dernier point qui est apparu comme une considération particulièrement importante dans le climat économique actuel où les ressources financières destinées à la mesure et au suivi, déjà limitées se font encore plus tendues.

1.7.8   Etant donné que le secteur de l'éducation et de la formation des adultes en Europe est vaste, fragmenté et varié, et qu'une durée d'étude d'un an impose forcément des limites à ce qui peut être réalisé, une attention particulière a été constamment apportée à la question qui sous-tend les cinq objectifs de l'étude: 'Est-ce que les données sélectionnées peuvent aider au suivi du secteur?'.

1.7.9   Dans cette perspective, les termes sélectionnés pour le lexique de l'éducation et de la formation des adultes ont été ceux qui ont été considérés comme essentiels pour les discussions sur le suivi de l'éducation et de la formation des adultes entre les représentants des UE27+, qu'ils soient des décideurs ou des spécialistes de l'éducation. Au moment de produire des recommandations concernant le choix d'un ensemble de données essentielles, une attention particulière a été donnée non seulement aux domaines prioritaires sur lesquels des données robustes peuvent facilement être rassemblées, mais aussi aux priorités nationales divergentes, que ce soit en termes de nature des données couramment collectées ou de besoins.

Méthodologie

1.7.10   Les activités de recherche de cette étude ont connu trois phases: une phase de conception (de janvier à mars 2009); une phase intermédiaire (d'avril à juin 2009) et une phase d'analyse (de juillet à décembre 2009). Pendant la phase de conception, les objectifs du projet ont été clarifiés, la méthodologie affinée et les sources identifiées. Dans la phase intermédiaire, on a expérimenté sur le terrain et les premiers résultats ont été présentés aux experts en éducation et formation des adultes réunis pour le séminaire de Lyon. Celui-ci a été organisé comme une partie à part entière de l'étude (voir plus loin séminaire de Lyon). Après cette consultation, les instruments de recherche provisoires et les définitions du lexique ont été améliorés et la phase principale du travail de terrain a été enclenchée. Pendant la troisième et dernière phase de l'étude, le travail de terrain a été effectué, les résultats ont été analysés et partagés par les membres de l'équipe, une liste de termes destinés au lexique de l'éducation et de la formation des adultes le plus court a été arrêtée et a circulé pour être traduite. Le présent rapport final rend compte des résultats obtenus pour chacun des cinq objectifs initiaux.[4]

1.7.11   L'activité de recherche s'est déroulée selon deux axes de travail parallèles, le premier s'attaquant aux quatre objectifs se rapportant aux données de suivi et le second se concentrant spécifiquement sur la réalisation du lexique de l'éducation et de la formation des adultes. Ces deux axes partageaient un objectif commun, à savoir, aider au développement de politiques fondées sur des faits concrets dans le

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[4] Une description complète de la méthodologie du projet est donnée dans le partie 6 de ce rapport. La liste des principales sources consultées se trouve dans l'Annexe F.

secteur de l'éducation et de la formation des adultes, grâce à la collecte de données fiables.

1.7.12 La méthodologie choisie pour cette étude a consisté en une revue documentaire de la littérature qualitative et quantitative, complétée par une étude sur Internet destinée à récolter des renseignements à propos des sources d'informations traitant de l'éducation et la formation des adultes, disponibles dans le UE27+ , et par des consultations formelles et informelles d'experts nationaux en terminologie de l'éducation et de la formation des adultes et/ou en collecte de données.

1.7.13 La revue documentaire a consisté à: (i) identifier et analyser les sources européennes et internationales qui ont procédé à la collecte de données liées à l'éducation et la formation des adultes; (ii) lire un large panel de documents concernant la politique européenne en matière d'apprentissage tout au long de la vie et de sa mise en œuvre et à propos la méthode ouverte de coordination; (iii) passer en revue la littérature pour contextualiser les résultats au regard des dispositifs ou des contextes démographiques, sociaux et/ou économiques nationaux.

1.7.14 Pour ce qui concerne le lexique, les chercheurs ont consulté les lexiques existants en Europe au sujet de l'éducation et de la formation tout comme les définitions et terminologies développées pour les instruments de collectes statistiques et obtenu la coopération pour la traduction des termes de 42 experts répartis sur tout le continent, la plupart du temps grâce à l'entremise de la Fédération des associations européennes pour la lecture.

1.7.15 Afin d'identifier les systèmes d'évaluation et de suivi dans les UE27+ une enquête en ligne a été conçue permettant aux experts nationaux de donner des prédisions importantes au sujet des données administratives et des enquêtes ou recensements. Au total, par cette méthode, on a collecté des informations sur 65 bases de données administratives et 67 bases de données d'enquêtes ou de recensements. Le taux de réponse a atteint 80% (29 sur 36 pays ou régions ciblés, sachant que le Royaume Uni a été traité comme trois pays différents [Angleterre et pays de Galles, Ecosse, Irlande du Nord] et la Belgique comme deux [Communautés Françaises et Flamandes]).

1.7.16 Les experts européens en formation des adultes ont joué un rôle central. En plus de l'enquête sur les bases de données et les consultations informelles par courriel, un expert de chacun des 33 pays visés par l'étude a participé au séminaire qui s'est déroulé les 8 et 9 juin 2009 dans les locaux de l'Institut National de la Recherche Pédagogique, à Lyon. Ce séminaire a fourni un lieu de discussion dans lequel la première problématique de recherche et les premiers résultats ont pu être présentés et discutés.

1.7.17 Les résultats de la revue documentaire et de l'enquête en ligne sur les bases de données ont été combinés pour établir un aperçu du paysage européen des données sur l'éducation et la formation des adultes, repérant les endroits où les données existaient, là où il y avait des manques, là où les données pouvaient être considérées comme suffisantes, robustes et fiables. Les principaux résultats de la recherche et le lexique de l'éducation des adultes de Niveau 2 ont été présentés selon le même cadre conceptuel de façon à mettre en évidence à la fois les objectifs communs des activités de recherche et les liens qui existent entre les deux axes de la recherche : données et lexique.

1.7.18 Les résultats de cette étude sont présentés en ayant conscience qu'une consultation plus vaste avec le comité de direction, les représentants nationaux et le Groupe de travail sur l'éducation et la formation des adultes est encore nécessaire tout comme l'accord des Etats membres afin de pouvoir éditer le lexique européen de l'éducation et de la formation des adultes.

Résultats

Champs d'analyse de l'éducation et de la formation des adultes

1.7.19 L'étude a montré que les données sur l'éducation et la formation des adultes pouvaient être classées selon les six domaines dans lesquels la mesure et le suivi pouvaient prendre place. A l'intérieur de ces six domaines, il a été identifié 24 champs principaux d'analyse et 17 champs d'analyse secondaires (voir Tableau 1.5).

Tableau 1.5 Principaux champs d'analyse de l'éducation et de la formation tout au long de la vie.

Domaines	Principaux champs d'analyse	Champs d'analyses secondaires
A. Stratégie, politique et législation de l'éducation et de la formation des adultes	1. Mise en œuvre de la politique 2. Cohérence de l'offre 3. Partenariats	2i. en lien avec la stratégie 2ii. En lien avec les prestataires 2iii. En lien avec la demande
B. Compétences et capacités des adultes	4. Compétences des adultes 5. Compétences numériques 6. Apprendre à apprendre 7. Compétences pour un une citoyenneté active 8. Maintien en formation	4i. Résolution de problèmes dans un environnement riche en technologie 4ii. Littéracie (littérisme) 4iii. Lecture 4iv. Numéracie 4v. Compétences professionnelles
C. Accès et participation à l'éducation et à la formation des adultes.	9. Obstacles à la participation 10. Participation à l'éducation et la formation des adultes 11. Accès et participation dans le cas des groupes prioritaires 12. Intensité et durée de la participation	11i. Migrants 11ii. Adultes avec un bas niveau de compétences 11iii. Personnes âgées 11iv. Sortants précoces sans qualification
D. Investissements dans l'éducation et la formation des adultes	13. Financement de l'éducation et de la formation des adultes 14. Ressources non financières pour l'éducation et la formation des adultes 15. Dispositions pour l'information, le conseil et l'orientation	13i. Investissement public 13ii. Investissement privé 13iii. Investissement individuel 14i. Ressources pédagogiques 14ii. Ressources TICE
E. Qualité de l'éducation et de la formation des adultes	16. Validation de l'apprentissage 17. Accréditation et évaluation des dispositifs 18. Développement professionnel des enseignants et des formateurs 19. Pédagogies innovantes.	
F. Résultats de l'éducation et de la formation des adultes	20. Evolutions en matière d'éducation et de formation 21. Evolutions au niveau de l'emploi 22. Efficience de l'investissement 23. Rentabilité économique de l'éducation et de la formation 24. Impact social de l'éducation et de la formation	

Lexique de l'éducation et de la formation des adultes

1.7.20 Deux lexiques de la terminologie clé de l'éducation et de la formation des adultes ont été produits lors de cette étude : Un réduit, dit de Niveau 1, qui comprend les 67 termes les plus importants (voir Tableau 1.6). Il est conçu comme un outil de référence d'accès pratique pour les décideurs politiques et autres. Un autre, plus long, dit de Niveau 2, est destiné aux spécialistes de l'éducation et de la formation des adultes. Chaque lexique a pour but de faciliter la communication entre les Etats membres lors de discussions au sujet de l'évaluation et du suivi du secteur. Le lexique Niveau 1, comprend les termes avec leur définition en anglais et une traduction de chacun d'eux dans les 28 langues officielles des UE27+.

Tableau 1.6 Termes figurant dans le lexique de niveau 1

A (en anglais)	conditions d'admission/d'accès à l'éducation; homologation d'une formation/d'un programme d'éducation ou de formation; formation qualifiante/certifiante/diplômante; adulte ou jeune adulte (à partir de 16 ans); formation d'adultes; organisme/prestataire de formation d'adultes; formateur d'adultes; tuteur; apprentissage/ormation en alternance
B	obstacles (freins) à la formation; compétences de base
C	cours municipaux ou de quartier/formation 'communautaire' d'adultes; compétence; formation professionnelle continue
D	défavorisé; apprentissage/formation à distance
E	jeunes sortis précocément du système scolaire
F	apprentissage formel/formation formelle; littérisme/alphabétisation fonctionnelle; numératie/compétences mathématiques; financeur/pouvoirs subsidiants; mécanisme de financement
G	auto-formation tutorée
H	eloigné(e) de la formation; enseignement supérieur
I	compétences en technologies de l'information et de la communication (TIC); compte individuel de formation; plan individuel de formation; apprentissage informel; information, conseil et orientation; formation professionnelle initiale
K	compétences clés/compétences de base
L	difficultés/handicaps pour le suivi d'une formation/difficultés d'apprentissage; éducation populaire; éducation et formation/apprentissage tout au long de la vie; éducation et formation embrassant tous les aspects de la vie; maîtrise de l'écrit; faiblement qualifié; peu qualifié
M	tutorat; langue maternelle
N	nouvelles compétences de base; formation non qualifiante; apprentissage non formel/formation non formelle; numératie/maîtrise du calcul mathématique/compétences mathématiques
O	formation (hors des murs) en dehors du poste de travail; formation sur le poste de travail; activités de modification du rapport aux apprentissages
P	taux de participation; persévérance; éducation postobligatoire/enseignement

	postobligatoire/scolarité postobligatoire; public prioritaire; progrès; progression
Q	cadre de certification
R	maintien en formation; bénéfices tirés de la formation/apports de la formation
S	dispositifs 'deuxième chance/éducation de la seconde chance; autoapprentissage/auto-formation; partenaires sociaux
T	pourcentage de diplômés de l'enseignement supérieur; secteur de l'économie sociale et solidaire; formation de formateurs
U	perfectionnement professionel/amélioration des competences
V	validation des acquis/des compétences/et de l'experience; enseignement et formation professionnelle
W	formation basée sur le travail

1.7.21 Il est suggéré que la première édition du lexique de Niveau 1 soit faite en version papier, et que celle-ci soit distribuée aux décideurs politiques et aux responsables compétents avec une demande de rectification et de suggestions de leur part pour une future seconde édition. Si cette seconde édition du lexique de Niveau 1 est réalisée, nous suggérons qu'à ce moment là elle prenne encore principalement le format d'un guide de poche, mais avec un tirage qui pourrait être plus important, dans l'hypothèse que le lexique pourrait rester valide pour un certain temps. Si l'on juge souhaitable qu'il soit publié aussi sur Internet, le moment de cette réédition serait favorable.

La collecte des données, les systèmes et les pratiques

1.7.22 Au moment où l'on propose des dispositions visant à améliorer le suivi du secteur de l'éducation et de la formation des adultes, on doit reconnaître que la participation des adultes dans l'apprentissage post enseignement obligatoire est différente sur plusieurs aspects fondamentaux de celle qui correspond à la période de l'enseignement obligatoire. En particulier, les adultes entrent et sortent de l'éducation et de la formation quand eux-mêmes ou leurs employeurs le décident. D'autre part, les résultats des formations sont aussi plus difficiles à évaluer et les parcours de formation plus difficiles à repérer dans les différents programmes d'éducation et de formation que les adultes peuvent suivre. C'est seulement avec une parfaite compréhension des modèles de fonctionnement de l'éducation et de la formation des adultes que des systèmes ou des mesures de suivi appropriés peuvent être mises en place.

1.7.23 En matière d'éducation et de formation des adultes, la recherche quantitative, tout comme la recherche qualitative sont tout autant nécessaires pour pouvoir alimenter le travail des décideurs politiques, des praticiens et des centres nationaux d'éducation et de formation des adultes. Quand ces derniers existent, ils sont les éléments clés pour le développement d'une culture de recherche sur l'éducation et la formation des adultes. Le fait que cette étude donne une place disproportionnée à quelques pays (particulièrement le Royaume Uni et la Norvège) démontre l'impact sur la disponibilité de données concernant l'éducation et la formation des adultes que représente l'investissement dans des programmes de recherche de grande envergure.

1.7.24 Les sources de niveau européen qui donnent habituellement des données robustes et comparables pour la mesure et le suivi du secteur de l'éducation et de la formation des adultes, mais qui ne visent pas prioritairement ce secteur (comme l'enquête sur les forces de travail) ne fournissent pas nécessairement des données qui prennent en compte les réalités de l'éducation et de la formation des adultes.

1.7.25 Les informations les plus riches concernant l'apprentissage au cours de la vie viennent de données longitudinales collectées en suivant des individus adultes tout au long de leur parcours de formation ou, dans le cas des cohortes déterminées par la date de naissance, tout au long de leur vie. Malheureusement, de telles études ne sont pas seulement très couteuses et contraignantes, mais il existe souvent des conflits d'intérêts entre les partenaires au moment de déterminer quelles sont les priorités que l'on va donner à la collecte des données longitudinales.

1.7.26 Notre enquête sur les sources de données confirme que la diversité des systèmes d'éducation et de formation des adultes entre les UE27+ est comparable à la diversité qui existe dans le nombre, le type, le champ et la robustesse des bases de données concernant l'éducation et la formation des adultes. Certains membres ne collectent que peu, voire pas du tout de données en dehors de celles réclamées par le niveau européen, d'autres à l'opposé ont des systèmes de sophistiqués de données administratives et d'enquêtes. Parce que l'éducation et la formation des adultes varient d'un pays à l'autre sur les réponses apportées à des questions aussi simples que: Qui sont les apprenants? Où se forment-ils? Qu'apprennent-ils? Qui finance leurs études? et qui sont leurs enseignants et formateurs?, le nombre de champs dans lesquels on peut réellement comparer des données est limité.

Néanmoins, les bases de données existantes fournissent quelques bons exemples de bonnes pratiques et montrent comment on peut progresser dans la voie d'une comparabilité des données.

1.7.27 Comme attendu, les données sur les moyens et d'une moindre façon sur les processus de l'éducation et de la formation des adultes –particulièrement en ce qui concerne la participation dans l'éducation et la formation formelles et la formation sur le lieu de travail- sont apparues comme les plus complètes que ce soit au niveau Européen ou des Etats membres. Néanmoins, en général, les données actuellement disponibles sur les résultats de l'éducation et de la formation des adultes sont insuffisantes pour conduire des activités de suivi.

1.7.28 Dans nombre de champs de l'éducation et de la formation des adultes, une quantité suffisante de données de bases n'a pas encore été rassemblée et dans ces champs le manque de clarté dans les définitions et la terminologie est particulièrement apparent. Pour rendre possible une harmonisation et une comparaison des données, un travail conceptuel et de développement semble être essentiel, avec la nécessité d'une validation des cadres de travail destinés à produire des catégorisations communes et conséquentes (par exemple, catégories des types de fournisseurs de l'éducation et de la formation des adultes). Il est nécessaire d'atteindre un consensus national sur des sujets comme la validation, le contrôle de la qualité et les standards (par exemple, sur une description systématique des parcours de qualification des formateurs de l'éducation et de la formation des adultes).

1.7.29 En gardant ces points à l'esprit, les recommandations de cette étude sur les données essentielles s'appuient sur: (i) l'identification d'exemples de méthodes habituelles de collectes des données qui vont dans le sens des objectifs de la Commission; (ii) des suggestions d'amélioration qui devraient être apportées aux méthodes habituelles de collecte de données; (iii) une revue de la façon dont certaines dispositions pourraient être ajoutées aux instruments de collecte destinés à rassembler des données sur l'éducation et la formation des adultes (par exemple dans la forme des modules spécialisés); (iv) un plaidoyer pour une meilleure exploitation des données existantes.

Recommandations à propos des données essentielles pour le suivi du secteur

1.7.30 En même temps que les systèmes d'éducation et de formation des adultes deviennent plus présents dans les politiques nationales d'éducation tout au long de la vie, les systèmes de collecte de données évolueront, s'accroissant en nombre, devenant plus importants et sophistiqués. Pour cette raison nous recommandons qu'une enquête portant sur les bases de données nationales (ou régionales) sur l'éducation et la formation des adultes, fondée sur les outils développés pour cette étude, soit conduite régulièrement (tous les deux ans), avec les résultats qui sont utilisés pour rendre compte de l évolution globale des données dans les pays de l'UE27+.

1.7.31 Une autre de nos recommandations est que quatre champs d'analyse de l'éducation et de la formation des adultes soient considérés comme prioritaires pour la collecte des données essentielles:
(1) Les compétences des adultes
(2) La participation des adultes dans l'éducation et la formation des adultes
(3) La professionnalisation des enseignants (formateurs)
(4) Le financement de l'éducation et de la formation des adultes

1.7.32 Dans le champ des compétences des adultes, nous recommandons que la Commission prenne en considération la collecte des données sur les niveaux de compétence établis grâce aux données et aux instruments utilisés par le programme de l'OCDE PIAAC (Programme for International Assessment of Adult literacy, Programme international pour l'évaluation des compétences des adultes), en littéracie, numéracie, en matière professionnelle et en résolution de problèmes.

1.7.33 En ce qui concerne la participation aux formations formelle et non formelle, nous recommandons que la commission rassemble à une fréquence de deux ans, les données qui donnent l'image la plus précise des types de participation des adultes. Il y a une possibilité de consolider et de créer des données essentielles sur la participation, en explorant l'option qui consiste à: (i) mettre en relation les données provenant de l'enquête sur les forces de travail, d'un module ad hoc de cette

enquête et celles de l'enquête sur l'éducation et la formation des adultes; ajouter un échantillon supplémentaire à une enquête existante pour augmenter les données collectées sur les cohortes prioritaires.

1.7.34 Nous recommandons aussi que la commission explore les possibilités de consolidation des données sur la participation au sein des quatre groupes prioritaires suivants: les travailleurs ayant de bas niveaux de compétences, les jeunes adultes n'ayant aucune qualification, les migrants et les travailleurs âgés.

1.7.35 Nous recommandons à la Commission de donner une attention particulière à la collecte de données essentielles sur la professionnalisation des enseignants et des formateurs. Malgré le fait que nous reconnaissons que: (i) dans de nombreux pays de l'UE il n'existe ni statut professionnel ni exigences formelles pour devenir formateur dans le secteur; (ii) la qualité de l'enseignement conditionne de nombreux aspects de l'éducation et la formation des adultes, comme la réussite et l'acquisition effective de compétences, nous faisons cette recommandation en nous appuyant sur le fait que les formateurs de l'éducation et de la formation des adultes ont un rôle clé à jouer pour faire que l'éducation tout au long de la vie soit une réalité.

1.7.36 Nous recommandons que la Commission rassemble des données sur: (i) la contribution des particuliers au financement de l'éducation des adultes; (ii) la répartition des financements entre les différents secteurs de l'éducation et de la formation des adultes.

Indicateurs et points de repère pour l'éducation et la formation des adultes

1.7.37 Afin de proposer un ensemble cohérent d'indicateurs et de repères destiné à compléter celui existant depuis 2005, cette étude a cherché à identifier les caractéristiques clés du système d'éducation et de formation des adultes et à les évaluer lorsqu'il y a suffisamment de données collectées que ce soit au niveau européen et/ou national. Tirer des conclusions significatives sur la comparabilité des données sur l'éducation et la formation des adultes collectées au niveau national est le principal défi de ce projet et en raison des différences entre les

différents systèmes d'éducation et de formation des adultes des Etats membres, nos recommandations ne peuvent que suggérer des possibles voies de progrès. De façon globale, cette étude a mis en évidence que les possibilités de développer de nouveaux indicateurs concernant l'éducation et la formation des adultes fondés sur des données quantitatives comparables pouvant être utilisées pour un suivi régulier et constant étaient limitées. Pour de nombreux aspects de l'éducation et de la formation des adultes des données qualitatives et descriptives sont nécessaires pour faire progresser la connaissance sur ce qui devrait être mesuré avant que le processus de mise en place d'indicateurs et de repères ne soit enclenché.

1.7.38 En ce qui concerne les propositions pour un ensemble de données essentielles mentionnées ci-dessus, le Tableau 1.7 ci-dessous présente un ensemble d'indicateurs qui pourraient être développés pour les accompagner.

Tableau 1.7 Indicateurs et repères concernant les données essentielles pour le suivi du secteur.

Champ	Indicateurs possibles (à court terme)	Indicateurs possibles (à long terme)
Compétences et capacités des adultes	Compétences des adultes : • en lecture • en littéracie (littérisme) • en numéracie • professionnelles	
Accès et participation à l'éducation et à la formation des adultes.	Participation dans l'éducation et la formation des adultes: • formelles • non formelles	
Accès et participation à l'éducation et à la formation des adultes des groupes prioritaires	Participation des groupes ou cibles prioritaires	
Intensité et durée de la participation	Heures de formation	
Professionnalisation des enseignants et des formateurs		Qualifications nécessaires pour enseigner aux adultes Disponibilité et souscription de formation interne
Financement de l'éducation et de la formation des adultes	Contributions individuelles à la formation des adultes	Répartition du financement entre les différents secteurs de la formation des adultes.

1.7.39 De notre point de vue, l'Union européenne n'est pas encore au stade où il est possible de proposer un ensemble cohérent d'indicateurs, reposant sur des données comparables qui couvrent l'intégralité du système d'éducation et de formation des adultes. Pour répondre au besoin de comparabilité il est nécessaire de développer des cadres cohérents dans plusieurs des champs principaux. Concernant les champs de l'éducation et de la formation des adultes qui ne font pas partie de la liste ci-dessus (Tableau 1.3) de ceux qui sont considérés comme centraux du point de vue de la collecte des données, nous avons cherché d'une part à identifier des domaines dans lesquels les Etats membres pourraient donner une priorité à la collecte de données comparables qui rende possible le développement, à moyen ou long terme, d'indicateurs et d'autre part à indiquer les domaines qui ne sont pas des priorités ou pour lesquels un travail conséquent est nécessaire pour développer dans le futur des indicateurs (voir Tableau 1.8).

Tableau 1.8 Indicateurs et repères pour les autres domaines principaux d'analyse

Domaine	Indicateurs existants	Indicateurs possibles	Commentaires
Mise en œuvre de la politique	Investissement dans l'éducation et la formation		
Cohérence de l'offre		Cohérence entre les compétences recherchées et l'offre de formation	Les données actuelles sont pour la plupart insuffisantes dans ce domaine
Partenariats			Les données actuelles sont insuffisantes
Compétences numériques	Compétences TICE		
Compétences pour apprendre à apprendre	Compétences pour apprendre à apprendre		Un travail est conduit actuellement pour développer un indicateur composite
Compétences pour une citoyenneté active	Compétences civiques		
Maintien dans l'apprentissage			Concept insuffisamment précisé Un indicateur composite devra être développé dans le long terme

Domaine	Indicateurs existants	Indicateurs possibles	Commentaires
Obstacles à la participation		Indicateur relative aux obstacles à la participation	
Ressources non-financières pour la formation des adultes		Ratio apprenant/enseignant (formateur) Renouvellement des formateurs	
Offre d'information, de conseil et d'orientation (OICO)		Champ couvert par l'OICO OICO et groupes cibles Satisfaction des utilisateurs	
Validation de l'apprentissage		Indicateurs relatifs à la transparence des processus de validation. Evaluation de la formation formelle	
Habilitation et évaluation de l'offre			Les données actuelles sont insuffisantes
Innovation en matière de pédagogie			Les données actuelles sont insuffisantes
Progression dans l'éducation et la formation			Les données actuelles sont insuffisantes
Evolution de la carrière professionnelle			Les données actuelles sont insuffisantes
Efficience de l'investissement			Les données actuelles sont insuffisantes
Conséquences économiques de la formation			Les données actuelles sont insuffisantes
Conséquences sociales de la formation		Bénéfices les plus larges de l'apprentissage (indicateur composite)	Les données actuelles sont insuffisantes

1.8. Zusammenfassung

1.8.1 Die Studie zur europäischen Terminologie in der Erwachsenenbildung wurde von der Europäischen Kommission (EC) im Rahmen des Aktionsplans für Erwachsenenbildung "*It is always a good time to learn*" von 2007 organisiert, der ein Glossar von Fachterminologien und einen Kerndatensatz verlangte, um zweijährige Beobachtungen der Erwachsenenbildung in Europa zu ermöglichen. Eine aktuelle einheitliche Sprachregelung ist Grundvoraussetzung dafür, um Missverständnisse und das Fehlen von Vergleichsdaten zu überwinden, die derzeit die Beobachtung des Bereichs Erwachsenenbildung in der Europäischen Union noch verhindern.

1.8.2 Die Studie wurde durchgeführt vom National Research and Development Centre for Adult Literacy and Numeracy (NRDC), dem Institute of Education, University of London, in Zusammenarbeit mit den Kollegen des Deutschen Institut für Erwachsenenbildung (DIE), der Agence Nationale de Lutte contre l'Illettrisme (ANLCI) sowie der Universität von Warschau.

Ziele

1.8.3 Die allgemeine Zielsetzung dieser Studie lag in der Unterstützung der Kommission bei der Beobachtung und Analyse des Bereichs Erwachsenenbildung in Europa durch eine Verbesserung der Qualität und der Vergleichbarkeit von Daten. Es ist vorgesehen, dass die Ergebnisse und Empfehlungen dieser Studie zu Instrumenten bei der Implementierung des Aktionsplans für Erwachsenenbildung werden und dass sie dabei behilflich sind, ein besseres Verständnis für die bestehende gute Praxis und die Hindernisse bei der Beobachtung des Bereichs Erwachsenenbildung zu liefern.

1.8.4 Diese Studie hat fünf Ziele:

1. Feststellung der wesentlichen Analysebereiche in der Erwachsenenbildung. Die Studie sollte ein Minimum an Analysen vorschlagen, die für jedes Land benötigt werden, um einen Vergleich auf europäischer Ebene ziehen zu können.

2. Erstellung eines europäischen Glossars für die europaweit im Bereich der Erwachsenenbildung von den Mitgliedstaaten vereinbarte und verwendete Terminologie; dieses Glossar sollte eine Methode zur Aktualisierung enthalten.

3. Untersuchung der Möglichkeit, einen Satz von Kerndaten auf der Grundlage der vereinbarten Definitionen und Terminologie zu entwickeln, um den Sektor der Erwachsenenbildung zu beobachten.

4. Vorschlagen dieses Satzes von Kerndaten, der eine Verbindung zu den Schlussfolgerungen des Rates vom 25. Mai 2007 zu Indikatoren und Benchmarks aufweisen sollte, für die Analyse und Beobachtung des Erwachsenenbildungssektors.

5. Vorschlagen eines kohärenten neuen Satzes von Indikatoren und Benchmarks, um die vorhandenen Indikatoren und Benchmarks aus dem Jahr 2005 zu ergänzen.

Untersuchungsbereich und Herangehensweise

1.8.5   Diese Studie erforschte Datenmaterial und Terminologien des Bereichs Erwachsenenbildung in den 27 EU-Mitgliedsstaaten, in den EFTA-Ländern, die Mitglieder des Europäischen Wirtschaftsraums sind (Norwegen, Liechtenstein) sowie in den vier Beitrittskandidaten-Ländern (Kroatien, Island, der ehemaligen jugoslawischen Republik Mazedonien und der Türkei).[5]

1.8.6   Zum Zweck dieser Studie wurde 'Erwachsenenbildung' definiert als 'die gesamte Bandbreite der formellen, nicht-formellen und informellen Lerntätigkeiten, die von Erwachsenen nach einer Unterbrechung seit Beendigung der Erstausbildung

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[5] In diesem Studienbericht werden die Länder den EU-27+ zugerechnet. Während der Erarbeitung dieser Studie wechselte der Status von Island von einem EFTA/EEA-Land zu dem eines Beitrittskandidaten. Im November 2009 wurde Albaniens Antrag zur Aufnahme in die EU genehmigt, jedoch ist Albanien in dieser Studie nicht berücksichtigt.

aufgenommen werden und die in der Aneignung von neuem Wissen und neuen Fähigkeiten resultieren'. Diese pragmatische Definition umfasst den Universitätsabschluss oder höhere Bildungsabschlüsse, die nach einer Unterbrechung (die nicht auf verzögerte Aufnahme zurückzuführen ist) aufgenommen wurden, seit sie die grundlegende Aus- und Fortbildung beendet haben. Sie schließt aber nicht die gesamte Hochschulbildung mit ein und ist aus diesem Grund eine eingeschränktere Definition, als diejenige, welche offiziell von der Kommission anerkannt wurde, namentlich "*alle Formen des Lernens die von Erwachsenen aufgenommen wurde nach Abschluss einer Erstausbildung,* wie weit dieser Prozess auch immer fortgeschritten sein mag (beispielsweise einschließlich tertiärer Bildungsbereiche)" (Europäische Kommission 2006b, S. 2).

1.8.7   Diese Studie wurde in dem Wissen durchgeführt, dass die Herausforderungen, die mit der Identifizierung, Klassifizierung und Sammlung von Kerndaten für den Bereich Erwachsenenbildung in Verbindung stehen, sehr groß sind. Erwachsenenbildung ist die facettenreichste der lebenslangen Lernbereiche und nationale Erwachsenenbildungssysteme (wo diese bestehen) sind komplex und uneinheitlich. Unter Leitung der Kommission wurden Recherchen und Analysen in dieser Studie auf das ausgerichtet, was erreicht werden kann und was essentiell ist, und nicht auf das was wünschenswert, aber möglicherweise nur schwer zu erreichen wäre. In diesem Sinne konzentrieren sich die Ergebnisse dieser Studie auf konkrete Maßnahmen die unternommen werden könnten, um die Beobachtung dieses Bereichs zu verbessern, ohne den EU-27+ übermäßige Belastungen aufzuerlegen. Dies gilt ganz besonders vor dem Hintergrund des derzeitigen wirtschaftlichen Klimas, in dem die finanziellen Ressourcen für die Messung und Kontrolle noch mehr als sonst begrenzt sind.

1.8.8   Angesichts der Tatsache, dass der Bereich Erwachsenenbildung in Europa sehr groß, fragmentarisch und facettenreich ist, und dass einer einjährigen Studie bei dem Erzielen ihrer Ergebnisse Grenzen gesetzt sind, wurde der Fokus durchgehend auf die Kernfrage konzentriert, die die fünf Punkte der Studie unterstreichen: 'Werden diese Daten hilfreich dabei sein, diesen Bereich zu kontrollieren?'

1.8.9   Vor diesem Hintergrund wurden diejenigen Begriffe des Glossars für Erwachsenenbildung ausgewählt, die als essentiell für die Diskussion über die Beobachtung der Erwachsenenbildung zwischen EU-27+-Vertretern angesehen

wurden, ungeachtet der Tatsache, ob diese politische Entscheidungsträger oder Spezialisten in der Erwachsenenbildung sind. Für die Empfehlung eines Satzes von Kerndaten wurden nicht nur diejenigen Bereiche in Betracht gezogen, in denen zuverlässige Daten möglicherweise einfach zu sammeln sind, sondern es wurden auch die unterschiedlichen nationalen Prioritäten berücksichtigt, sowohl im Hinblick auf die derzeit gesammelten Daten als auch im Hinblick auf die Frage, was benötigt wird.

Methodik

1.8.10   Die Recherche-Aktivitäten für diese Studie wurden in drei Phasen durchgeführt: In einer Anfangsphase (Januar bis März 2009); einer Zwischenphase (April bis Juni 2009) und einer analytischen Phase (Juli bis Dezember 2009). Während der Anfangsphase wurden die Projektziele und Parameter abgeklärt, die Methodik verfeinert und die Quellen identifiziert. In der Zwischenphase fand die Pilot-Feldforschung statt und erste Ergebnisse wurden den Experten für Erwachsenenbildung und den Datenexperten bei einem Seminar in Lyon als Teil der Studie vorgestellt (hiernach Lyon Seminar genannt). Nach dieser Beratung wurden die Entwürfe der Forschungsinstrumente und die Glossar-Definitionen verfeinert und die Hauptphase der Feldarbeit initiiert. In der dritten und letzten aktiven Phase wurde die Hauptphase der Feldarbeit durchgeführt, Resultate wurden analysiert und innerhalb des Teams ausgetauscht, zusätzlich wurde eine Liste mit Begriffen für das kürzere Glossar der Erwachsenenbildung fertig gestellt und zur Übersetzung weitergegeben. Dieser Schlussbericht präsentiert die Ergebnisse und Resultate für alle fünf Ziele.[6]

1.8.11   Die Forschungsaktivitäten wurden in zwei Stränge aufgegliedert. Der erste Strang konzentrierte sich auf die vier Ziele dieser Studie, die im Zusammenhang mit den Daten zur Beobachtung des Sektors stehen, der zweite Strang konzentrierte sich speziell auf die Entwicklung eines Glossars für die Erwachsenenbildung. Diese beiden Stränge verbindet ein gemeinsames Ziel, nämlich die Unterstützung der Entwicklung von evidenzbasierten Verfahren für den Bereich Erwachsenenbildung mit Hilfe der Sammlung von zuverlässigen Daten.

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[6] Eine vollständige Beschreibung der Projekt-Methodik findet sich in Abschnitt 6 dieses Berichtes. Eine Liste der konsultierten Schlüssel-Quellen ist in Anhang F enthalten.

1.8.12 Die Methodik, die für diese Studie angewandt wurde, beruht auf einer Auswertung von qualitativer und quantitativer Literatur, die vom Schreibtisch aus durchgeführt wurde. Sie wurde ergänzt durch eine Online-Befragung, die darauf ausgerichtet war, Datenquellen im EU-27+-Raum im Bezug auf die Erwachsenenbildung zu sammeln. Zusätzlich wurden nationale Experten aus den Bereichen der Terminologie der Erwachsenenbildung und der Datensammlung auf formeller wie informeller Weise um Rat gebeten.

1.8.13 Die Auswertung der Daten umfasste: (i.) Die Identifizierung und Analyse von europäischen und internationalen Quellen mit relevanten Daten zur Erwachsenenbildung; (ii.) Das Studium relevanter europolitischer Dokumente im Bezug auf lebenslanges Lernen, die Anwendung, und die offene Methode der Koordinierung; (iii.) Die Auswertung der Literatur zur Kontextualisierung zentraler Ergebnisse innerhalb nationaler Rahmenbedingungen oder des demografischen, sozialen und/oder wirtschaftlichen Hintergrunds.

1.8.14 Für den Glossar-Strang haben die Forscher verfügbare Glossare zu Bildung und Erziehung in Europa zu Grunde gelegt, sowie Definitionen und Terminologien, die im Zusammenhang mit der Entwicklung von Instrumenten für die statistische Datensammlung entwickelt wurden. Sie erhielten Unterstützung bei der Bereitstellung von Übersetzungen durch 42 Experten vom gesamten Kontinent, vor allem aber auch durch die Federation of European Literacy Associations.

1.8.15 Um Messpunkte und Kontrollsysteme innerhalb des EU-27+-Raums festzulegen, wurde eine Online-Befragung entwickelt, die es den nationalen Experten ermöglichte, wichtige Schlüsselmerkmale über administrative Datenquellen, Erhebungen und Zensusdaten zu nennen. Insgesamt wurden mit Hilfe dieser Methode Informationen über 65 administrative Datenquellen und 67 Erhebungen und Zensusdatenquellen gesammelt. Dabei wurde eine Rücklaufquote von 80% erzielt (29 von 36 Ländern/Regionen, wobei das Vereinigte Königreich als drei separate Länder gezählt wurde [England und Wales; Schottland; Nordirland] und Belgien als zwei Länder [die jeweils die französischen und flämischen Gemeinden repräsentieren]).

1.8.16 Europäischen Fachleuten für Erwachsenenbildung wurde eine zentrale Rolle zugeordnet. Zusätzlich zu der Datenquellen-Erfassung und der informellen Beratung via E-Mail, wurde ein Experte aus jedem der 33 untersuchten Länder zu einem Fachseminar eingeladen, das am 8. und 9. Juni 2009 vom lnstitut National de Recherche Pédagogique (INRP) in Lyon organisiert wurde. Dieses Seminar bot ein Forum, in dem anfängliche Untersuchungsfragen und Ergebnisse vorgestellt und diskutiert werden konnten.

1.8.17 Ergebnisse der Forschungsbilanz und Ergebnisse der Online-Datenquellen-Erfassung wurden kombiniert, um ein Bild über die europäische Landschaft der Erwachsenenbildung zu erhalten und um abzubilden, wo Daten existieren, wo es Lücken gibt und wo die Daten als hinreichend, stabil und zuverlässig angesehen werden können. Die zentralen Untersuchungsergebnisse und das Level 2-Glossar der Erwachsenenbildung werden im selben konzeptionellen Rahmen vorgestellt, um die Verbindung zu den gemeinsamen Zielen der Forschungstätigkeiten in den beiden Strängen Daten und Terminologien zu verdeutlichen.

1.8.18 Die Ergebnisse dieser Studie werden vorgestellt unter der Berücksichtigung, dass umfassendere Konsultationen mit dem Steering Committee, nationalen Verantwortlichen und der Working Group on Adult Learning nötig sind und dass Einverständniserklärungen der Mitgliedsstaaten nötig sind, um mit der Veröffentlichung des Europäischen Glossars für Erwachsenenbildung fortfahren zu können.

Ergebnisse

Analysen der Erwachsenenbildung

1.8.19 Diese Studie stellt fest, dass Daten der Erwachsenenbildung in sechs Felder unterteilt werden können, in denen eine Beobachtung des Sektors möglicherweise stattfinden könnte. Innerhalb dieser sechs Felder können 24 Hauptfelder der Analyse und 17 Nebenfelder der Analyse identifiziert werden (siehe Tabelle 1.9).

Tabelle 1.9 Hauptfelder in der Analyse der Erwachsenenbildung

Feld	Hauptfelder der Analyse	Nebenfelder der Analyse

Feld	Hauptfelder der Analyse	Nebenfelder der Analyse
A. Strategie, Methode und Gesetzgebung der Erwachsenenbildung	1. Umsetzung der Politik 2. Kohärenz d. Angebots 3. Partnerschaften	2i. In Relation zur Strategie 2ii. In Relation zu Anbietern 2iii. In Relation zur Nachfrage
B. Fähigkeiten und Kompetenzen von Erwachsenen	4. Fähigkeiten von Erwachsenen 5. Digitale Kompetenzen 6. Lernen-zu-lernen 7. Fähigkeiten d. aktiven Staatsbürgerschaft 8. Beständigkeit des Lernenden	4i. Problemlösung in hoch-technologisierten Umgebungen 4ii. Grundbildung 4iii. Lesen 4iv. Rechnerische Fähigkeiten 4v. Fähigkeiten b.d. Arbeit
C. Zugang zu und Teilnahme an Erwachsenenbildung	9. Hindernisse bzgl. Teilnahme 10. Teilnahme an Erwachsenenbildung 11. Zugang und Teilnahme für prioritäre Gruppen 12. Intensität und Dauer der Teilnahme	11i. Migranten 11ii. Niedrig qualifizierte Erwachsene 11iii. Ältere Erwachsene 11iv. Schulabbrecher
D. Investition in Erwachsenenbildung	13. Finanzierung d. Erwachsenenbildung 14. Nicht-finanzielle Ressourcen für Erwachsenenbildung 15. Bereitstellung v. Informationen, Beratung und Betreuung	13i. Öffentl. Investitionen 13ii. Private Investitionen 13iii. Individuelle Investitionen 14i. Ressourcen für den Bereich Lehren 14ii. Ressourcen für den Bereich IKT
E. Qualität der Erwachsenenbildung	16. Bewertung des Lernens 17. Anerkennung und Evaluation der Versorgung 18. Professionelle Ausbildung von Lehrern und Trainern 19. Innovative Pädagogik	
F. Resultate der Erwachsenenbildung	20. Entwicklung in Erziehung und Ausbildung 21. Entwicklung in Beschäftigung 22. Effizienz d. Investition 23. Wirtschaftliche Erträge des Lernens 24. Soziale Erträge des Lernens	

Glossar Erwachsenenbildung

1.8.20 Resultat dieser Studie sind zwei Glossare über Schlüsselterminologien der Erwachsenenbildung: ein kürzeres Level 1-Glossar, bestehend aus 67 essentiellen Fachbegriffen (siehe Tabelle 1.10), verfasst als praktisches Nachschlagewerk für politische Entscheidungsträger und Verwaltungsleute; und ein längeres Level 2-Glossar, das sich an die Spezialisten in der Erwachsenenbildung richtet. Jedes Glossar ist dazu bestimmt, die Kommunikation in Diskussionen zwischen Mitgliedsstaaten über die Steuerung und Kontrolle des Fachgebietes zu verbessern. Das Level 1-Glossar enthält Begriffe und Definitionen auf Englisch und Übersetzungen jedes Begriffs in die 28 offiziellen Sprachen der EU-27+.

Tabelle 1.10 Begriffe, die im Glossar Erwachsenenbildung Level 1 enthalten sind

A (in English)	zugang zur bildung/bildungszugang; akkreditierung eines pädagogischen Programms; akkreditiertes Lernen; erwachsener (ab 16 Jahre); erwachsenenlernen; anbieter von erwachsenenbildung; erwachsenenbildner/lehrer in der erwachsenenbildung; ausbilder in der erwachsenenbildung; lehrlingsausbildung/lehre
B	Lernbarrieren; grundkompetenzen/grundfertigkeiten/basis-kernqualifikationen
C	erwachsenenbildung in der gemeinde/kommunale erwachsenenbildung; kompetenz; weiterführende berufsausbildung
D	benachteiligt; fernlernen
E	schulabbrecher
F	formales lernen; funktionale schriftsprachbeherrschung; funktionale rechnerische fähigkeiten; förderorganisation/trägerschaft; finanzierungsstrom/finanzstrom
G	gezielte unterweisunf
H	schwer einzunehmen; höhere bildung
I	Kompetenzen im Bereich der Informations- und Kommunikationstechnologie (IKT)/IKT-Kompetenzen; individuelles lernkonto; individueller lernplan; informelles Lernen; Information, Beratung und Orientierung; anfängliche berufsbildung
K	kernkompetenzen/schlüsselkompetenzen
L	lernschwierigkeiten/ lernschwächen; liberale erwachsenenbildung; lebenslanges lernen; lebensumspannendes lernen; literalität; wenig qualifiziert; geringe fertigkeiten
M	mentoring; muttersprache
N	neue grundfertigkeiten; nicht-akkreditiertes lernen; nicht formales lernen; rechnenfähigkeit/mathematische fähigkeit
O	ausbildung außerhalb des arbeitsplatzes; ausbildung am arbeitsplatz; bürgerkontakt/arbeit in der gemeinde
P	beteiligungsrate; ausdauer; nachschulpflichtige bildung; prioritätsgruppen; fortschritt; progression
Q	qualifikationsrahmen
R	retention; bildungsvorteile
S	bildungswiederaufnahme/wiederaufnahme der/von bildung;

	selbstreguliertes/selbstgesteuertes lernen; sozialpartner
T	anteil derer mit tertiärer bildung; dritter sektor; ausbildung der ausbilder
U	ausbau von qualifikationen (upskilling)
V	anerkennung der bildung; berufliche aus- und fortbildung
W	arbeitsplatzbezogenes lernen/lernen am arbeitsplatz

1.8.21 Es wird vorgeschlagen, dass die erste Auflage des Level 1-Glossars nur als gebundene Ausgabe herausgegeben wird. Das Glossar sollte an relevante politischen Entscheidungsträger und Verwaltungsleute verteilt werden mit der Bitte um Verbesserungsvorschläge und Ideen für eine zweite Auflage. Wenn und falls eine zweite Auflage des Level 1-Glossars produziert wird, legen wir nahe, dass es nach wie vor die Form eines kompakten Handbuchs in Taschenformat haben sollte, die Druckauflage jedoch erheblich größer sein sollte, in der Annahme, dass es längere Gültigkeit haben wird. Wenn es für das Glossar erstrebenswert sein sollte, auch im Internet publiziert zu werden, wäre dies möglicherweise der richtige Zeitpunkt.

Datensammlung, Systeme und Praktiken

1.8.22 Bei den Bemühungen die Beobachtung des Erwachsenenbildungssektors zu verbessern, müssen wir uns darüber im Klaren sein, dass sich die Teilnahme Erwachsener am nachschulischen Lernen ganz wesentlich von der Teilnahme am Lernen im Rahmen von Schulpflicht unterscheidet. Wenn Erwachsene mit der Ausbildung beginnen oder sie abschließen und dies an verschiedenen Punkten in ihrem Leben tun, ist es nicht nur schwierig, ihre Teilnahme zu quantifizieren, sondern es ist ebenso schwierig, den Erfolg zu messen und den Lernverlauf festzustellen, innerhalb der verschiedenen Lernprogramme, an denen Erwachsene möglicherweise teilnehmen. Nur mit großem Verständnis über die Lernmuster von Erwachsenen können geeignete Systeme und Maßnahmen bei der Beobachtung der Erwachsenenbildung richtig angewendet werden.

1.8.23 Sowohl quantitative als auch qualitative Forschung über das Lernen Erwachsener sind nötig, um die politischen Entscheidungsträger und Fachleute der nationalen Zentren der Erwachsenenbildung zu informieren, und um eine Forschungskultur für den Bereich Erwachsenenbildung zu fördern. Die überproportionale Konzentration dieser Studie auf einige Länder (vor allem das Vereinigte

Königreich und Norwegen) unterstreicht den Einfluss von groß angelegten Forschungsprogrammen auf die Verfügbarkeit von Daten über die Erwachsenenbildung.

1.8.24 Quellen auf europäischem Level, die gegenwärtig stabile und vergleichbare Daten zur Messung und Kontrolle von Aspekten des Bereichs Lernen von Erwachsenen liefern, die aber nicht die Erwachsenenbildung als ihr übergeordnetes Ziel haben (wie das Labour Force Survey), liefern nicht notwendigerweise jene Daten, die die Gegebenheiten der Erwachsenenbildung berücksichtigen.

1.8.25 Die wertvollsten Informationen bezüglich des Lernens im Lebenslauf stammen von longitudinalen Daten, die bei der Begleitung von erwachsenen Einzelpersonen auf ihrer Lernreise gesammelt wurden, oder, bei Geburtskohortenstudien, während ihrer ganzen Lebensdauer. Leider sind solche Studien nicht nur sehr teuer und rechercheintensiv, es gibt auch die Konkurrenz rivalisierender Interessen beim Fokus der longitudinalen Datensammlung.

1.8.26 Unsere Erhebung nationaler Datenquellen bestätigt, dass die Diversität der Systeme der Erwachsenenbildung innerhalb der EU-27+ der Diversität in Anzahl, Art, Reichweite und Stabilität der Datenquellen der Erwachsenenbildung entspricht. Einige der Mitgliedsstaaten sammeln außer den auf europäischem Niveau geforderten Daten nur wenige oder keine Daten; andere haben anspruchsvolle administrative Systeme und Erhebungsdaten-Systeme. Da sich die Erwachsenenbildung von Land zu Land in grundsätzlichen Aspekten unterscheidet, wie z.B. in Fragen danach wer lernt, warum wird gelernt, was wird gelernt, wie wird Lernen finanziell unterstützt und von wem wird gelernt, ist die Anzahl der Felder, in denen vergleichbare Daten gesammelt werden können, begrenzt. Gleichwohl liefern bestehende Datenquellen Beispiele bewährter Verfahren und verdeutlichen, wie Fortschritte im Bezug auf das Erreichen des Ziels der vergleichbaren Daten erzielt werden könnte.

1.8.27 Wie erwartet waren die Daten zum Input, und in weniger starkem Ausmaß auch die Daten über Prozesse in der Erwachsenenbildung, ausreichend vorhanden, insbesondere in Bezug auf die Teilnahme an formalem Lernen und der Weiterbildung am Arbeitsplatz und zwar sowohl auf europäischem Level also auch länderspezifisch. Grundsätzlich sind allerdings die durch die Studie gesammelten

Daten über die Wirkungen von Erwachsenenbildung unzureichend für die Beobachtung des Sektors.

1.8.28 In vielen Bereichen der Erwachsenenbildung wurden noch keine ausreichenden Basisdaten gesammelt und in diesen Bereichen ist der Mangel an Klarheit in Bezug auf Definitionen und Terminologien besonders offensichtlich. Um Angleichung und Vergleichbarkeit zu ermöglichen sind konzeptionelle und entwickelnde Arbeiten entscheidend, vor allem in Bezug auf eine Festlegung für eine gemeinsame und konsistente Kategorisierung (zum Beispiel Kategorien für "Typen" von Anbietern in der Erwachsenenbildung). Ein nationaler Konsens muss erreicht werden bei Fragen der Validierung, Qualitätssicherung und den Standards (zum Beispiel bei systematischen Beschreibungen der Qualifizierungswege für die Mitarbeiter in der Erwachsenenbildung).

1.8.29 Vor diesem Hintergrund basieren die Empfehlungen dieser Studie für Kerndaten auf: (I) Identifizierung von Beispielen gegenwärtiger Methoden der Datensammlung, die den Zielen der Kommission entsprechen; (II) Vorschläge zur Verbesserung bestehender Methoden der Datensammlung; (III) Untersuchungen darüber, wie neue Maßnahmen zu den existierenden Dateninstrumenten hinzugefügt werden könnten (beispielsweise in Form von Ad Hoc-Modulen), um gezielte Daten über die Erwachsenenbildung zu sammeln; (IV) Befürwortung einer besseren Verwertung bestehender Daten.

Empfehlungen von Kerndaten für die Kontrolle des Fachgebietes

1.8.30 Wenn sich Systeme der Erwachsenenbildung im Rahmen einer nationalen Politiken des lebenslangen Lernens besser etablieren, werden sich auch die Methoden der Datensammlung weiter entwickeln, in ihrer Anzahl zunehmen und anspruchsvoller werden. Aus diesem Grund empfehlen wir, dass eine Erhebung von nationalen/regionalen Datenquellen für die Erwachsenenbildung auf der in dieser Studie verwendeten Erhebung basieren sollte und in regelmäßigen (zweijährigen) Abständen wiederholt werden sollte, sodass die Resultate dazu verwendet werden können, die entstehende Datenlandschaft innerhalb der EU-27+ abzubilden.

1.8.31 Wir empfehlen weiterhin, dass vier Bereiche der Analyse in der Erwachsenenbildung bei der Sammlung von Kerndaten vorrangig behandelt werden sollten:

(1) Fähigkeiten von erwachsenen Lernern
(2) Teilnahme an Erwachsenenbildung
(3) Professionelle Ausbildung von Lehrenden
(4) Finanzierung der Erwachsenenbildung

1.8.32 Im Bereich der Fähigkeiten erwachsener Lerner empfehlen wir der Kommission, insbesondere Daten über Grundbildung, rechnerische Fähigkeiten, Fähigkeiten am Arbeitsplatz und Problemlösungsfähigkeiten zu berücksichtigen, die auf den Daten und Instrumenten aufbauen, mit denen innerhalb PIAAC-Studie (International Assessment of Adult Competencies) der OECD gearbeitet wurde.

1.8.33 Hinsichtlich der Teilnahme an formellem und nicht-formellem Lernen legen wir nahe, dass die Kommission Daten sammelt, die noch genauer die Beteiligungsmuster erwachsener Lerner in einem zweijährigen Turnus widerspiegeln. Hier könnte auf bereits bestehende Kerndaten über Beteiligungsraten aufgebaut werden oder diese gefestigt werden, in dem beispielsweise die folgenden Möglichkeiten überprüft werden (I) Verbindung der Daten der LFS und den LFS Ad Hoc-Modulen mit der AES; (II) Ein „Verstärker sample" ("booster sample") zu einer bestehenden Erhebung hinzuzufügen, um Daten über priorisierte Kohorten zu erweitern.

1.8.34 Wir empfehlen der Kommission zudem die Konsolidierung über Teilnahmedaten in vier vorrangigen Gruppen zu untersuchen: niedrig qualifizierte Arbeiter; Einzelpersonen, die ohne Qualifikationen die Volljährigkeit erreichen; Migranten; und ältere Arbeiter.

1.8.35 Wir empfehlen der Kommission, Kerndaten über die professionelle Aus- und Weiterbildung von Lehrenden und Trainern in der Erwachsenenbildung zu sammeln. Obwohl wir erkennen, dass: (i) in vielen EU-Ländern kein offizieller Status für Lehrende oder formale Zugangskriterien für das Fachgebiet existieren;

(ii) die Qualität des Unterrichtens viele Teilbereiche der Erwachsenenbildung untermauert, wie beispielsweise das Erreichen und der Erwerb von Fähigkeiten. Wir sprechen diese Empfehlung auf der Grundlage aus, dass die Lehrenden in der Erwachsenenbildung eine Schlüsselrolle einnehmen, wenn es darum geht, lebenslanges Lernen Realität werden zu lassen.

1.8.36 Wir legen der Kommission nahe, Daten zu sammeln über: (i.) Beiträge zur Förderung der Erwachsenenbildung durch Einzelpersonen; (ii.) die Verbreitung von finanzieller Förderung in Bereichen der Erwachsenenbildung.

Indikatoren und Benchmarks für die Erwachsenenbildung

1.8.37 Um einen neuen Satz von kohärenten Indikatoren und Benchmarks einzubringen, die die bereits bestehenden Indikatoren und Benchmarks aus dem Jahr 2005 ergänzen, musste diese Studie die Schlüsselaspekte des Systems Erwachsenenbildung identifizieren und daraufhin beurteilen, wo ausreichende Daten entweder auf europäischem und/oder nationalem Niveau gesammelt werden könnten, die eine Evaluation der Leistung gegenüber diesen Aspekten zulassen würden. Die größte Herausforderung bei diesem Projekt war es, sinnvolle Rückschlüsse über die Vergleichbarkeit der in den nationalen Ländern gesammelten Daten zu ziehen. Aufgrund der Unterschiede in den Erwachsenenbildungssystemen der Mitgliedsstaaten können unsere Empfehlungen lediglich Möglichkeiten für das weitere Vorgehen aufzeigen. Allgemein betrachtet hat diese Studie herausgefunden, dass der Spielraum für die Entwicklung neuer Indikatoren in der Erwachsenenbildung, die auf vergleichbaren, quantitativen Daten basieren und die für Kontrollzwecke in regelmäßigem und kontinuierlichem Rahmen genutzt werden können, beschränkt ist; zum jetzigen Zeitpunkt scheint es noch nicht möglich, quantitative Daten über viele Aspekte der Erwachsenenbildung zu erheben, weil es an einheitlichen Definitionen über Begriffe mangelt und diese erst in den Dateninstrumenten eingeführt werden müssten.

1.8.38 Hinsichtlich der obigen Vorschläge für einen Kerndatensatz präsentiert untenstehende Tabelle 1.11 einen Satz von Indikatoren, der möglicherweise so

entwickelt werden kann, dass er mit in diese Datenerhebungen mit eingeführt werden könnte.

Tabelle 1.11 Indikatoren und Benchmarks bezogen auf Kerndaten zur Beobachtung des Erwachsenenbildungssektors

Feld	Mögliche Indikatoren (kurzfristiger)	Mögliche Indikatoren (langfristiger)
Fähigkeiten von Erwachsen	Lesefähigkeiten von Erwachsenen Lese- und Schreibfähigkeit von Erwachsenen Rechenfähigkeit von Erwachsenen Fähigkeiten von Erwachsene bei d. Arbeit	
Teilnahme an Erwachsenenbildung	Teilnahme an formeller Erwachsenenbildung Teilnahme an nicht-formeller Erwachsenenbildung	
Zugang zu und Teilnahme an prioritären Gruppen	Teilnahme aufgeschlüsselt in Priorität/Zielgruppe	
Intensität und Dauer der Teilnahme	Unterrichtszeiten	
Professionelle Ausbildung von Lehrenden und Trainern		Qualifikationen für das Unterrichten in der Erwachsenenbildung Verfügbarkeit und Aufnahme der betrieblichen Fortbildung
Finanzierung der Erwachsenenbildung	Individuelle Beiträge für Erwachsenenbildung	Förderung der Finanzierung quer durch die Fachgebiete der Erwachsenenbildung

1.8.39 Es ist unsere Ansicht, dass die Europäische Union sich noch nicht in der Phase befindet, in der sie die Möglichkeit hat, basierend auf vergleichbaren Daten einen kohärenten Satz von Indikatoren vorzuschlagen, der das gesamte System der Erwachsenenbildung abdeckt. Um den Bedarf nach Vergleichbarkeit zu erfüllen müssen kohärente Rahmen in vielen Hauptfeldern entwickelt werden. Für die Felder der Erwachsenenbildung, die außerhalb der Kernbereiche der oben gelisteten Datensammlung liegen, haben wir versucht, Felder zu bestimmen, in denen Mitgliedsstaaten die Sammlung von vergleichbaren Daten priorisieren können, die eine Entwicklung von Indikatoren in einem mittleren bis langfristigen Zeitrahmen ermöglichen, und zudem Bereiche kenntlich zu machen, die keine

Priorität haben, oder wo substantielle Arbeit nötig ist, um zukünftig Indikatoren entwickeln zu können (siehe Tabelle 1.12).

Tabelle 1.12 Indikatoren und Benchmarks für andere Hauptfelder der Analyse

Feld	Bestehende(r) Indikator(en)	Mögliche(r) Indikator(en)	Kommentare
Implementierung einer Politik der Erwachsenenbildung	Investitionen in Bildung und Training		
Kohärenz der Versorgung		Kohärenz zwischen Qualifkations-anforderungen und Bildungsangebot	Bestehende Daten meist unzureichend in diesem Feld
Partnerschaften			Bestehende Daten unzureichend
Digitale Kompetenzen	IKT-Fähigkeiten		
Lernen-zu-lernen-Fähigkeiten	Lernen-zu-lernen-Fähigkeiten		Derzeit wird an der Entwicklung d. Gesamtindikator s gearbeitet
Fähigkeiten für aktive Bürgerschaft	Bürgerkompetenzen		
Ausdauer des Lernenden während des Lernprozesses			Konzept unzureichend verstanden Gesamtindikator muss auf längere Sicht entwickelt werden
Barrieren zur Teilnahme		Entwicklung Indikator bzgl. der Barrieren zur Teilnahme	
Nicht-finanzielle Ressourcen für Erwachsenenbildung		Schüler-Lehrer-Verhältnis Lehrer-Fluktuation	
Versorgung mit Information, Beratung und Begleitung		Bewältigung der IBL Bewältigung der IBL durch Zielgruppe Service Anwender-zufriedenheit	
Bewertung des Lernens		Indikatoren entwickeln in Bezug auf Transparenz des Bewertungsprozesse s	

Feld	Bestehende(r) Indikator(en)	Mögliche(r) Indikator(en)	Kommentare
		Beurteilung des formalen Lernens	
Akkreditierung und Evaluation der Angebote			Bestehende Daten unzureichend
Innovative Pädagogik			Bestehende Daten unzureichend
Entwicklungsverlauf im Bereich Bildung und Training			Bestehende Daten unzureichend
Entwicklungsverlauf im Beschäftigungsverhältn is			Bestehende Daten unzureichend
Effizienz der Investition			Bestehende Daten unzureichend
Wirtschaftliche Rentabilität d. Lernens			Bestehende Daten unzureichend
Soziale Rentabilität d. Lernens		Allgemeiner Nutzen des Lernens (Gesamtindikator)	Bestehende Daten unzureichend

2. Introduction

This document is the final report of the Study on Adult Learning Terminology, undertaken by the National Research and Development Centre for Adult Literacy and Numeracy in collaboration with the Deutsches Institut für Erwachsenenbildung (DIE), the Agence Nationale de Lutte contre l'Illettrisme (ANLCI) and the University of Warsaw.

This report presents findings on the main fields of analysis in adult learning, proposes core data for monitoring the sector, indicating where a future set of indicators and benchmarks for adult learning might be drawn.

About this report:

- Section 1 provides an Executive Summary of the report
- Section 2 introduces the background to the study and outlines the project's objectives and approach
- Section 3 presents outcomes of activities on the adult learning glossary
- Section 4 presents results of the research review of adult learning data, provides the key messages and outlines recommendations
- Section 5 summarises the main conclusions and recommendations of the study
- Section 6 describes the methodology adopted
- Annexes A-F provide background information

Supporting tables, documentation and the Level 1 and Level 2 glossaries are appended to this report as separate documents.

2.1. Background to this study

2.1.1   From 2000, the Lisbon Strategy to make the European Union 'the most competitive and dynamic knowledge-based economy in the world' has brought lifelong learning into focus as the key measure through which the 'the challenges of a new knowledge-driven economy' will be met. The education of adults in the form of second chance education and upgrading the skills of the existing

workforce forms a vital part of the lifelong learning response both to the changing global market and to demographic change.

2.1.2   Launched in 2001, the 'Education and Training 2010 Work Programme' set the overall strategic direction in lifelong learning, including adult learning. Although the Memorandum on Lifelong Learning was adopted in 2000, a series of policy statements on adult learning were not consolidated into key messages until the 2006 Communication from the Commission, *Adult learning: It is never too late to learn*. These statements were operationalised in the Action Plan on Adult Learning of 2007, *Adult learning: It is always a good time to learn*.

2.1.3   As a result of the prominence given to lifelong learning in implementing the Lisbon strategy, Member States have adult learning systems integrated into their lifelong learning strategies.

2.1.4   Adult learning is the most diverse subsector within lifelong learning. Adult learning includes both vocational adult education and training where learning is primarily connected to the labour market and non-vocational general adult learning which includes education engaged in for civic and social purposes.

2.1.5   Providers of adult learning can include large publicly-funded colleges boasting thousands of learners, private adult learning institutions, voluntary and other Non-Governmental Organisations (NGOs), workplaces, prisons and other institutions. Provision itself includes formal, non-formal and informal learning. Adult learning may be accredited or not accredited, and if it is informal, it may be very difficult to monitor. Essentially, adult learning is defined by demographics (learning that adults participate in) rather than level of learning. Adult learners may be as young as 15 in some EU27+ countries, and bring a wide range of motivations and objectives to their learning.

2.1.6   The 2007 Action Plan on Adult Learning as one of its five key actions encouraged Member States to improve the monitoring of the adult learning sector[7], and made a

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[7] The other four key actions of the Adult Learning Action Plan are (1) to analyse the impact on adult learning of national level reforms in education and training in order to facilitate access for adults to education and training for lifelong learning;(2) to improve the quality of provision in the adult learning sector; (3) to increase the possibilities for adults to go one step up and achieve at least one level higher qualification ; (4) to accelerate the process of assessing, validation and recognition of non-formal and informal learning, in particular for those with low or no level of qualification.

commitment to developing Indicators and Benchmarks for adult learning. The development of Indicators and Benchmarks is part of the open method of coordination, which also includes the exchange of good practice and peer review.

2.1.7   There is a need for better insight into the benefits of adult learning and the barriers to its uptake, and for better data on providers, trainers and training delivery. European governments require data on adult skill levels to monitor the level and quality of the knowledge and skills of their workforce, and to assess the capacity of the adult population to meet the demands of the workplace, and the wider demands of society and the economy. Data are also required to enable Member States to reach informed judgements about the gaps between current skill levels on the one hand, and domestic targets and the performance of Member States on the other. Where data are missing or data are insufficient, evidence-based policy is impeded.

2.1.8   With respect to improving the quality and comparability of data, the European Commission and Eurostat are committed to making the best use of existing surveys and data, to improving the harmonisation of concepts and definitions, and to expanding coverage, frequency and timeliness of data.

2.1.9   European benchmarks are the reference levels of average European performance. Benchmarks are based solely on comparable data and take account of the differing situations in individual Member States. They are not concrete targets; rather they are set to invite Member States to consider, on the basis of national priorities and whilst taking account of changing economic circumstances, how and to what extent they can contribute to the collective achievement of the European benchmarks through national actions. Benchmarks do not prescribe decisions to be taken by national governments; however, national actions based on national priorities contribute to their achievement

2.1.10 Indicators can only cover areas where cross-nationally comparable valid and reliable data are available. Indicators can: (i) describe the present situation; (ii) quantify the objectives which have been set; (iii) provide continual updates on progress towards certain objectives; (iv) provide insights into which factors might have contributed to achieving results.

2.1.11 As outlined in a 2002 report of the Working Group on Quality Indicators, data transform into indicators when they are related to political considerations and by incorporating them in a decision-making context (European Report on Quality Indicators of Lifelong Learning (2002), 73-74). In respect of data:

    i.   The short-term challenge is to try and make best use of existing sources, looking from different angles and perspectives;

    ii.   There is need for substantial conceptual and developmental work to be carried out, both within Member States and across the EU, particularly with regard to classifications and definitions;

    iii.   There is a need to transform data collection principles from a traditional approach to an individual-centred approach;

    iv.   Efficient solutions must be found for gathering comparable data while at the same time respecting the subsidiarity principle.

2.1.12 Five benchmarks for education and training were adopted by the Council in May 2003, with the aim of achieving these by 2010:

    i.   To cut the percentage of low-achieving pupils in reading by at least 20%;

    ii.   To reduce the percentage of early school leavers to no more than 10%;

    iii.   To ensure that at least 85% of young people complete upper secondary education;

    iv.   To increase the number of university graduates in mathematics, science and technology (MST) by at least 15% increase, and to decrease the gender balance in these subjects;

    v.   To have 12.5% of adults participate in lifelong learning.

2.1.13 In February 2007 the Commission proposed a framework consisting of 20 essential indicators (the 'core indicators'), including indicators of a general nature, and context indicators, which allow a greater degree of precision. The 25 May 2007 Council conclusions accepted 16 of these core indicators: (1) Participation in pre-school education; (2) Special needs education; (3) Early school leavers; (4) Literacy in reading, maths and science; (5) Language skills; (6) ICT skills; (7) Civic skills; (8) Learning to learn skills; (9) Upper secondary completion rates of young people; (10) Professional development of teachers; (11) Higher education graduates; (12) Cross-national mobility of students in higher education; (13)

Participation of adults in lifelong learning; (14) Adult skills; (15) Educational attainment of the population; (16) Investment in education and training.

2.1.14 The 2008 Joint Progress report called for the development of further indicators and benchmarks in line with the council conclusions of May 2007.

2.1.15 During the course of the current study, in May 2009, the Education and Training 2010 Work Programme' was followed up with the strategic framework for European cooperation in education and training ('ET 2020'). With reference to adult learning, these Council conclusions built on existing benchmarks, with, among other items, Member States agreeing that by 2020:

   i.   an average of at least 15% of adults should participate in lifelong learning;
  ii.   the share of early leavers from education and training should be less than 10%

2.1.16 This Study on European Terminology in Adult Learning was organised by the EC under the framework of the 2007 Action Plan on Adult Learning. Three related studies were established by the Commission in the adult learning sector: (1) an inventory of outreach strategies to enable people to go one step up; (2) an assessment of the impact of ongoing reforms in education and training on adult learning; and (3) a study on key competences for adult learning staff.

2.2. Objectives

2.2.1 The Study on European Terminology in Adult Learning had five objectives:

1. to identify the main fields of analysis in the adult learning sector and propose a minimum set of analyses needed for each country to make comparisons at European level;
2. to establish a European glossary, agreed by Member States, of terminologies used in the adult learning sector Europe-wide; a methodology for the glossary's actualisation and effective dissemination would be proposed, including plans for updating the glossary on a regular basis;

3. to explore the feasibility of developing, on the basis of agreed definitions and terminology, a set of core data for monitoring the adult learning sector, including an assessment of the difficulties in collecting data and methodological proposals for collection;

4. to propose this set of core data for analysing and monitoring the adult learning sector and link it to the Council conclusions on Indicators and Benchmarks of 25 May 2007;

5. to propose a coherent new set of Indicators and Benchmarks to complete the existing 2005 Indicators and Benchmarks.

2.2.2 Two clarifications were made to this brief following discussion with the Commission. With respect to Objective 3, researchers were not to conduct a feasibility analysis but to provide a set of core data. Secondly, regarding Objective 5, the study was not required to identify specific benchmarks and percentages; rather, items that might be included in a new set of indicators and benchmarks were to be proposed.

2.2.3 The challenges involved in identifying, classifying and collecting core data for the sector are considerable, especially given national differences in the development, extent and profile of adult learning systems. Under the direction of the Commission, research and analysis on this study concentrates on what can be achieved and not on what cannot be achieved. Practical rather than ideal conclusions and recommendations are presented – especially important in the current economic climate where finite financial resources for measuring and monitoring are more than usually stretched – and outcomes from the glossary strand focus on the practical applications of this tool for policy- and decision-makers.

2.2.4 This study takes as its starting point the fact that the adult learning sector in Europe is currently unable to demonstrate by means of reliable and comparable data the benefits that people acquire through their participation in adult learning. As outlined in the summary report of the Peer Learning Activity on Adult Learning Monitoring held in Bratislava (hereafter PLA Bratislava) 'data on adult learning at all levels are weak or missing' (EC 2009, p. 7). Without this evidence base,

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Member States are unable to monitor the sector, a situation complicated by the lack of an agreed terminology of adult learning.

2.2.5   However, as the PLA Bratislava report also reminds us, the key challenge in respect of adult learning data is that different data sources exist in each Member State and 'differing concepts and definitions, differing data collection protocols and differing reference periods' (p. 15) mean that data cannot be easily harmonised. Furthermore, as a Eurydice report on non-vocational learning outlines, although the benefits of adult learning are known to be both economic and non-economic, 'policy implementation privileges the economic agenda, thus providing greater support for vocationally-oriented adult learning than for general adult learning' (EC 2007, p. 8). Indeed, when asked to prioritise two objectives in national data monitoring, those attending PLA Bratislava selected the objectives of supporting policy-making and monitoring returns to the labour market from adult learning.

2.2.6   The aims of this study are to address this data deficit by: (i) identifying the main data fields in the adult learning sector; (ii) creating a European glossary of terminologies and definitions, and (iii) taking steps toward proposing a core set of data for monitoring the adult learning sector, including proposals for any new Indicators and Benchmarks. In essence, this study, in building on the understanding that reliable data are essential to the development of evidence-based policies, investigates how statistical monitoring in the adult learning sector can be improved. It is proposed that where core data for monitoring the sector are identified, these should be gathered on a biennial basis.

2.3. Scope and approach

2.3.1   The scope of this study has at its foundation the EC's definition of lifelong learning, namely that:

i.   it covers learning throughout the lifecourse, which in terms of adult learning, includes learning which takes place beyond working life and into post-retirement;

ii.   it includes the entire spectrum of formal, non-formal and informal lifewide learning;

iii.   it includes all learning activities undertaken with the aim of improving knowledge, skills and competences within a personal, civic, social and/or employment-related perspective;

iv.   it emphasises the centrality of the learner, the importance of equal opportunities and the quality and relevance of learning opportunities.[8]

2.3.2   This last point is of particular importance to this study's approach. The assessment of current and future measures for monitoring the sector is built on an understanding that in order to provide learning opportunities which are tailored to the needs of the learner/potential learner and offered at whatever level the learner wants, an approach to learning is required that is broad, open and flexible.

2.3.3   Research activities on this study took place in two strands – a strand focused on adult learning data and a strand focused on adult learning terminology. These strands share a common goal, namely, supporting the development of evidence-based policies (that is policy that is shaped by evidence rather than short-term pressures) for the adult learning sector through the collection of reliable data. Given that the adult learning sector in Europe is vast, fragmented and diverse, and that a year-long study faces limits in what can be achieved, it was crucial to maintain a focus throughout on the core question that underpins the study's objectives: 'Will these data help monitor the sector?'

2.3.4   With respect to this question, the terms selected for inclusion in the adult learning glossary were those considered essential for discussion on monitoring adult learning between EU27+ representatives, be these policy makers or adult education specialists. In making recommendations for a set of core data, consideration was given not only to the priority areas where sufficient, robust data might be most easily gathered, but also to differing national priorities on this, both in terms of current data gathered and in terms of what is needed.

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[8] Communication from the Commission, 'Making A European Area of Lifelong Learning a Reality', November 2001.

2.3.5 In essence our approach on the data strands of this project has been to move through three groups of questions.

1. What picture do the statistics available at the European and/or national/regional level provide of adult learning? What are the main elements of this picture – that is, the fields in which data is gathered? How complete is the statistical picture in these fields? How reliable are the data? How comparable are the data? Where are there gaps?

2. What potential is there (i) to make better use of existing statistics on adult learning; (ii) to make adaptations to existing data collection instruments to gather better data on adult learning in the future; (iii) to create new data collection systems for adult learning?

3. Within the adult learning system what are the priority issues (the core data) and how might these statistics be collected on a biennial basis?

2.3.6 As no one harmonised source at European level provides all the data needed to describe adult learning, only single aspects of adult learning (such as participation) can be analysed. To assess European-level data on adult learning a range of data sources were considered, including some sources specifically focused on adult learning (for example, the Adult Education Survey) and others (for example, the Labour Force Study) which do not have the collection of adult learning data as their primary objective but nonetheless contain pertinent data. Descriptive information on sources consulted for this study included in Annex C (for sources listed in Table 2.1 below).

Table 2.1 European level data sources consulted

	Name of data sources	Abbreviation
1	Adult Education Survey (pilot)	AES
2	Adult Literacy and Life Skills Survey	ALLS
3	Continuing Vocational Training Survey 3	CVTS3
4	Continuing Vocational Training Survey 2	CVTS2
5	International Adult Literacy Survey 3	IALS3
6	International Adult Literacy Survey 2	IALS2
7	International Adult Literacy Survey 1	IALS1
8	Eurostat Labour Force Survey	LFS
9	Labour Force Survey ad hoc module on lifelong learning (2003)	LFS ad hoc module
10	UNESCO-UIS OECD Eurostat data collection on	UOE

	Name of data sources	Abbreviation
	education systems	
11	Eurobarometer on lifelong learning	
12	Eurobarometer on vocational education and training	
13	Programme for the International Assessment for Adult Competencies	PIAAC
14	Household Budget Survey	HBS
15	European Union Survey on Income and Living Conditions	EU-SILC
16	ICT Household Survey	

2.3.7   For the purposes of this study, a 'data source' (or 'source of data') was defined as 'a specific data set, metadata set, database, or metadata repository from where data or metadata are available'. Eligible types of data included administrative and survey data (including census data).

3. Outcomes: Glossary of adult learning terminology

3.1. Scope and aims

3.1.1 This section focuses on Objective 2 of this study, that is, to establish a European glossary, agreed by Member States, of terminologies used in the adult learning sector Europe-wide; a methodology for the glossary's actualisation and effective dissemination would be proposed, including plans for updating the glossary on a regular basis.

3.1.2 Work on this objective was led and carried out by Greg Brooks, Professor Emeritus at the University of Sheffield, England in collaboration with Dr Maxine Burton, both of whom are research associates at NRDC.

3.1.3 In meeting this objective we have not attempted to reach definitions of key concepts and related terminology that all Member States could sign up to. Rather, the glossary provides interpretations of terminologies employed in the European adult learning sector that will enable the Commission to make meaningful comparisons, in respect of key educational dimensions, across all Members States.

3.1.4 A key consideration was to produce and design a glossary that can be supplemented with developing and novel terminology, and it will be produced in a form that allows for biennial revisions. It will be regarded as a practical tool for use, as work in progress, and should be accessible to every relevant and interested organisation and person in Europe.

3.1.5 The glossary includes all the official languages of the Member States of the European Union (EU), the candidate states, and the states which are members of the European Economic Area (EEA) but not of the EU: a total of 28 languages (see Table 3.1)

Table 3.1 Official languages of EU member, candidate and associated states

EU Member States (27)	Languages (23)	Language group	Script
Bulgaria	Bulgarian	Slavic	Cyrillic
Czech Republic	Czech	Slavic	Roman
Denmark	Danish	Germanic	Roman
Belgium, Netherlands	Dutch	Germanic	Roman
Ireland, Malta, United Kingdom	English	Germanic	Roman
Estonia	Estonian	Finno-Ugric	Roman
Finland	Finnish	Finno-Ugric	Roman
Belgium, France, Luxembourg	French	Romance	Roman
Austria, Belgium, Germany, Italy, Luxembourg	German	Germanic	Roman
Cyprus, Greece	Greek	Hellenic	Greek
Hungary	Hungarian	Finno-Ugric	Roman
Ireland	Irish	Celtic	Roman
Italy	Italian	Romance	Roman
Latvia	Latvian	Baltic	Roman
Lithuania	Lithuanian	Baltic	Roman
Malta	Maltese	Semitic	Roman
Poland	Polish	Slavic	Roman
Portugal	Portuguese	Romance	Roman
Romania	Romanian	Romance	Roman
Slovakia	Slovakian	Slavic	Roman
Slovenia	Slovenian	Slavic	Roman
Spain	Spanish	Romance	Roman
Finland, Sweden	Swedish	Germanic	Roman
Candidate countries (4)	**Languages (4)**		
Croatia	Croatian	Slavic	Roman
Iceland	Icelandic	Germanic	Roman
FYROM	Macedonian	Slavic	Cyrillic
Turkey	Turkish	Turkic	Roman
EEA countries not members of EU (2)	**Languages (+1)**		
Liechtenstein	(German)	(see above)	
Norway	Norwegian	Germanic	Roman
Total: 33	**28**	(see note 2)	**3**

Notes:

1) The languages described as Baltic, Celtic, Germanic, Hellenic, Romance and Slavic belong to branches of the Indo-European language family. Finno-Ugric, Semitic and Turkic are language families which are unrelated to each other and to Indo-European.

2) The orthographies of the 25 languages which use versions of the Roman alphabet differ in many details, especially the use of diacritics.

3.1.6   During discussion held with the EC it was decided that the final glossary produced

by this study would in fact consist of two separate documents: a shorter Level 1

glossary which was conceived of as a handbook of terms for policy-makers and

decision-makers and a longer Level 2 glossary which would contain many more

terms to be used by specialists to help with monitoring the sector. Further details of this split and the methodology employed in meeting this objective are described in Section 6 of this report.

3.1.7 All activity on this objective takes into consideration that the final stages of developing and disseminating the glossary will take place in consultation with the relevant organisations/sections of the Commission and with the Member States.

3.2. Outcomes

3.2.1 In total, 67 terms (listed alphabetically in English) are defined in the Level 1 glossary and translated (wherever possible) into a further 27 languages (see Table 3.2).

Table 3.2 Terms included in the Adult Learning Glossary, Level 1

A	Access to education	Accreditation of an education or training programme	Accredited learning	Adult	Adult learning	Adult learning provider	Adult learning teacher	Adult learning trainer	Apprenticeship
B	Barriers to learning	Basic skills							
C	Community-based adult learning	Competence	Continuing vocational training						
D	Disadvantaged	Distance learning							
E	Early school leavers								
F	Formal learning	Functional literacy	Functional numeracy	Funding body	Funding stream				
G	Guided learning								
H	Hard to engage	Higher education							
I	ICT skills	Individual learning account	Individual learning plan	Informal learning	Information, advice and guidance (IAG)	Initial vocational training			
K	Key								

	competences						
L	Learning difficulties/ disabilities	Liberal adult education	Lifelong learning	Lifewide learning	Literacy	Low qualified	Low-skilled
M	Mentoring	Mother tongue					
N	New basic skills	Non-accredited learning	Non-formal learning	Numeracy			
O	Off-the-job training	On-the-job training	Outreach				
P	Participation rate	Persistence	Post-compulsory education	Priority groups	Progress	Progression	
Q	Qualification framework						
R	Retention	Returns to learning					
S	Second chance education	Self-directed learning (self-study)	Social partners				
T	Tertiary-level attainment	Third sector	Training of trainers				
U	Upskilling						
V	Validation of learning outcomes	Vocational education and training (VET)					
W	Work-based learning						

3.2.2   A further nine terms which were deemed by the Commission to be key terms at a
         late stage (that is, after the main body of the Level 1 glossary had been completed
         and therefore too late to request translations from the experts who had provided the
         other translations) also appear at appropriate points in the alphabetical listing at the
         top of a page; it is proposed to add definitions of these terms to the main list, with
         translations, in the second edition of this glossary. For reference, these terms are:
         **access to learning, adult learner, digital divide, drop-out, individual learning
         route, individualisation of learning, learning module, learning offer,
         qualification**.

3.2.3   Unlike the Level 1 glossary, which is organised alphabetically, terms included in
         the Level 2 glossary are organised conceptually within the framework used to
         structure findings from the data sources strand of this study. Terms included in this
         longer glossary are presented in Table 3.3 below.

Table 3.3 Terms included in the Adult Learning Glossary, Level 2

A. Adult learning strategy, policy and legislation
adult; adult education; adult learner; adult learning; adult learning provider; andragogy; apprenticeship; autonomous learning; blended learning; citizenship; civic and social engagement; civil society; community based adult learning; continuing higher education and training; continuing vocational education; cultural institutions; demand-led learning; distance learning; embedded teaching and learning; equal opportunities; family learning; formal learning; folkbildning; folk high schools; fourth age; general education and training; guided learning; higher education; human capital; individualised learning; informal learning; initial vocational training; job-related education and training; kinaesthetic learning; knowledge-based learning; learner-centred; learning circles; learning strategy; learning pathway; learning style; liberal adult education; lifecourse; lifelong learning; lifewide learning; lower secondary education; non-accredited learning; non-formal learning; non-job related education and training; non-vocational adult education; non-vocational adult learning; off-the-job training; on-the-job training; open/distance education; palliative education; pedagogy; post-compulsory education; post-secondary (non-tertiary) education; random learning; recreational learning; second chance education; self-directed learning; skills needs analysis; skill shortage; social capital; social exclusion; social inclusion; social partners; study circle; study orientation; tertiary education; thinking style; third age; third sector; trade union education; training needs analysis; upskilling; university-level education; University of the Third Age; Upper secondary education; vocational education and training; work-based learning; work-place learning.
B. Adult skills and competences

active citizenship; basic education; basic skills; communication in the mother tongue; communication in foreign languages; community language; competence; competence in science; competence in technology; cultural awareness and expression; digital competence; digital literacy; e-learning; essential/foundation skills; functional literacy; functional numeracy; generic skills; ICT; ICT skills; key competences; learner self-efficacy; learning to learn; life skills; literacy; literacy as social practice; low qualified; low-skilled; mathematical competence; mother tongue; new basic skills; numeracy; sense of initiative and entrepreneurship; social and civic competences; special educational needs; spiky profile.

C. Access to and participation in adult learning

access to education; access to learning; attitudes to learning; barriers to learning; digital divide; disadvantaged; dyslexia; early school leaver; education or training path; enrolment; flexible learning; hard to engage; learning difficulties/disabilities; learning offer; the Matthew effect; motivation to learn; obstacles to learning; one step up; participation rate; persistence; priority groups; roll on, roll off; widening participation; young people not in employment, education or training

D. Investment in adult learning

additional learning support; enterprise; financial support for learners; funding body; funding stream; individual learning account; individual learning route; individualisation of learning; information advice and guidance; learner support; learning module; peer mentoring; providers of training; resources for learning; volunteers

E. Quality of adult learning

accountability; accreditation of an education or training programme; accredited learning; achievement rate; adult learning teacher; adult learning trainer; continuing professional development; completion; drop out; external programme evaluation; folk high school teacher; guided learning hours; individual learning plan; information, advice and guidance; initial teacher education; in-service training; internal programme evaluation; learner contract; learner goals/purposes; mentoring; outreach; study circle leader; success rate; training of trainers

F. Outcomes and impacts of adult learning

accreditation of prior learning; achievement; assessment; awarding body; benefits of education and training; core curriculum; credentialism; credit accumulation and transfer; curriculum; destination data; employability; European credit system for vocational education and training (ECVET); European qualification framework for lifelong learning (EQF); formative assessment; initial assessment; progress; progression; qualification; qualification framework; recognition of experiential learning; retention; returns to learning; skills certification; summative assessment; syllabus; tertiary-level attainment; transferability of learning outcomes; unitisation; validation of learning outcomes; wider benefits of learning

3.2.4   The completed glossaries are appended to this final report.

3.3. Actualising and disseminating the Level 1 Glossary

3.3.1   When the glossary itself (Level 1) is handed over to the European Commission, it will comprise in this order: a brief explanation of the purpose of the glossary, a list

containing just the English terms with definitions (and page-references to the main entries, serving therefore as a List of Contents), the 67 main terms with definitions, sources and translations, each on one page, 9 additional key terms, 10 cross-references, full references for the sources used, and a list of acknowledgments.

3.3.2   We propose that this be published swiftly as a pocket-sized (B5) handbook. However, it will need to be revised, for at least three reasons:

- Now that Albania is a candidate for entry to the EU, Albanian translations may need to be added;
- The main list is at present not fully complete: some entries are missing in Bulgarian, Danish, Greek, Icelandic, Italian, Macedonian and Turkish;
- Above all, those who first use the handbook will undoubtedly find some translations inaccurate and/or misleading and/or unwieldy.

3.3.3   We therefore further propose that:

- The first edition of the handbook appear only in hard copy (for a suggestion about the internet see below);
- The first printing of the handbook be limited to a few hundred copies, enough to distribute to the relevant policy-makers and administrators, plus those who produced and contributed to it;
- The first printing contain both a tear-out page and an email address for returning suggestions and amendments to a relevant organisation (presumably the Commission);
- All those who receive the first printing be requested to send in suggestions and amendments;
- A contract be advertised in late 2010 for producing a second edition;
- An expert in Albania be identified for providing Albanian translations for that edition should this be required;
- The second edition be published in 2011
- Further revisions be undertaken at regular intervals thereafter.

3.3.4   It would also seem desirable that terms which are listed in this glossary but not in Cedefop's and which seem essential for covering the education and training field should be proposed for future editions of the Cedefop glossary.

3.3.5   If and when a second edition of Level 1 of the glossary is produced, we suggest it should still principally take the form of a pocket-sized handbook, but that the print run should be much larger, on the assumption that it will remain valid for longer. If it seemed desirable for it to be published also on the internet, this might be the appropriate stage.

3.3.6   A wider consultation is required than could be carried out during the present study on the Level 2 glossary to validate, amend and, in all likelihood, expand the current list of terms. Translations need to be obtained.

3.3.7   We suggest that the Level 2 glossary would best be published only on the web, with the link to it clearly referenced in the 2011 edition of the handbook. In both cases there will need to be links to the report on data-gathering and proposals for monitoring the sector. Level 2 should require much less updating and revision than Level 1, and this will be easier if Level 2 exists only on the web.

3.3.8   For the glossary itself, plans for immediate dissemination are contained in the previous section.

3.3.9   In addition, we propose that the glossary be presented to the Commission and to the Working Group on Adult Learning in 2010.

3.3.10 Subsequently we suggest that presentations on the glossary should be given at meetings and conferences of the Federation of European Literacy Associations, the European Association for the Education of Adults, and other relevant organisations. These would include requests for amendments.

3.3.11 It would be especially valuable to have the opportunity to present the outcomes of both parts of the project to relevant gatherings of European policy-makers and administrators.

4. Findings: data sources on adult learning

4.1. Introduction

4.1.1   In presenting these findings, the adult learning sector has been classified into six dimensions:

A. Adult learning strategy, policy and legislation

B. Adult skills and competences

C. Access to and participation in adult learning

D. Investment in adult learning

E. Quality of adult learning

F. The outcomes and impacts of adult learning

4.1.2   These sections represent the six key areas where European-wide monitoring of the adult learning sector can take place. In determining these dimensions – and the fields within them – we have also drawn upon the work that has been conducted to date on current and proposed indicators and benchmarks in lifelong learning, and commentary on how these might include indictors more specific to adult learning.

4.1.3   Within each of these areas a number of fields (and subfields) of analysis are explored, with a view to outlining the context of the fields, where data exist, what data exist, and where there are gaps. In drawing out messages and making recommendations, the project team has considered data that would help monitor the sector, not in terms of what it would be ideal to have, but what it might be achievable to collect on a two-yearly basis, whether at a European or national level. Recommendations are also made with the understanding that that what cannot be agreed on should not be measured.

4.1.4   Suggestions in relation to indicators in adult learning are made on the understanding that indicators are a vehicle for the exchange of good practice, as outlined in the Commission Staff Working Paper of 21 January 2004:

Indicators should function mainly as a basis for a constructive dialogue and exchange between Member States as a tool to understand the reasons for differences in performance, so that other countries can learn from policy practices adopted by the most successful countries.[9]

We have also held in mind the four demands that the Lyon Seminar highlighted it is crucial that indicators should meet, namely (1) data; (2) differentiation; (3) expense; (4) comparability.

4.1.5   Drawing from PLA Bratislava, and discussions at the Lyon Seminar convened for this study, there are a number of questions that can be asked about each field of analysis:

- What is it critical to monitor and why?
- What is it useful to monitor and why?
- What can be monitored (in terms of sufficient data)?
- Where are the largest data gaps?
- What do we have the capacity to monitor?
- How often should data be gathered in order to be useful to monitoring?
- What is it cost-effective to gather, and how can data gathering be made more cost-effective?
- How can we ensure that data are comparable across Member States?

4.1.6   In making recommendations to the EC, we have focused wherever possible on making suggestions that are practical to implement, and make fewer demands on financial and human capital resources, in recognition of the challenges that many Member States would face in investing in new forms of data collection. A general principle that we have followed is that the best possible use should be made of data that are already there: the idea that we 'collect once, use many times'.

4.1.7   In making recommendations below for core data, we have considered the following criteria for inclusion. Core data should:

- Be valid, robust and reliable

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[9] Commission Staff Working Paper, Progress Toward the Common Objectives in Education and Training: Indicators and Benchmarks, available at
http://ec.europa.eu/education/policies/2010/doc/progress_towards_common_objectives_en.pdf

- Inform international comparisons

- Inform comparisons between current and targeted performance.

- Be practicable for all Members States

- Entail minimal investment in human and financial resources

- Support biennial, or repeat analyses.

4.1.8 European and international sources provide a fragmented picture: data are collected from different sets of countries, on different subjects, using different reference periods and different definitions, and taking different focuses. Most existing data sources mainly provide information on the inputs to education and training (participation, expenditure, provision, time, etc.). Only a few sources provide data on outcomes (educational attainment of populations, drop-outs, skill levels, earnings, etc.). As very few sources cover both inputs and outcomes, there is no clear picture of the relationship between the two.

4.1.9 Moreover, different data sources can provide different pictures of the same issue. In adult learning the clearest example of this is in the field of participation in adult learning. Although this field is one in which sufficient data (from the Labour Force Survey) exists to provide benchmarking data, the participation rates calculated from LFS (9.5%) differ greatly from those derived from the Adult Education Survey (35.7%) which examines a longer reference period (12 months) that the LFS (4 weeks).[10]

4.1.10 As previous research has established, and this study confirms, the quantity and quality of data on adult learning are variable across EU27+; in addition to variations in terminology, analysed elsewhere in this report, there are large differences in the sources used, and in their reliability, scope and purpose. Even common instruments vary in their selection of fields and completion rates, and there are significant challenges in the way of ensuring the validity of international comparisons

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[10] European Commission (2010). *Action Plan on adult learning: from policy to practice. Regional Meetings October and November 2009*, p. 4.

Data sources survey

4.1.11 In order to gather information on data on adult learning gathered at a national (or sub-national) level, researchers developed an online survey into which experts from EU27+ could input key information on measuring and monitoring systems. As the same basic survey was to be completed by each Member State despite the vast differences in education systems and education policies, the content of the survey was organised into sections corresponding to common components in education system: the inputs, processes, outputs and outcomes of adult learning.

4.1.12 Educational inputs may consist of administrative data on programme funding levels, types and levels of learning provision available, or characteristics of the instructor workforce. Surveys may gather data on inputs such as the educational background and/or skill levels of adults in the general population (i.e. not only those participating in adult learning). Processes may include administrative data on modes of programme delivery (e.g. classroom-based or distance learning), or evaluations of the quality of teaching and learning. Survey data on processes may identify patterns of adults' participation in lifelong learning. Administrative or survey data on the outputs of adult learning may include information on qualifications earned or progression to higher levels of education. The outcomes of education may include administrative or survey data on economic outcomes such as improvements in job status or income. Surveys may also gather information on longer-term economic outcomes (for individuals as well as for firms or communities), as well as the impact of adult learning on health and social engagement.

4.1.13 Survey respondents were branched to one of two strands of questions depending on whether the source being reported on consisted of administrative data or survey/census data. Although each branch was organised in line with the educational components described above, the survey generated different questions for different types of data sources and different types of content.

4.1.14 Summary tables of information provided via the data sources survey are appended to this final report. These tables (ten in total) present summary descriptions of the administrative and data sources as well as overviews of the coverage of these sources and the contribution they make to national data on adult learning.

Limitations

4.1.15 As the online survey was the first of its kind, it was, in many ways, a scoping exercise, and the information gathered is likely to be preliminary and indicative rather than comprehensive. In essence, the results of the survey take the form of a initial mapping exercise. For this reason it is recommended that the data sources survey forms the basis of a repeat survey that can be used to map this developing data landscape on a regular (biennial) basis.

4.1.16 As a mapping exercise, there are limitations to the comparisons that can be made from its findings between European countries. (This limitation was anticipated by delegates at the Lyon Seminar.) With the information collected is difficult to make reliable judgements about the robustness of a particular data source with regard to a particular field. For example, to determine if a Member State's adult learning data are sufficient in a particular area, a far greater amount of specific contextual information (for example, on policy objectives in general and on adult learning) would be required than could be gathered within the scope of the current study.

4.1.17 The main limitation to drawing conclusions from this survey that are applicable across EU27+ is that the countries are all at different stages in the development and implementation of adult learning strategies and different stages of data collection.

Quality of national data

4.1.18 Feedback from pilot survey respondents and adult learning data experts attending the Lyon seminar highlighted the importance of contextualising data sources against the quality of the data in that source. Additional sections were therefore added to the final survey instrument to allow respondents to evaluate (i.) the

quality of each individual data sources, and (ii.) the quality of data sources on adult learning from their country as a whole. Individual sources were rated using the six quality of statistics criteria defined by Eurostat (relevance; accuracy; timeliness and punctuality; access and clarity; comparability; coherence).[11]

4.1.19 Using a Likert scale, respondents were asked to rate the quality of national data in eight areas: (1) participation in adult learning; (2) attainment in adult learning; (3) potential economic impacts of adult learning; (4) potential health and social impacts of adult learning; (5) adult learning workforce; (6) adult learning institutions; (7) adult learning funding; (8) adult learning curricula/programmes, with 5 ratings ranging from 'very good' to 'very poor'.

Representatives from 17 countries provided information via these questions. Results are shown in Table 4.1

Table 4.1 Quality of national learning data, by area of adult learning

	Very good	Good	Neither good nor poor	Poor	Very poor
Participation in adult learning	2	8	2	4	0
Attainment in adult learning	0	4	3	6	1
Potential economic impacts of adult learning	0	0	2	5	4
Potential health and social impacts	0	0	2	4	5
Adult learning instructors	0	3	2	3	2
Adult learning institutions	0	4	5	3	2
Adult learning funding	0	5	2	6	1
Adult learning curricula/programmes	0	6	4	6	0
Total	**2**	**30**	**22**	**37**	**15**

Note: responses of 'don't know' or 'not applicable' have been omitted from this analysis

4.1.20 Of course, making and comparing assessments of the overall quality of a country's adult education data is a subjective exercise as not only do all national data sources in one area vary from each other in quality, especially where quality of data is

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[11] See http://epp.eurostat.ec.europa.eu/portal/page/portal/quality/documents/ess%20quality%20definition.pdf for a longer explanation of these criteria.

linked to use of data, but also individual assessors assess data quality differently. Partly for this reason results on the quality of data have not been presented on a country by country basis: the need for confidentiality was also taken into account, as in most instances only one expert per country, who could be identified, was asked to respond to this question.

4.1.21 Nonetheless, information gathered via this section of the questionnaire underscores several of the themes presented in these findings:

(1) only in one area, participation in adult learning, did any country rate the overall quality of data as 'very good', but even in this area, in which data might be expected to be of the best quality, only two countries did so, and six countries rated their overall data as less than 'good';

(2) although teachers are known to have a significant role to play in the delivery of quality adult education, only three countries considered that the overall quality of national data on adult learning instructors was good;

(3) most countries rated the quality of the data collected on the impacts of adult learning, whether economic, health or social, as poor or very poor, despite the policy emphasis on demonstrating the benefits of adult learning in these areas.

Barriers to data collection at a national level

4.1.22 The NRDC survey asked respondents about a number of possible barriers to more and/or better data collection on adult learning in their country, indicating whether these barriers rated as small or large obstacles to data collection. Table 4.2 summarises those responses.

Table 4.2 Barriers to data collection at national level

	Not a barrier	Small barrier	Large barrier	Very large barrier
Lack of AL system	15	3	2	3
Lack of political interest in AL	9	7	8	0
Lack of AL policy	10	8	5	1
Lack of central funding for administrative data collection	3	2	7	9
High cost of surveys	2	4	10	5

	Not a barrier	Small barrier	Large barrier	Very large barrier
Lack of funding at provider level	5	3	8	2
Lack of reporting requirements	5	5	10	1
Lack of quality assurance processes	10	6	4	0
Lack of investment in research	1	8	6	4
Lack of capacity in research	8	4	3	4
Difficulties in tracking individual learners	4	5	4	9
Data protection issues	5	9	3	6

4.1.23 Our results suggest that neither lack of political will nor lack of policy initiatives in adult learning are perceived to be major barriers to gathering more and/or better data, and national adult learning systems themselves are not thought to impede data gathering. Lack of capacity in research emerged as a slightly more important barrier, with Eastern European countries more likely to cite capacity as a large or very large barrier.

4.1.24 Funding issues on the other hand were perceived as greater obstacles. A large majority of respondents (16 out of 21) rated a lack of central funding for administrative data collection as a large or very large barrier; a similar proportion (15 out of 20 respondents) rated the high cost of surveys in the same way. Funding issues were just as likely to be cited by countries with well-established adult education systems as by those with less well-established infrastructures.

4.1.25 As noted in many policy documents, there are difficulties in demonstrating the economic, social and health benefits of adult learning which to some degree result from the complexities involved in tracking adults over time, especially when they leave formal learning settings. Thirteen (out of 22) respondents rated difficulties in tracking adult learners as a large or very large barrier to data collection.

4.1.26 In summary, survey responses suggest that although most systems (in adult learning, in quality assurance and in research capacity) support the gathering of good data on adult learning, this is not matched by a financial commitment to data gathering: investment and funding are lacking, especially for resource-intensive forms of data gathering such as longitudinal surveys of adult learners. This said,

the majority of Member States are making significant investment in PIAAC, suggesting that the collection of data on human capital is a priority for many countries.

Overview of main fields of analysis

4.1.27 The framework below in which our main findings are presented corresponds to what we believe to be the main fields of analysis in adult learning, that is, the fields in which data analysis does (or could) occur. Table 4.3 presents a summary of these fields, organised by dimension.

Table 4.3 Main fields of analysis

Dimension	Field	Sub-field	Rationale
A. Adult learning strategy, policy and legislation	**A1.** Policy implementation		Data to support policy; appropriate use of targeted funding
	A2. Coherence of supply	in relation to strategy	Supporting an integrated system of adult learning by measuring and monitoring match between learning need and learning offer; understanding the learning need; relevance of learning opportunities; maximising investment
		in relation to providers	
		in relation to demand	
	A3. Partnerships		Data to support creation of culture of learning; ensuring employer involvement in learning offer; involving all stakeholders
B. Adult skills and competences	**B1.** Adult skills	Problem solving in technology rich environments	Measuring and monitoring the acquisition of key competences for employability and adaptability in the new knowledge-driven economy
		Literacy	
		Reading	
		Numeracy	
		Skills at work	
	B2. Digital competences		Measuring the acquisition of new basic skills; data to support promotion of digital literacy; supporting social inclusion
	B3. Learning-to-learn skills		Adult learning data to support development of core indicator
	B4. Skills for active citizenship		Data to support key objective of lifelong learning; promoting active citizenship
	B5. Learner Persistence		Measuring and monitoring the whole learning journey and individual learning pathways

Dimension	Field	Sub-field	Rationale
C. Access to and participation in adult learning	**C1.** Barriers to participation		Data to facilitate access to and promote demand for adult learning
	C2. Participation in adult learning		Measuring and monitoring participation; supporting increased participation and recognising all forms of learning
	C3. Access and participation for priority groups	Migrants	Measuring and monitoring priority groups identified in Action Plan on Adult Learning; improving equity in education and training
		Low-skilled adults	
		Older adults	
		Early school leavers	
	C4. Intensity and duration of participation		Measuring and monitoring participation; understanding participation patterns; enabling meaningful comparisons between MS
D. Investment in adult learning	**D1.** Financing of adult learning	Public investment	Measuring and monitoring to ensure adequate resourcing of adult learning
		Private investment	
		Individual investment	
	D2. Non-financial resources for adult learning	Teaching resources	
		ICT resources	
	D3. Provision of Information, Advice and Guidance		Monitoring key interface between learning need and learning offer
E. Quality of adult learning	**E1.** Validation of learning		Measuring and monitoring the quality of the process and products of adult learning; ensuring transparency of qualifications; supporting learners to draw maximum benefits from learning; recognising and validating non-formal and informal learning
	E2. Accreditation and evaluation of provision		
	E3. Professional development of teachers and trainers		
	E4. Innovative pedagogy		Monitoring pedagogy for developing

Dimension	Field	Sub-field	Rationale
			competences; developing new learning processes
F. Outcomes of adult learning	**F1.** Progression in education and training		Supporting development and updating of competences throughout the lifecourse; enabling adults to go 'one step up'
	F2. Progression in employment		
	F3. Efficiency of investment		Measuring returns on investment
	F4. Economic returns to learning		Demonstrating economic and social returns to learning
	F5. Social returns to learning		

4.2. Dimension A: Adult learning strategy, policy and legislation

Main Findings

Dimension A: Adult learning strategy, policy and legislation – Key Terms

adult; adult education; adult learner; adult learning; adult learning provider; andragogy; apprenticeship; autonomous learning; blended learning; citizenship; civic and social engagement; civil society; community based adult learning; continuing higher education and training; continuing vocational education; cultural institutions; demand-led learning; distance learning; embedded teaching and learning; equal opportunities; family learning; formal learning; folkbildning; folk high schools; fourth age; general education and training; guided learning; higher education; human capital; individualised learning; informal learning; initial vocational training; job-related education and training; kinaesthetic learning; knowledge-based learning; learner-centred; learning circles; learning strategy; learning pathway; learning style; liberal adult education; lifecourse; lifelong learning; lifewide learning; lower secondary education; non-accredited learning; non-formal learning; non-job related education and training; non-vocational adult education; non-vocational adult learning; off-the-job training; on-the-job training; open/distance education; palliative education; pedagogy; post-compulsory education; post-secondary (non-tertiary) education; random learning; recreational learning; second chance education; self-directed learning; skills needs analysis; skill shortage; social capital; social exclusion; social inclusion; social partners; study circle; study orientation; tertiary education; thinking style; third age; third sector; trade union education; training needs analysis; upskilling; university-level education; University of the Third Age; Upper secondary education; vocational education and training; work-based learning; work-place learning.

Table 4.4 Summary of data on Dimension A: Adult learning strategy, policy and legislation

Field/ subfield	Existing EU data sufficient (Category; Source)	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
A1. Policy implementation	(1) Progress towards ET2020 indicators and benchmarks (2) Impact of public measures on enterprises (**CVTS**)		(1) Funding commitment necessary for data collection to support policy implementation (2) Collaboration with national adult learning organisations	Existing data insufficient		Investment in education and training	
A2a. Coherence of supply in relation to strategy	Existing data insufficient						
A2b. Coherence of supply in relation to providers	Existing data insufficient	Adapt CVTS to gather more data on demand-supply profiles					
A2c. Coherence	**Skills needs of employers**						

Field/ subfield	Existing EU data sufficient (Category; Source)	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
in supply in relation to demand	(1) Coherence between skills & training needs of enterprises, their strategy and offer (**CVTS**)	Adapt CVTS to gather more data on demand-supply profiles		**NO** 'Vox Barometer: Skills and recruitment in Norwegian firms' **UKen & UKwa** (1) 'National Employer Skills Survey (NESS)' (2) 'Workplace Employment Relations Survey' **UKsc** 'Scottish Employer Skills Survey 2008' **UKni** 'Northern Ireland skills monitoring survey'	**DE** (1) 'German micro census' (2) 'German socio-economic panel' (3) 'Labour demand questionnaire' **EL** 'Development and current situation of adult education in Greece' **ES** 'Survey on the transition from education/training to labour market insertion 2005' **UKsc** 'Scottish Employer Skills Survey' **UKni** 'Northern Ireland skills monitoring survey'		Coherence between skills needs and training offer
				Learner demand			
				NO (1) 'Vox-barometer: the population's request for training, education and guidance' (2) 'Learning conditions monitor'			

Field/ subfield	Existing EU data sufficient (Category; Source)	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
A3. Partnerships		Increase number of questions about partnership in CVTS			**AT** 'Continuous Training in SMEs' **DE** 'OSA- labour demand questionnaire' **FY** 'Perspective and role of the non-governmental sector in non-formal education' **NO** 'Vox Barometer: Skills and recruitment in Norwegian firms' **UKen & UKwa)** 'National Employer Skills Survey (NESS)'		

A1. Policy implementation

Context

4.2.1   The impact of the Lisbon agenda on national policy priorities is evident in lifelong learning policy statements, strategy documents, national action plans, and legislative frameworks. Key policy drivers include the use of adult education as a means of achieving general social and economic goals, as well as specific goals such as supporting community regeneration, promoting social cohesion, improving productivity and reducing unemployment levels. Nonetheless, countries differ in the emphasis they place on these different priorities, in the amount of focus on economic returns and on the social dimensions of the policies.

4.2.2   Efficient and comprehensive monitoring and evaluation of adult education policy is limited by fragmented political responsibility. In the majority of countries no one ministry has responsibility for adult learning: education, employment and welfare ministries share responsibility. The decision-making process is often decentralised and devolved 'to where the policies will be implemented and through affording funders, organisers and providers greater autonomy to co-operate in identifying and meeting local needs' (EC 2007, p. 14) including regional, local or federal levels. Nonetheless, policy-makers benefit from the regular collection of consistent and detailed data collection.

4.2.3   For policy makers using data to track the degree and success of policy implementation the challenge is how to ensure that providers collect data and the extent to which the collection of data should be tied to funding mechanisms. As highlighted at the One Step Up PLA held in London in April 2009, there is debate in Member States over what data collection is mandatory, how this can be enforced, if it should be, or whether this type of data collection should be regarded as an integral part of a provider's management information system.

4.2.4   Dedicated research centres can serve as a substantial resource for informing policy and improving practice, gathering together and co-ordinating national and international expertise across the domains of research, development and practice. The

National Research and Development Centre for adult literacy and numeracy (NRDC) in the UK is one example; Vox, the Norwegian Institute for Adult Learning, is another. Unlike single projects, research centres can build up, retain and systematically disseminate research evidence on a wide range of related themes and priorities in adult learning.

European data sources

4.2.5   Progress of Member States against indicators and benchmarks in education and training is monitored on an annual basis via national progress reports. As part of policy cooperation at European level, every two years education ministers from EU countries and the Commission publish a joint report on the overall situation in education and training across the EU and assessing progress towards common objectives.

4.2.6   More specifically, CVTS3 gathers data on the effect of five types of public measures on the planning, policy and practices of enterprises with respect to CVT, including publicly-funded advisory services aimed at identifying training needs and/or developing training plans; financial subsidies towards the costs of training employees; tax relief on expenditure on training employees; procedures to ensure the standards of trainers (e.g. by national registers, assessment etc.); and provision of recognised standards and frameworks for qualification and certification.

National data sources

4.2.7   Respondents were asked about the contribution each data source makes to their country's stock of adult learning data. The survey did not ask about the 'purpose' of the data, as intended uses do not always match actual uses. Rather, our primary objective in this area was to understand more about how data were used, particularly considering that one objective of this project is to improve understanding about how better to use existing adult learning data to monitor the sector. Summary tables of these results are appended to this report.

4.2.8   The vast majority (53 out of 63) of administrative data sources contributed to national data on learner participation. In all but six of the twenty-two countries which responded, all national administrative data sources provided information about learner participation, even in countries with comparatively large numbers of administrative sources: Norway, for example, with nine, and Austria, with seven. The most notable exceptions were Belgium (Flemish community) and the Czech Republic. In the former, four out of seven administrative sources provided data on learner participation; in the latter, three of five did.

4.2.9   Moreover, learner participation was the only area of adult learning (out of a possible ten areas[12]) in which all responding countries reported that adult learning data were collected. The other areas to which data most commonly contributed were in providing data on 'progress and/or achievement in education and training' and providing data on 'adult education subjects offered'. In each case, 25 sources of data contributed to the area. The next most common answer was to contribute to data on 'the financing of adult learning' (12 countries reporting on 22 sources).

4.2.10 At the other end of the scale, administrative data sources were least likely to contribute to national data on good practice (8 sources from 8 different countries), and on the potential impacts of participation in adult learning (8 sources from 7 countries).

4.2.11 Only one country, Belgium (Flemish community) reported collecting administrative data that provided information relevant to all ten areas. One region, Northern Ireland, reported data covering nine areas, and four countries/regions (Austria, Ireland, Norway and Scotland) reported administrative data covering eight areas. Interestingly, Northern Ireland and Scotland reported covering as many or more areas than almost all other countries/regions, despite reporting only five administrative sources between them (three from Northern Ireland and two for Scotland). This is in contrast to, for example, Norway, which reported nine administrative sources covering eight areas. This suggests that Northern Ireland and Scotland use broad administrative sources covering a wide range of areas rather than a larger number of more targeted sources. Similarly Portugal, which reported covering seven of 10 areas with only one

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[12] The ten areas are: participation in adult learning; progress and/or achievement in education and training; instructor characteristics; the financing of adult learning; performance benchmarks; quality assurance; subjects offered; good practice; policy implementation; impact of adult learning.

administrative data source. In our survey, Portugal reported that this is a conscious strategy on its part: older, more targeted data sources have been or are being phased out in favour of one comprehensive administrative source, the Education and Training Supply Information and Management System. This corresponds with and complements Portugal's ambitious and comprehensive New Opportunities adult learning strategy.

4.2.12   This said, most countries which reported having only a few administrative data sources also reported collecting data on only a few areas of adult learning. France, for example, reported two administrative sources collecting data in only two areas: participation and progress/achievement.

4.2.13   Survey/census sources were also most likely to collect data that contributed to knowledge on participation in adult learning – 43 of 68 surveys/censuses were used for this purpose – but four countries which responded to the NRDC survey did not use surveys to collect participation data.

4.2.14   The other areas (out of a possible 12 areas[13]) to which surveys and censuses were most likely to contribute data were: education and training levels (15 countries reporting 24 sources); financing of adult learning (12 countries reporting 24 sources); data on individuals' employment and wages (20 sources from 11 countries); data to help monitor adult learning policy (17 sources from nine countries); and the data on skills gaps in the workforce (13 sources from 6 countries).

4.2.15   Few countries submitted details of surveys or censuses providing data on the other six areas: individuals' health and well-being (eight sources from six countries); social participation and cohesion (seven sources from five countries); data on skills loss and gain over time (six sources from five countries); quality of providers (six sources from three countries); and quality of instructors (three sources from three countries). Only one country reported a source based on the use of an assessment tool to provide data on the skills levels of respondents.

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[13] The twelve areas were: adult qualifications; participation in adult learning; skill level assessed by instrument; skills gain and loss over time; skills gap; financing; monitoring policy; employment and wages; health and well-being; social participation and cohesion; quality of providers; quality of instructors.

4.2.16 Given the large number of areas in which only a small number of countries reported collecting survey/census data, it is not surprising that most countries reported collecting data in fewer than half the twelve areas. Exceptions included England (data on 10 areas through five surveys), Germany (nine surveys contributed data on eight different areas) and Ireland (four surveys contributed to seven areas).

4.2.17 Looking across the sources that respondents reported on highlights some interesting differences in the methods that Member States use to gather adult learning data. For example, some Member States make extensive use either of administrative or survey/census data sources, but not both. Austria provided details of seven administrative data sources, but only one survey. By contrast, Germany reported nine surveys/censuses but only one administrative source. It may be the case that both countries would have more well-rounded and comprehensive collections of data on adult learning if these approaches were more balanced.

4.2.18 Looking at countries which were more balanced, Norway reported nine administrative data sources and nine surveys/censuses. Sweden reported four in each category. However, it cannot be assumed that greater balance between administrative and survey/census data sources is inherently beneficial; this would require investigation.

Messages

4.2.19 The key policy driver is the use of adult education as a means of achieving general social and economic goals.

4.2.20 In terms of evaluating national strategies for supporting policy implementation through the collection of adult learning data, the situation is complicated by the fact that in the majority of EU27+ no one government ministry is responsible for adult learning. Moreover, decision-making on monitoring is often decentralised and devolved from the national/federal level to the regional/local levels.

4.2.21 As 'policy implementation' is a broad category as to be impossible to say whether or not a country's existing national data are sufficient to monitor adult learning policy in general. Data are likely to be sufficient for some areas of policy implementation and

for monitoring some indicators, but not for others. Some of EU27+ – notably Norway, Sweden, the United Kingdom and Portugal – collect a substantial amount of data that can be used to support policy implementation.

4.2.22 In this respect, it would be more accurate to say that in most EU27+ countries data are sufficient for monitoring some aspects of policy implementation but not others, and that in a small number of countries national data are not sufficient for monitoring any fields.

Recommendations

4.2.23 Adequate levels of funding at national and EU level are required for systematic data collection and monitoring.

4.2.24 Systematic monitoring is required to demonstrate the cost-effectiveness of adult learning policy.

4.2.25 There is the potential for using national adult learning organisations to collect data on strategy and policy for EU monitoring purposes.

4.2.26 In the interests of balance, and wherever feasible, Member States should be encouraged to make use of national administrative and survey/census data sources.

A2. Coherence of supply

Context

4.2.27 The coherence of supply refers to the availability of adult learning opportunities in an area or country, in relation to (a) strategic goals; (b) providers and (c) demand.[14]

4.2.28 If a Member State has a strategy of expanding adult education, coherence of supply is likely to be an issue. With increasing learner numbers, resources such as instructors,

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[14] For this definition see EAEA's draft for discussion on the Common European Adult Learning Framework, available at http://www.eaea.org/doc/eaea/CEALFrevised.pdf

learning materials and classroom space are required. Coherence of instructor supply may be particularly challenging: skilled teachers are a limited resource, and preparing new instructors for teaching in the adult learning sector may take some time. In some countries, e.g. Portugal, many adult education instructors have little or no training in teaching adults; their training is in teaching children and young people. Appropriate styles of instruction for adults may differ significantly from those considered acceptable when teaching young people in compulsory schooling.

4.2.29 Another aspect of coherence of supply refers to how good the match is between the learning that is needed or wanted and the learning that is offered. The need could be that of society, of the country or community, of employers or of individuals. The offer is the range of learning that is supplied, the availability and the take-up.

4.2.30 Supply can relate to the courses and programmes learners need, and to the resources -- including instructors – required for those courses. For example, as noted above, Member States seeking to rapidly expand adult learning provision may need to gather data on the supply and ages of instructors.

4.2.31 Data fields that can be used to gather information on and improve coherence of supply include data on current and future labour market trends that can be employed in order to target finite resources to the most appropriate area. Coherence of supply is also linked to accreditation and validation (for example through, credit accumulation and transfer). Robust data in this area can support the development of meaningful pathways in learning.

European data sources

4.2.32 European-level data sources provide some information on the coherence between the skills needs of enterprises and the vocational training on offer. Both CVTS2 and CVTS3 gathered data on the training strategies of enterprises. In CVTS2 data were gathered on any assessment of future manpower and/or skills needs undertaken by the enterprise; any assessment of skills and training needs of individual employees; any need to develop or obtain new skills for the enterprise in last 3 years; presence of a written vocational training plan/programme including CVT, and reasons for having or

not having this plan; specific training budget including budget for CVT; joint agreements between enterprises and employees or their representatives (including social partners) covering CVT.

4.2.33   In CVTS3 enterprises were also asked if a specific person or unit within the enterprise had responsibility for organising CVT; how frequently external advisory services on CVT were used; how frequently formal steps were taken to evaluate the future skills needs of the enterprise; how frequently interviews were conducted with employees to establish specific training needs; and what obstacles impacted on the scope of CVT activities.

4.2.34   No other European-level data source examined in this study provides robust and comparable data on the coherence of supply.

National data sources

4.2.35   Many national data sources provide information on courses available and the level of those courses. However, the necessary broadness of this scoping survey did not allow us to draw strong conclusions as to the sufficiency of data in each country on this particular issue.

4.2.36   Demand can come from two sources: learners and employers. Based on responses to our survey, only Norway appears to have a source collecting robust data on learner demand for training.

4.2.37   Eight countries (Finland, Germany, Ireland, the Netherlands, Norway, and the three UK countries, England/Wales, Scotland and Northern Ireland) reported collecting data on skills gaps in the workforce, via 12 survey sources. Two of these – both Finnish national adult education surveys now superseded by the Eurostat Adult Education Survey – also collected data on skills loss and gain over time. Details were recorded of further four surveys that collect data on skills loss and gain over time, including two birth cohort studies from the United Kingdom, one study of the impact of adult literacy, language and numeracy courses in England, and a Spanish survey which included skills loss and gain as part of a broader look at the transition from

education/training to the labour market. Only three countries (the three regions of the United Kingdom) reported that data were collected about the specific skills needs of firms.

4.2.38   Data on workforce skills gaps are primarily provided by surveys of either employers (such as the Scottish Employers Skills Survey and Germany's IAB Establishment Panel) or employees/potential employees (the Scottish Employers Skills Survey and Germany's IAB Establishment Panel). In Norway, the Barometer surveys carried out by Vox (the Norwegian Institute for Adult Learning) sample employees and employers in separate surveys once a year. Norway's Learning Conditions Monitor (a supplement to the Labour Force Survey) also collects information on skills supply, through an annual survey of the conditions for learning and skills development among adults, with particular emphasis on working life.

4.2.39   Details of four surveys of the specific skills needs of firms were submitted via the NRDC survey. Of these one collected data about occupation-specific skills needs but did not collect information about language, literacy, numeracy or ICT needs. Two surveys collected data on all these categories, as well as collecting information about so-called soft skills not specific to any occupation, such as punctuality, team-working and communication skills.

4.2.40   In order to measure the degree of coherence between skills needs (whether those of society, employers or individuals) and the education and training opportunities on offer, data on courses/programmes/curricula are required. Our survey suggests that administrative sources which provide these data are prevalent, with data most commonly collected on learning subject (24 sources from 14 countries), level of course (15 sources from 10 countries) and mode of delivery (15 sources from nine countries).

4.2.41   Less commonly collected are variables which relate to the flexibility of provision such as when courses take place – provided by six administrative sources – and data relating to courses offered for priority groups (seven administrative sources). Fourteen surveys from eight countries (including five surveys from Norway) provide data on subjects taught, but only three surveys provide data on levels of courses taught and six

surveys provide data on mode of delivery. Only four surveys in three countries provide data on when courses take place, and only one survey provides data on courses offered for priority groups.

Data Source Snapshots

Ireland: the 'Employee skills, training and job vacancies survey (2006)' was a representative cross-sectional survey of employees. The survey's aim was to inform education and training policies and labour market policies by providing data on skills gaps in the workforce, adult participation in learning and the financing of adult learning. The survey provided data on skills needs of employees, including ICT skills language skills and skills specific to an occupation or trade. It also provided data on resources contributed to training by enterprises.

Germany: the 'Labour demand questionnaire' is a biennial survey which provides data about the labour demands of companies and other employing organisations. The survey provides information about the kind and size of labour demand and the determining factors of that demand within enterprises. Detailed information about personnel, products, organisational structure, salaries, and education and training are included in the database.

UK (England): the National Employers Skills Survey (NESS) provides data on the issues employers face in terms of recruitment, skills gaps and training. This longitudinal survey has collected four sweeps of data from employers (2003, 2004, 2005 and 2007). A similar survey is undertaken in Scotland.

Messages

4.2.42 Findings from our survey suggest that the United Kingdom is particularly focused on collecting data that could contribute to improved coherence of supply and demand, with regard to skills required for the labour market. However, the approach in the regions of the UK does not appear to be as coordinated as it is in Norway, where complementary Vox Barometer surveys seek to collect data, with one survey devoted to individuals, another devoted to social enterprises, and a third gathering more information from individuals.

4.2.43   The data collected in EU countries is necessarily based on perceived skills needs and gaps: while it may be possible to accurately assess some national skills levels, it would be fruitless to attempt to objectively assess skills needs and gaps, as these measures are inevitably very subjective. However, surveys and assessments of skills needs/gaps with regard to literacy, language, numeracy, occupational skills and so-called soft skills such as communications and team-working are carried out in several countries, as discussed more fully in Section 4.3.

4.2.44   Collecting data on learning demand is not sufficient; in order to increase coherence we need reliable information on learning supply. Evidence from our survey strongly suggests that this evidence is most readily gathered in European countries/regions through administrative data sources.

4.2.45   Several countries reported collecting skills needs data, primarily through surveys. There is also evidence that data could be collected on the supply side: the provision of ICT courses in general and provision to priority groups in particular.

Recommendation

4.2.46   We recommend the use of both national surveys and administrative data sources to provide reliable data on learning demand and learning supply.

4.2.47   Consideration should be given to the scope for adapting the CVTS in order to allow for increased capacity to undertake EU comparisons of demand-supply profiles.

4.2.48   To generate a composite profile of demand and supply the EU should encourage Member States to utilise administrative data sources as a means of generating evidence on the supply side.

A3. Partnerships

Context

4.2.49 Partnership between all stakeholders in adult learning is one of the five building blocks of coherent and comprehensive lifelong learning strategies as laid out in the Commission Communication, 'Making Lifelong Learning a Reality'.[15] These partnerships can be at a European level; or between local, regional and national governments; local level partnerships on the ground; between providers, employers, social partners.

4.2.50 Particularly in times of economic crisis, there is a clear and compelling need for partnerships between the supply and demand sides of the learning/skills equation, with adult learning institutions working more closely with social enterprises.

European-level data

4.2.51 CVTS3 contains a number of questions about partnerships in training, for example whether shared training centres and external advisory services were used in sourcing and delivering training to employees; about agreements on training made with social partners.

4.2.52 No other European-level data source examined in this study provides robust and comparable data on partnerships in adult learning.

National data

4.2.53 Five Member States or candidate countries reported collecting survey data about partnerships between adult learning institutions and organisations such as private

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[15] Communication from the Commission, 'Making A European Area of Lifelong Learning a Reality', November 2001

sector firms. These were: Austria, Germany, FYROM, Norway and UK (England/Wales). No countries reported collecting administrative data on partnerships.

Data Source Snapshot

<u>FYROM:</u> The 'Perspective and role of the non-governmental sector in non-formal education' cross-sectional survey was carried out in 2009 by a non-governmental organisation to provide more information about the role of the non-governmental sector in the provision of non-formal education. The survey sampled adult learners, and data were collected on learner participation.

Messages

4.2.54 The area of partnership is one where there are considerable data gaps. Relatively few data are gathered on the important topic of partnership working between adult learning institutions and social enterprises.

4.2.55 Collecting additional data on such partnerships could feasibly make an important contribution to increasing the number and efficacy of approaches aimed at encouraging adult learning institutions and social enterprises to work more closely together in order to meet the skills needs of individuals and enterprises, as expressed through survey data.

4.2.56 A greater focus on the monitoring of partnership working could be particularly beneficial with regard to improving the basic skills required by all workers in order to function in the labour market, benefiting European populations as a whole and priority groups in particular.

Recommendation

4.2.57 Consideration should be given to the scope for increasing the number of questions about partnership included in CVTS.

4.2.58 Member States should be encouraged to include questions about partnerships in national surveys.

4.3. Dimension B: Adult skills and competences

Main Findings

Dimension B: Adult skills and competences – Key Terms

active citizenship; basic education; basic skills; communication in the mother tongue; communication in foreign languages; community language; competence; competence in science; competence in technology; cultural awareness and expression; digital competence; digital literacy; e-learning; essential/foundation skills; functional literacy; functional numeracy; generic skills; ICT; ICT skills; key competences; learner self-efficacy; learning to learn; life skills; literacy; literacy as social practice; low qualified; low-skilled; mathematical competence; mother tongue; new basic skills; numeracy; sense of initiative and entrepreneurship; social and civic competences; special educational needs; spiky profile.

Table 4.5 Summary of data on Dimension B: Adult skills and competences

Fields/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
B1a. Problem solving in technology-rich environments			PIAAC (2011) will address data gap			Adult skills	
B1b. Literacy skills		Future waves of PIAAC could be adapted to include a test of writing skills	PIAAC (2011) will address data gap		**CZ** 'Graduates first job survey' **FI** 'Adult Education Survey' **EL** 'Development and current situation of adult education in Greece' **IE** 'Employee skills, training and job vacancies survey' **NO** 'Vox-barometer: the population's request for training, education and guidance' **UKen, UKwa, UKsc** (1) 'British Cohort Study' (2) National Child Development Study **UKen & UKwa** 'Skills for Life survey' **UKni** 'Northern Ireland skills monitoring survey'	Adult skills	Adult literacy skills

Fields/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
B1c. Reading skills			PIAAC (2011) will address data gap		**CZ** 'Graduates first job survey' **FI** 'Adult Education Survey' **EL** 'Development and current situation of adult education in Greece' **IE** 'Employee skills, training and job vacancies survey' **NO** 'Vox-barometer: the population's request for training, education and guidance' **UKen&wa; Sc** (1) 'British Cohort Study' (2) National Child Development Study **UKen&wa** 'Skills for Life survey' **UKni** 'Northern Ireland skills monitoring survey'	Adult skills	Adult reading skills
B1d. Numeracy skills			PIAAC (2011) will address data gap		**CZ** 'Graduates first job survey' **FI** 'Adult Education Survey' **EL** 'Development and current situation of adult education in Greece' **IE** 'Employee skills, training and job vacancies	Adult skills	Adult numeracy skills

Fields/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					survey' **NO** 'Vox-barometer: the population's request for training, education and guidance' **UKen, UKwa, UKsc** (1) 'British Cohort Study' (2) National Child Development Study **UKen&wa** 'Skills for Life survey' **UKni** 'Northern Ireland skills monitoring survey'		
B1e. Skills at work			PIAAC (2011) will address data gap		**FI** ' Adult Education Survey' **DE** 'IAB establishment panel' **IE** 'First destination of graduates' **PL** 'Graduates first job survey' **ES** 'Survey on the transition from education/training to labour market insertion 2005'	Adult skills	Adult skills at work
B2. Digital	Access to and use of the internet/ICT						

Fields/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
competences	Eurostat/NSI ICT Household survey				**UKen, UKwa, UKsc** (1) 'British Cohort Study' (2) National Child Development Study		
			ICT skills				
	Existing data insufficient		PIAAC (2011) will address data gap		**CZ** 'Graduates first job survey' **FI** 'Adult Education Survey' **EL** 'Development and current situation of adult education in Greece' **IE** 'Employee skills, training and job vacancies survey' **NO** 'Vox-barometer: the population's request for training, education and guidance' **ES** 'Survey on the transition from education/training to labour market insertion' **UKen, UKwa, UKsc** (1) 'British Cohort Study' (2) 'National Child Development Study' **UKen & UKwa** 'Skills for Life survey' **UKni** 'Northern Ireland skills monitoring survey'	ICT skills	ICT skills broken down by age

Fields/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
B3. Learning to learn skills	Existing data insufficient: no EU comparable data	n/a	Not a feasible priority	n/a	n/a	Learning-to-learn skills	Composite indicator on learning-to-learn skills
B4. Skills for active citizenship	Existing data insufficient: no EU comparable data		Unlikely to be a feasible priority at this stage	n/a	n/a	Civic skills	
B5. Learner persistence	Existing data insufficient		Requires EU agreement on definition of learner persistence		**BEnl** 'MAO database of distance learning' **UKsc** 'Staff and students performance indicators for further education'		Composite indicator on learner persistence

4.3.1   European governments require data on adult skill levels, to monitor the quantity and quality of the knowledge and skills of their workforce, and to assess the capacity of the adult population to meet the demands of the workplace, and the wider demands of society and the economy. Data are also required to enable Member States to reach informed judgements about the distance between current skill levels on the one hand, and domestic targets and the performance of Member States on the other.

4.3.2   The EU Working Group on basic skills preferred the term 'competence' that refers to a combination of knowledge, skills and attitudes and 'key competence' to define competences necessary for all. It thus includes basic skills but goes beyond them.

4.3.3   A competency is the capacity to draw upon and apply a set of related knowledge, skills, abilities and attitudes to successfully perform a work role, function, or task. One has to have the skill first, in order to develop the competency, and a disposition to learn as well as the knowhow.

B1. Adult skills

Context

4.3.4   There are eight key competences in lifelong learning: communication in the mother tongue; communication in foreign languages; mathematical competence and basic competences in science and technology; digital competence; learning to learn; social and civic competences; sense of initiative and entrepreneurship; cultural awareness and expression. All eight competencies are considered equally important.

4.3.5   Literacy, numeracy, workplace and problem-solving skills remain high EU priorities. The Action Plan on Adult Learning[16] gives priority to literacy, language and numeracy, particularly among immigrants, low skilled and unemployed adults. Low levels of literacy are repeatedly highlighted as a major concern.[17] The Commission

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[16] COM (2007) 558 AND OJ C 140, 6.6.2008, p. 10.
[17] COM (2009), 640, 25.11.2009, p. 9.

notes the deteriorating performance in reading skills compared to the 2010 EU benchmark:

While the EU benchmark for 2010 is to reduce by 20% the percentage of low-achieving 15 year olds in reading literacy, this share has actually increased from 21.3% in 2000 to 24.1% in 2006. The performance of pupils with migrant background in reading, mathematics and science is lower than those of native pupils (PISA data).[18]

4.3.6   Low levels of reading literacy amongst 15 year olds as measured by the Programme for International Student Assessment (PISA) studies have implications for policy at both school and post-compulsory levels, and it will be a priority for the Commission in respect of Vocational Education and Training and Adult Learning to implement measures to support improving levels of literacy and numeracy amongst the adult population. Lower levels of performance amongst migrants are also a priority; migrants comprise a significant and often growing proportion of the population amongst Member States; it is recognised that 'second chance' and adult learning provision provides these groups with opportunities to improve their literacy, numeracy and vocational skills. For CONFINTEA VI, literacy was described as the point of departure for lifelong learning policies.

4.3.7   Mathematical competence is one of the key competences in the European Framework for Key Competences for Lifelong Learning,[19] and is included in the 2007 Coherent Framework of Indicators and Benchmarks.[20] As Gal states in his discussion for a framework for assessing adult numeracy, numeracy is essential for adults and for the societies in which they live and work, and citizens are increasingly faced with choices and situations that require basic computational or mathematical knowledge.[21] In addition, 'numeracy-related skills have been shown to be a key factor in workplace success and labour market participation … adults with lower skills in numeracy and literacy are much more likely to be unemployed or require social assistance'.[22]

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[18] Op. cit., p. 7.
[19] OJ L 394, 30.12.2006, p. 10.
[20] Ref:
[21] COM/DELSA/EDU/RD, 29.10.2007, p. 3.
[22] Ibid.

4.3.8 Whilst literacy and numeracy are basic skills it is also recognised that adult learning should support adults in improving their labour market skills and capacity for social integration. It is priority for governments to collect increasingly sophisticated data, in order to support the development of a high quality workforce able to solve problems effectively, and to handle complex information which is often presented on computers and requires high level computing skills. In this context Vocational Education and Training is therefore a priority:

> [E]ven closer relations with the world of business and a further expansion of work-based learning are crucial if VET systems are to adapt to the evolving needs of the labour market. More efforts are also required to develop effective tools for the anticipation of skill needs.[23]

This suggests the importance of assessing skill levels in the workplace, including problem solving skills, and especially the ability to use technology to solve problems in workplace environments.

European Data Sources

4.3.9 Three International Adult Literacy Surveys and two Adult Literacy and Life Skills Surveys have used tasks to assess and compare the skills levels of adults in a number of different countries. Although both the ALL and IALS tests assessed prose and document literacy, ALL replaced the quantitative literacy test from IALS with a broader and more robust numeracy domain including problem-solving, numeracy and ICT skills. Both these surveys used background questionnaires to link assessment results to key demographic and other variables but have only limited European coverage (see Annex C for further details).

4.3.10 In many respects IALS and ALL will shortly be superseded by the OECD's Programme for the International Assessment of Adult Competencies (PIAAC), to be conducted in 2011 (with results scheduled for release in 2013). PIAAC represents the most detailed and comprehensive survey of adult skills yet undertaken. Five thousand adults aged between 16 and 65 in each participating country will be interviewed in their homes.

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[23] Op. cit., p. 8.

4.3.11 PIAAC will provide a direct assessment of adult skills, as opposed to an indirect assessment that records only individuals' educational qualifications. Qualifications typically do not signify precise skills, and many qualifications are acquired years before surveys are carried out, rendering these as unreliable proxies for adult skills.

4.3.12 Countries participating in the first cycle of PIAAC include: Australia, Austria, Belgium, Canada, Czech Republic, Denmark, Estonia, Finland, France, Germany, Hungary, Ireland, Italy, Japan, Korea, Malta, Netherlands, New Zealand, Norway, Poland, Portugal, Slovak Republic, Slovenia, Spain, Sweden, United Kingdom and the United States.

4.3.13 Twelve EU Member States, candidate countries and members of the EEA are not participating in the first cycle of PIAAC: Albania, Bulgaria, Croatia, Cyprus, Greece, Iceland, Latvia, Lichtenstein, Lithuania, Luxembourg, FYROM, and Romania.

4.3.14 PIAAC will build on previous international surveys, including IALS and the ALL Survey, thus allowing for comparisons of literacy and numeracy over 13-17 years for some countries.

4.3.15 PIAAC is designed to provide an evidence base for policy-relevant analysis that:

- Extends the direct measurement of skills held by the working age population
- Provides a better understanding of the relative effectiveness of education and training systems
- Describes the distribution of proficiency of the population according to types and levels of cognitive tasks, together with the levels of formal educational and training achieved.
- Shows factors associated with adult competencies.
- Allows comparisons across countries and over time.

4.3.16 PIAAC will measure five adult skills (see Table 4.6):

Table 4.6 PIAAC measures

Adult Skills	Definition	Measured by
(1) Problem solving in technology rich environments	the ability to use technology to solve problems and accomplish complex tasks	the ability to solve problems using multiple sources of information on a laptop computer, with an emphasis on information, access, evaluation, retrieval and processing. Tasks vary in levels of difficulty, both in respect of the cognitive demands and the demands in relation to the technological skills.
(2) Literacy	the ability to understand and use information from written texts to achieve goals and develop knowledge and potential	both extending and drawing on previous international surveys. Will provide an overall measure of reading literacy whilst permitting countries to report prose and document literacy result separately.
(3) Reading components of literacy	the building blocks of literacy and basic reading component skills including: word recognition; decoding skills; vocabulary knowledge and fluency.	adults demonstrating lower literacy levels will be assessed to determine how far they have developed the basic reading component skills.
(4) Numeracy	the ability to use, apply, interpret and communicate mathematical information and ideas.	using 60% of items from AL, and 40% items developed specifically for PIAAC. Will cover quantity and number; dimension and shape; data, chance and pattern; relationships and change.
(5) Skills at work (adults in employment only)	use of reading and numeracy skills on the job; mastery of information technology; communication; presentation and team working skills.	It will use a 'Job Requirements Approach' to ask adults about the type and level of generic skills used in the workplace.

4.3.17 Like many other surveys/assessments of literacy, PIAAC will not measure writing

skills, despite the fact that these skills are needed, both in the workplace and in

everyday life.

National data sources

4.3.18   The findings from our study suggest that countries are reluctant to engage in large-scale national surveys in which assessment instruments are used to measure national skills levels. Details of only one source that gathers data on the skills levels of respondents by using an assessment tool were provided. In England, the Skills for Life survey (2003) assessed the literacy, numeracy and ICT skills of a representative sample of the adult population (aged 16-65). The survey made a significant contribution to policy development and implementation in England, but has not yet been repeated. A further survey is scheduled for 2010, but a change in government, along with shifting policy priorities at the time of writing, make this appear unlikely.

4.3.19   Looking at perceived skills needs in this domain, 17 national surveys in 10 responding countries or regions provided data on perceived skills needs. Twelve of these surveys (in eight countries/regions) provided data on ICT skills needs. These countries/regions were: Finland, Greece, Ireland, Norway (2 sources), Czech Republic, UK (all regions) (2 sources), UK (Scotland), UK (England and Wales), and UK (Northern Ireland).

4.3.20   Ten of these surveys (in six countries/regions) provided data on literacy skills needs. These countries/regions were: Norway (2 sources), Czech Republic, UK (all regions) (2 sources), UK (Scotland), UK (England and Wales) (3 sources), and UK (Northern Ireland). All of these surveys are also provided data on perceived numeracy skills needs.

4.3.21   Of those countries not participating in PIAAC, none reported collecting data on literacy or numeracy skills.

4.3.22   Sources which gather data on literacy, numeracy and other skills needs can shed some light on skills at work. However, while some surveys collected data from the employed population or firms, a slight majority gathered data from the population in general, meaning that it is unclear whether individuals viewed themselves as having work-related skills needs.

4.3.23 Only six surveys in five Member States collected data on the match of skills gained through adult learning to the individual's occupation. In Finland, these data were collected through that country's Adult Education Survey, prior to the launch of the European AES. In Germany, a survey of employers collected such data. Both Poland and Ireland conduct 'graduate first job' surveys which include graduates from Further Education and Spain conducts a similar survey.

Messages

4.3.24 With the exception of PIAAC we are not aware of existing instruments or sources of data that would meet the criteria detailed above in respect of the four subject areas.

4.3.25 It is not realistic to propose a new cross-European survey or other research instrument to deliver the desired data.

4.3.26 The best available option, in our view, is PIAAC; one proviso is that PIAAC does not measure writing skills.

Recommendations

4.3.27 We propose that the Commission give consideration to collecting data on literacy, numeracy, work-place and problem-solving skills, informed by and building on the data and instruments presented under the OECD Programme for the International Assessment of Adult Competencies (PIAAC).

4.3.28 We recommend that the Commission:

- utilise PIAAC data on literacy, numeracy, work-place and problem-solving skills
- support the participation of EU Member States not currently participating in PIAAC
- investigate the inclusion of additional items in future waves of PIAAC that correspond to core data priorities, in particular the measurement of writing skills
- use non-EU Member States of the OECD – such as the United States and Japan – to provide benchmarking data for assessing the performance of EU Member States

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4.3.29 For reasons of cost, it is not presently realistic to propose that, as a norm, Member States undertake large-scale national surveys using assessment instruments to measure skill levels.

B2. Digital competences

Context

4.3.30 As part of a broader focus on an equality of opportunity in modern knowledge economies, many researchers and policymakers have focused on the 'digital divide', that is, the unequal access by some members of society to information and communication technology (ICT), and the unequal acquisition of related skills. Access to ICT and the acquisition and use of ICT skills can be monitored either through surveys specifically focused on these issues or through more general surveys containing ICT-specific module.

4.3.31 Access to ICT has implications for the opportunities to develop adult skills. Research in the UK has found that limited access to and use of ICT, whether in the workplace or elsewhere, can have a negative impact on the development and maintenance of literacy skills; equally, extensive ICT access and use can have a beneficial effect on literacy practice and competence.[24] ICT access and use is therefore a significant factor in analysing and profiling opportunities for adult to maintain and develop their skills' profile.

European Data Sources

4.3.32 Comparable data on access to and use of the internet, and ICT usage, can be derived from the Eurostat/NSI ICT household survey.

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[24] Bynner, J., and Reder, S. (2010) *The Digital Divide: Computer use, basic skills and employment.* London: NRDC.

4.3.33 Although existing data on the ICT infrastructure/access are sufficient, there is currently (until PIAAC) no equivalent measure for ICT skills.

4.3.34 The AES captures data on participation in computer-related activities, including use of the internet.

National Data Sources

4.3.35 The NRDC data sources survey indicates that data on access to ICT and the acquisition and use of ICT skills are gathered through a number of methods including:

(1) surveys specifically focused on gathering information from individuals or firms about real or perceived skills needs;

(2) surveys specifically aimed at assessing the skills levels of individuals, including in ICT skills;

(3) bolt-on modules on ICT skills attached to broader surveys, such as birth cohort studies.

4.3.36 The second of these methods was rare throughout Member States, presumably due to the difficulties in developing assessment instruments and the high costs of administering surveys. These practical challenges in an area of primary importance across the Union suggest that investment in European-level data collection on digital competences, of the type used by PIAAC, would be valuable.

4.3.37 As noted in the discussion of problem-solving skills in technology-rich environments, 17 national surveys in 10 responding countries or regions provided data on perceived skills needs. 12 of these surveys (in eight countries/regions) provided data on ICT skills needs. These countries/regions were: Finland, Greece, Ireland, Norway (2 sources), Czech Republic, UK (all regions) (2 sources), UK (Scotland), UK (England and Wales), and UK (Northern Ireland).

Data Source Snapshots

Norway: the 'Survey of the digital competence in the Norwegian adult population' was a cross-sectional survey of adults in the general population, with the aims of gathering data about digital competence in Norway; and investigating to what extent a digital divide exists in that country.

UK: the British Cohort Study (BCS70) is a large survey tracking the lives of a cohort of individuals born in England, Wales and Scotland in a single week in 1970. The survey includes measures of computer/internet access and the use of both at home and at work, thus allowing the collection of data showing the relationships between computer access/use on one hand and a wide variety of measures on the other, including literacy and numeracy skills, prior education and training, socio-economic conditions and the labour market activity.

Messages

4.3.38 ICT is growing in importance as an adult competence, in personal and social life, and in the workplace.

4.3.39 Limited access to and use of ICT has a negative impact on maintaining and developing literacy skills.

Recommendation

4.3.40 We recommend the use of data from PIAAC to monitor technology skills in daily life, computer literacy and higher-order ICT skills. We also recommend further utilising the Eurostat/NS1 ICT household survey for this purpose.

4.3.41 It should be a priority amongst Member States that administrative data sources include items on ICT use, access and skill levels.

B3. Learning-to-learn skills

Context

4.3.42 Learning to learn skills refer to the development of individual capabilities and the personal capacity to learn. Using innovative pedagogy to shift from knowledge acquisition to competence development; shifting from teaching to learning thus involves learning to learn.

4.3.43 The Council conclusions of May 2005 and May 2007 invited the EC to develop an indicator in the field of learning-to-learn, although no comparable data existed on which to base this indicator. CRELL, the research centre on lifelong learning at the Joint Research Centre, developed an indicator for measuring learning-to-learn skills based on based on three dimensions of learning to learn: cognition, metacognition and affective aspects of learning to learn.[25]

European Data Sources

4.3.44 The CRELL instrument was pre-piloted in 2008 in 8 countries (Italy, Slovenia, Spain, Austria, France, Finland, Portugal and Cyprus) with 14 year old students. Overall the pre-pilot indicated that further significant theoretical and conceptual research on understanding the definition of learning to learn and how this concept can be made operational is needed.

National Data Sources

4.3.45 The NRDC survey did not contain any questions about data relating to learning-to-learn. Countries participating in the Adult Literacy and Life Skills survey would have gathered data tracking skill acquisition and skill loss over time.

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[25] For more on this process see http://active-citizenship.jrc.it/Documents/learning%20to%20learn/learning%20to%20learn%20what%20is%20it%20and%20can%20it%20be%20measured_ver5.pdf

Messages

4.3.46 Collecting data on learning to learn entails collecting data on self-instruction, and that involves self-reporting via surveys. This has implications for the validity and consistency of the data gathered.

Recommendation

4.3.47 Too little is known about identifying and collecting data on learning to learn for this to represent a feasible priority at this stage.

B4. Skills for active citizenship

Context

4.3.48 Active citizenship can be defined as 'participation in civil society, community, and/or political life, characterised by mutual respect and non-violence and in accordance with human rights and democracy.'[26]

European Data Sources

4.3.49 For children of school age, the International Civic and Citizenship Education Study (ICCS) will aim to investigate the ways in which young people are prepared to undertake their roles as citizens in a range of countries.[27]

4.3.50 Research carried out by the Centre for Research on Lifelong Learning (CRELL) led to the development of a framework for measuring active citizenship which will be used to build a composite indicator for the concept.[28] The Active Citizenship Composite

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[26] http://active-citizenship.jrc.it/
[27] http://iccs.acer.edu.au/index.php?page=about-iccs
[28] http://crell.jrc.ec.europa.eu/ActiveCitizenship/AC-Final%20Report-December%202006/measuring%20AC.pdf

Indicator (ACCI) covers 19 European countries and is based on a list of 63 basic indicators for which the data has been principally drawn from the European Social Survey of 2002.

4.3.51 The Adult Education Survey records the participation of respondents within the reference period in a range of activities associated with active citizenship:

    a) Activities of political parties or trade unions

    b) Activities of professional associations

    c) Activities of recreational groups or organisations

    d) Activities of charitable organisations

    e) Informal voluntary activities

    f) Activities of religious organisations

National data

4.3.52 Although the data sources survey asked respondents about any data gathered on the relationship between education and social participation/cohesion, and data gathered via surveys on social engagement, no specific questions on the components of active citizenship were asked.

Data Source Snapshot

In <u>Sweden</u>, study associations focus on social issues and improving democracy.[29] An example of such a direct approach can be found in Sweden, where participation in study associations is monitored through the 'Study Associations' data source, which consists of annually-collected administrative data provided by study association organisations on type of courses and activities, and number of participants. The source provides data on adult learners and for funding purposes.

Messages

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[29] Nordic network for adult learning. *Adult education in Sweden: a brief history*.

4.3.53 Adult learning can play a key role in the promotion of active citizenship, both indirectly and directly. Research carried out in the United Kingdom by the Centre for Research on the Wider Benefits of Learning at the Institute of Education has found that participation in many different types of formal and non-formal adult learning correlates with increased civic participation, even when courses do not have this as an aim or as part of their content.

4.3.54 Active citizenship can also be encouraged correctly through programmes specifically designed to increase awareness of and engagement in civic issues.

Recommendation

4.3.55 In the context of adult learning few data on active citizenship are collected (data collected via the AES are collected only every five years), and resource implications prohibit increased data collection as a priority at this stage.

B5. Learner Persistence

Context

4.3.56 As with the EU's approach to lifelong learning, the central premise of learner persistence is that adult learning should be learner-centred. At its broadest sense (and thus the definition given in the Level 1 glossary compiled for this project) learner persistence is 'continuing in learning activities in spite of difficulties'. Recognising what can be complicated, irregular patterns of learning in busy adult lives, learner persistence views staying on in learning activities from the learner and not the provider perspective, a perspective which distinguishes it from the more familiar concept of learner retention. Persistence is a constructive concept because it focuses on the positive commitment many adults make to continue in learning despite multiple obstacles.

4.3.57 In the United States, persistence formed the focus of a major study of adult education by the National Center for the Study of Adult Learning and Literacy, with learner persistence defined as 'adults staying in programs for as long as they can, engaging in

self-directed study when they must drop out of their programs, and returning to programs as soon as the demands of their lives allow.'[30] In the UK, two separate research projects have followed on from NCSALL's work. In England, NRDC in partnership with the National Institute for Adult and Community Learning (NIACE) and Tribal Education Ltd. conducted a two-year project for the Quality Improvement Agency which aimed to increase the evidence base and to develop tools and techniques to support learners, practitioners and managers as they try to overcome the barriers to completion of a specific learning programme and continued learning.[31] In Scotland, a mirror project commissioned by Learning Connections focused on the persistence, progress and achievement of literacies learners at risk of non-completion of their learning targets.[32] For this Scottish project, learner persistence was defined as:

continuing to learn throughout life, often struggling against obstacles, in order to achieve life and learning goals, with or without breaks in between learning episodes. This may equate with completing a course, however non-completion on its own cannot be taken to indicate a lack of persistence in learning and the majority of practitioners recognised its longer term, temporal dimension. So dipping in and out of courses did not necessarily equate with a failure to persist. Equally, engaging in private study, going to the library, reading around interests and hobbies in between or instead of engaging in structured provision was considered to be persisting in learning.[33]

European Data Sources

4.3.58 Given that the definition of learner persistence encompasses all stages of a learning journey, including possible periods of disengagement from formal learning, a wide range of data fields could provide data on adult learning. Unsurprisingly, no European-level data source provides data specifically on learner persistence.

4.3.59 It is also clear that creating new data collection systems that track individual learners across different programmes and over time (which would be required in order to provide comprehensive data on multiple aspects of learner persistent) will present

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[30] See for example, http://www.ncsall.net/?id=332
[31] For further details see http://www.excellencegateway.org.uk/page.aspx?o=164885
[32] Research reports for this project are available at:
http://www.adultliteraciesonline.com/alo/viewresource.htm?id=1199
[33] Ibid.

problems, not least because some Member States prohibit the use of numbers to identify the activities of individuals.

National Data Sources

4.3.60 Our survey of national data sources did ask about administrative data on learner persistence (a definition was provided) from the perspective of learner time allocation for participation in learning, but only two sources were reported as gathering this type of information, as one would expect given the lack of familiarity with the concept of persistence.

Messages

4.3.61 As discussions in Lyon revealed, the concept of learner persistence does not currently have currency in most Member States.

4.3.62 A key finding of this research project is that improving monitoring in the adult learning sector means integrating a specific focus on adult patterns of participation and learning into data collection measures. The concept of 'learner persistence' is one that is specific to adult learning which forms a lens through which to view participation, completion and achievement issues for adults and which is particularly valuable in understanding the learning pathways of those who are returning to education after a sizeable break and/or those who have had negative experiences in compulsory education.

Recommendations

4.3.63 Steps should be taken to ensure that the concept of learner persistence is more widely shared and discussed at national and European level.

4.3.64 It is a priority to support initiatives that develop learner persistence, giving priority to flexibility of provision; for example, individual learning plans, distance learning and on-line learning.

4.3.65 The Commission should give consideration to developing a composite indicator of adult learner persistence, as a variable for measuring and monitoring the sector.

4.3.66 It is not presently feasible to undertake large scale data collection on learner persistence. However, following the development of a composite indicator, it should be a priority to promote data collection at both national and EU level.

4.4. Dimension C: Access to and participation in adult learning

Main Findings

Dimension C: Access to and participation in adult learning – Key Terms

access to education; access to learning; attitudes to learning; barriers to learning; digital divide; disadvantaged; dyslexia; early school leaver; education or training path; enrolment; flexible learning; hard to engage; learning difficulties/disabilities; the Matthew effect; motivation to learn; obstacles to learning; one step up; participation rate; persistence; priority groups; roll on, roll off; widening participation; young people not in employment, education or training.

Table 4.7 Summary of data on Dimension C: Access to and participation in adult learning

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
C1. Barriers to participation	(1) Reasons for non-participation **(AES)** (2) Reasons for enterprises not providing training **(CVTS)**				**FI** 'Adult Education Survey' **NO** 'Vox barometer for the population' **BEnl** 'Survey of socio-cultural changes in the Flemish region and in Brussels'		Barriers to participation
C2a. Participation in formal adult learning	Existing data comparable **(LFS; AES)**	Ad hoc modules to LFS capture data for longer reference period			All countries report collecting some data	Participation of adults in lifelong learning	Participation in formal adult learning Participation of adult learners broken down by gender
C2b. Participation in non-formal adult learning	Existing data comparable **(LFS; AES)**	Ad hoc modules to LFS capture data for longer reference period			All countries report collecting some data	Participation of adults in lifelong learning	Participation in non-formal learning

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
C2c. Participation in informal adult learning	Existing data comparable **(AES)**				**CZ** 'Graduates first job survey' **EE** 'Lifelong learning 2007' **FI** 'Adult Education Survey' **DE** 'Reporting system on adult education' **IE** (1) 'Quarterly National household survey, lifelong learning 2003 (2) 'Employee skills, training and job vacancies survey 2006' **NL** 'posted initial Education monitor' **NO** (1) 'Learning conditions monitor' (2) 'Vox barometer for the population' **SE** 'Staff training survey' **UK** 'NIACE adult participation in learning survey' **UKen & UKwa** 'National adult learning survey' **UKsc** 'National adult learning survey'	Participation of adults in lifelong learning	

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
C3a. Access and participation of migrants				**NO** 'National introduction register; Alike and different: a survey of basic skills among adult immigrants in Oslo' **SE** 'Swedish for immigrants database'			Participation in adult learning broken down by migrant status
C3b. Access and participation of low-skilled adults				n/a	**UK** 'NIACE adult learning participation survey 2006'		Participation in adult learning broken down by level of skills
C3c. Access and participation of older adults	Participation of older adults up to retirement age **(LFS)**	Interrogate existing data for older age bands; raise age of eligibility	Data from LFS and AES currently linked to economic activity	n/a	**UK** 'NIACE adult learning participation survey 2006'		Participation in adult learning broken down by age
C3d. Access and participation of early school leavers	Existing data on proportion of early school leavers **(LFS)**			n/a	n/a	Benchmark on proportion of early school leavers	Participation in adult learning broken by early school leaver status

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
C4. Intensity and duration of participation	Existing, comparable data on intensity and duration (**AES**)	Add variables on intensity and duration to LFS			**AT** (1) 'Labour market database' (2) 'School statistics' **BEnl** 'Policy information system' **FI** 'Adult education survey' **FR** (1) 'Report on education/training and employment' (2) 'Survey of enterprise finance of continuing education' (3) 'Survey of continuing education 2006' (4) 'Survey of education/training and professional qualifications 2003' **DE** 'Reporting system on adult education' **IE** (1) 'Further education statistics' (2) 'Quarterly National household survey' (3) 'Continuing vocational training survey' (4) 'Employee skills, training and job survey' **IT** 'Participation of adults and formative activities'		Instruction hours

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					LU 'Management system of adult education courses' **NL** 'OSA labour supply panel' **NO** (1) 'Municipality-State reporting' (2) 'National introduction register' (3) 'Statbank for adult learning' (4) 'Basic competence in working life database' (5) 'Upper secondary information system' **PL** 'Graduates first job survey' **ES** 'Technical inspection services of education in the 17 autonomous communities' **SE** (1) 'Swedish for immigrants' (2) 'Register of students in education supervised by the National Agency for Education' (3) 'Staff training survey' (4) 'University and University colleges database'		

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					UK 'British household panel survey' (2) 'NIACE adult participation in learning survey' **UKen** (1) Individualised learner record (2) NRDC learner progress study (3) 'Evaluation of the impact of Skills for Life' (4) 'National adult learning survey' **UKni** 'Northern Ireland College information system' **UKsc** 'Staff and students performance indicators for further education' **UKwa** 'Lifelong learning Wales record'		

4.4.1   The aim of the Lifelong Learning strategy is to enable learning by anyone, anywhere, at any time. The adult learning sector is characterised by diversity, and blurred distinctions between settings, provider types and teaching and learning infrastructures, particularly outside of formal learning providers and employment training:

Adult learning in Europe, especially that which is not directly linked to the labour market and that which takes place in non-formal or informal settings which are subject to little or no regulation, is characterised by heterogeneity, working in different values, objectives and approaches (EC 2007, p. 11).

C1. Barriers to participation

Context

4.4.2   Removing the barriers to participation is one of five key messages on adult learning that the 2007 Action Plan on Adult Learning seeks to implement. Obstacles to participation in lifelong learning, as well as solutions and good practices, were identified by PLA Bratislava as basic parameters for monitoring adult learning.

4.4.3   Barriers to learning are situational (day to day life), institutional (rules and procedures), dispositional (attitudes to learning) and/or financial factors which impede, dissuade from or prevent engagement in learning programmes or activities.

European Data Sources

4.4.4   The AES gathers information on rates and reasons for non-participation and under participation in adult learning. Regarding the former, the survey asks respondents if, in the last 12 months, they wanted to participate in adult education. Regarding the latter, the survey asks if respondents who participated in education and training whether they wanted to participate in more adult education than they were currently involved in.

4.4.5   Respondents who experienced difficulties in participating in (more) education and training can select from a list of possible reasons for these difficulties, including

financial barriers; situational barriers (scheduling, location, caring responsibilities); and dispositional barriers (attitude to returning to learning).

4.4.6   The AES provides data on reasons for non-participation in 29 countries: 25 of 27 Member States (only excluding Ireland and Luxembourg), plus Norway, Switzerland, Croatia and Turkey.

4.4.7   Thinking in terms of efficient use of limited resources, countries which participate in the AES are likely to gather sufficient data about non-participation through this European instrument; it would be redundant to also collect such data with national tools. Data collection efforts would be better concentrated on other key fields. However, if countries wished to gather more comprehensive data about particular subgroups of learners or potential learners, it may be necessary to collect such data at national level.

4.4.8   IALS gathered data on formal training or education that respondents wanted to engage in for career purposes but were unable to take. It also gathered information on 'hobby, recreational or interest courses' that respondents wanted to take but did not.

4.4.9   A key obstacle to participation in adult learning is lack of interest: surveys (such as the Eurobarometer) have found that many adults who are not currently participating in learning express no interest in doing so in the future. A significant minority of citizens surveyed in the Eurobarometer were demotivated to learn, and results confirmed that those with higher educational and occupational levels are more likely to participate in education and training (the 'Matthew effect'). The retired and those at home full-time participate less frequently than other groups. Time-related obstacles to learning (family commitments, job-related commitments, having to give up free/leisure time) were cited by around one in five respondents: the incentives to learning most commonly mentioned included flexible working hours, individualised programmes of study and personal choice of methods of study.

4.4.10 The AES gathers data on respondents' interest in engaging in adult learning by asking if, in the last 12 months, they wanted to participate. The AES follows this up by

gathering data on the reasons individuals have for not wanting to participate in formal or non-formal education, and asks them to select the most important reason.

4.4.11 IALS gathered data on respondents' reasons for not engaging in formal education or training for career purposes, and reasons for not taking other types of education or training.

4.4.12 Results from the Eurobarometer questionnaire show that although people think that they learn best in informal settings, learning was still thought of as taking place in a formal context, suggesting that a barrier to take-up of adult learning is lack of recognition of new forms of learning such as open and distance learning, secondment and exchange abroad.

4.4.13 CVTS2 asked those enterprises who had not provided CVT for their employees during the survey reference period for the three most important reasons for not doing so. CVTS3 expanded this question, by asking for the three most important reasons for not providing CVT or other forms of training in the reference period.

National data

4.4.14 According to survey respondents, few data are collected at national level on barriers to learning, either from a systematic, programmatic or learner perspective. No administrative sources providing data on such barriers were identified on the NRDC survey. Only three surveys (in three countries) were reported to provide information on barriers to learning. In each case, this was part of a national survey of individual adults which collected data on participation (or non-participation) in adult learning.

4.4.15 For example, the NIACE Adult Participation in Learning Survey in the UK found that a large majority of individuals who defined themselves as current or recent learners planned to engage in more learning in the future. However, the survey also found that among individuals who said they were not currently or recently engaged in learning, even large majorities said that it was 'totally unlikely' that they would engage in learning in the future.

Messages

4.4.16 The primary European sources of data on non-participation are the AES and the IALS.

4.4.17 Insufficient data on non-participation are collected at national level.

Recommendation

4.4.18 It should be a high priority, at both European and national levels, to gather data on rates of and reasons for non-participation; these data are required to improve understanding of the barriers to participation, and the interventions most likely to be effective in removing them.

4.4.19 Given the importance and prevalence of barriers to participations, it should be a priority for Member States to collect data on reluctant or non-learners. Since these cohorts, by definition, are hard to reach, priority should be given to local administrative and in-depth qualitative data sources.

C2. Adult participation in lifelong learning

Context

4.4.20 Data on participation in adult learning is the key data priority in monitoring the adult learning sector. Participation rates in formal and non-formal learning were identified by PLA Bratislava as representing basic parameters for monitoring adult learning.

4.4.21 This is reflected in the fact that a benchmark on participation exists. The European Commission set a benchmark goal of 12.5% participation in adult learning by 2010; although this goal appears not to have been reached, in May 2009 the Council agreed to update this benchmark goal to 15% for the period up to 2020.

4.4.22 Data for this benchmark are derived from the European Labour Force Survey (LFS) and participation in adult learning in the four week reference period. The participation rate refers to the number of adults aged 25-64 who participate in formal and non-formal adult learning, expressed as a percentage of those who are eligible to do so.

4.4.23 There are two issues connected with this benchmark: the fact that it is not being met in many Member States, and the fact that the data on which it is based underestimates adult participation

4.4.24 The Eurostat Classification of Learning Activities (Eurostat, 2005) is one of the tools used for key statistical measurement of lifelong learning; it was originally designed to serve the scope of the European Union Adult Education Survey. The classification is intended to cover all types of learning opportunities and education and learning pathways and is designed to serve as an instrument for compiling and presenting comparable statistics and indicators on learning activities both within and across countries. It was constructed to be applied to statistical surveys that collect quantitative information on different aspects of individuals' participation in learning. It covers all intentional and organised learning activities for all age groups. The definition of lifelong learning remains consistent with the ISCED where learning is understood to be "any improvement in behaviour, information, knowledge, understanding, attitude, value or skills". While ISCED describes learning by the intended outcome, in the Classification the focus is on the activities of learning.

4.4.25 From the perspective of monitoring the sector Member States need to know who is most likely and who is least likely to participate in adult learning, so that inequalities can be tackled and resources targeted to key priority areas.

European Data Sources

4.4.26 Although not primarily targeted at education and training, the LFS plays a central role in the monitoring of the adult learning sector, providing the data for the core indicator on the participation of adults in lifelong learning. The national statistical offices of all

countries in this study except Liechtenstein return data on participation in adult education and training via the LFS.

4.4.27 The usefulness of the LFS in terms of the monitoring of adult learning is limited by the short survey reference period (four weeks prior to the survey). The 2003 LFS ad hoc module on lifelong learning was able to expand on the quarterly LFS by gathering data on participation over a 12 month period. Because of the longer reference period, participation rates calculated via this micro-census are higher than those gathered via the LFS for the lifelong learning structural indicator.

4.4.28 Data from the LFS covers participation in formal and non-formal learning. Non-formal education is designated as 'participation in courses, seminars, conferences, etc. outside the regular education system'. The LFS collects data on the field of the most recent non-formal learning activity; however, this question is optional for countries. The LFS ad hoc module on lifelong learning gathered data on the field of respondents' three most recent non-formally taught activities during the previous 12 months.

4.4.29 Although the quarterly LFS does not examine informal learning, the LFS ad hoc module on lifelong learning gathered data on 'non-taught learning including self learning with the purpose to improve your skills' by asking four questions about methods of learning. Respondents were asked whether they had used each of the following:

- self-study by making use of printed materials
- computer-based learning or training, or internet-based education
- use of educational broadcasting or off-line computer-based information
- visiting facilities aimed at transmitting educational content, e.g. libraries.

4.4.30 The AES also provides data on participation in adult learning over a 12 month reference period. The AES likewise gathers information on participation in formal learning in the 12 month reference period. The AES also gathers information on participation in non-formal learning, asking a yes/no question about 'participation in private lesson/courses, open/distance learning courses, seminars and workshops, or guided on-the-job training'. Respondents who answer 'yes' are asked to name the

type of non-formal activity participated in. The AES also gathers data on the field of non-formal learning activity.

4.4.31 The AES also gathers information about participation in informal learning, asking if respondents had deliberately tried to teach themselves anything at work or during free time. Respondents are asked to list the three most important subjects. They are also asked about the frequency of their participation in a listed range of cultural and social activities.

4.4.32 Both the LFS and the AES are household surveys, and therefore identify a rate of non-participation in adult learning.

4.4.33 CVTS is restricted to company-provided continuing training (enterprises of at least 10 employees), and to employed people. It excludes the public sector and some industries because of difficulties with data collection, and only collects data on formal learning.

4.4.34 The UOE data collection on education systems gathers information on the number of learners in adult education programmes.

4.4.35 Some European-level sources also provide data on who participates in learning. With the exception of gender, data on participants in CVTS2 do not indicate individual characteristics of participants. CVTS3 provides data on gender, and the proportion of course participants in each of three age bands (under 25; 25-54; and over 55). CVTS2 collected data on the proportion of employees on CVT courses, broken down by occupational group, and the proportion of employees in other forms of training, also broken down by occupational group.

4.4.36 Both the quarterly LFS and the LFS ad hoc module on lifelong learning collect data on respondents' gender, age, marital status, nationality, country of birth, and years of residence in current country. The LFS and the LFS ad hoc module on lifelong learning gather data on labour status (during the reference week) and occupation. The LFS and the LFS ad hoc module on lifelong learning collect data on the highest level of education or training successfully completed and the field and year in which that level was attained.

4.4.37 The AES collects data on gender; age; nationality; country of birth; years of residence in current country; mother tongue; place of residence; and parental education. The AES collects data on current labour status, occupation(s), employment characteristics, labour situation one year prior to survey, and income. The AES gathers data on: highest level of education and training successfully completed; the field and year in which that level was completed; and whether individuals attempted but did not complete education and training at a higher level.

4.4.38 The UOE data collection provides information on learners' sex, age, residence status, country of permanent residence, and citizenship status. The UOE data collection provides information on learners' country of prior education and the highest level of education previously achieved.

National Data Sources

4.4.39 As expected, the NRDC survey confirmed that most data on adult learning is gathered in the area of participation. (Respondents were asked to exclude European-level data sources such as the Labour Force Survey from their submissions.) Twenty-five countries/regions[34] submitted details of a total of 96 administrative or survey/census sources with data on participation in adult learning, with 12 of the 28 reporting on both administrative and survey/census sources. Although this is a large number, these sources were not distributed evenly across Member States and only three countries accounted for just under a third of the reported sources, Norway (16), Austria (8) and Germany (8). In total, two thirds (64 out of 96) of the sources with data on adult participation came from ten countries (see table 4.8).

Table 4.8 Data sources on participation in adult learning

Country	Number of admin sources	Number of survey/census sources	Total number of sources on participation
AT	7	1	8
BEnl	4	1	5
BEfr	3	0	3

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[34] The four regions of the UK – England, Wales, Scotland and Northern Ireland – are here counted separately, even though some data sources are shared across these regions, as Table 4.4 illustrates.

Country	Number of admin sources	Number of survey/census sources	Total number of sources on participation
CY	1	0	1
CZ	3	0	3
DK	1	0	1
EE	0	1	1
FI	2	2	4
FR	2	2	4
FY	0	2	2
DE	1	7	8
EL	1	0	1
IE	2	3	5
IT	0	1	1
LI	1	0	1
LU	1	0	1
MT	0	1	1
NL	1	2	3
NO	9	7	16
PT	1	0	1
SI	2	0	2
SK	0	1	1
ES	2	1	3
SE	4	3	7
UK all	0	1	1
UKen, UKsc & UKwa	0	2	2
UKen&wa	0	2	2
UKen	1	1	2
UKwa	1	0	1
UKsc	2	1	3
UKni	2	0	2
Total	**54**	**42**	**96**

4.4.40 High levels of collection in some countries thus mask low levels in others: 10 countries reported having only one administrative or survey source providing data on learner participation. This could of course be related to the amount of data collected at the European level.

4.4.41 All countries reported collecting additional data on participation in both formal and non-formal learning. However, if countries wished to gather more comprehensive data about particular subgroups of learners or potential learners, it might be necessary to collect such data at national level.

Data Source Snapshot

Austria: the Continuous Training in Small to Medium Sized Enterprises (SMEs) survey collected data in 2008 from 221 SMEs, who were disproportionate in terms of sector and size. The survey provided data on continuous training activities in SMEs, including data about the types of training activities employers were supporting, and data about the reasons for common barriers to and effects of SME participation in these training activities.

Messages

4.4.42 Participation data are collected by European data sources, and all countries collect data on participation rates in formal and non-formal learning. Data are less common on informal learning; this involves learners self-reporting their activities, and the development of data templates and instruments for measurement is at an early stage.

4.4.43 Most data on participation in adult learning is gathered on adults of working age who have completed initial education and training (the constituency most important to the labour market).

4.4.44 There is disagreement about whether steps should be taken to gather more and/or better data on informal learning. Studies conducted by the European Centre for the Development of Vocational Training (Cedefop) have suggested that some 70% of learning happens informally. As PLA Bratislava recognised, there are strong doubts about whether informal learning could be defined and operationalised in a way that would provide useful and comparable data. Despite the view of several delegates at this project's seminar in Lyon, that it was nevertheless important to gather data in this area, the difficulties are unresolved, and to resolve these in the short term would require an investment on a scale we would consider prohibitive.

4.4.45 Data collection does not adequately allow for analysis to differentiate between different kinds of participation. Current measures have shortcomings; for example the reference period is too short, or the data are collected too infrequently (e.g. once every five years).

Recommendations

4.4.46 In respect of core data collection we recommend that the Commission focus on formal and non-formal learning.

4.4.47 We do not recommend that informal learning should be included in the process of EC core data collection.

4.4.48 It is a priority to gather data on participation that reflects more accurately the scope of participation and adult patterns of participation on a biennial basis.

4.4.49 There is scope to consolidate and build on core data on participation, exploring the option of: (i) linking data from the LFS, the LFS ad hoc module and the AES; (ii) adding a booster sample to an existing survey to increase data on priority cohorts. There is also the option of an additional linking exercise extending to UOE data and the CVTS.

4.4.50 Patterns of participation in adult learning should be represented by primary core data for each member state. This is or should be the first data collection priority for Member States which currently rely on a single administrative or survey data source.

4.4.51 In general, we recommend that richer data are collected and data are used in richer ways. The starting point is that measures should be taken to ensure that differentiated data are gathered on adult learning participants. At a minimum, data should be gathered on the age and gender of adult learners (and non-learners), and also on ethnicity

4.4.52 More demographically-intensive data would allow for the identification of subgroups, and for productive cross-analysis of engagement, participation, progress, achievement and benefits of education to these days.

C3. Access and participation for priority groups

Context

4.4.53 By distribution of participation we look more closely at who is participating in adult learning and why, and who is not participating in adult learning and why. From the perspective of monitoring the sector, Member States need to know who is most likely and, more importantly, who is least likely to participate in adult learning, so that inequalities can be tackled and resources targeted to key priority areas.

4.4.54 Removing the barriers to participation is one of five key messages on adult learning that the 2007 Action Plan on Adult Learning seeks to implement. In order to ensure equality of opportunity, this means bring education to the groups or individuals that are harder to reach, and ensuring that they have the means to stay in education.

4.4.55 Five key groups in adult learning were identified in the Action Plan on Adult Learning: low-skilled workers; those entering adulthood without qualifications; marginalised groups; migrants; older workers. This section of the report discusses four of these groups in greater detail: migrants; low-skilled workers; older workers (and older adults in general); and those entering adulthood without qualifications (early school leavers). As marginalised groups present additional difficulties in the way of definitions and data collection, and represent a formidable obstacle in the way of any core data collection exercise, this group is outside the scope of this study.

C3a. Migrants

Context

4.4.56 For migrant populations, learning the primary language of one's new country is the most obvious motivation to participate in adult learning. The potential centrality of lifelong learning in Member States' immigration policies, coupled with immigrants' two primary initial education needs – learning the host language and civic education – suggest that monitoring participation in courses on language and civic education may contribute not only to the goals of lifelong learning but also to broader policy aims.

4.4.57 In many European countries there are likely to be five different groups of migrants who have a need to learn the host language: economic migrants (those who have migrated from one country to another for the purposes of seeking employment or improved financial position); recent migrants and their families; second-generation migrants who have been settled in the country for some time, but have not learned the language (mainly women); refugees; and asylum seekers.[35] (These categories are not mutually exclusive.)

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[35] McNair, Stephen (2009) *Migration, communities and lifelong learning: IFLL thematic paper 3.* Leicester: NIACE.

4.4.58 Research carried out in the United Kingdom on adult learners of English as a Second or Other Language (ESOL) found that the longer learners had been in the country without having engaged in language courses, the slower their progress once they did begin participating in such courses.[36] As other research[37] has indicated, when migrants do not have early access to affordable adult learning, they learn to get by in their host country without integrating. This reduces the likelihood of ever learning the host language or integrating.

4.4.59 In the United Kingdom, research has found that immigrants with fluent English are 20% more likely to be employed than those without fluent English, and that among employed immigrants, those with fluent English earn an average of 20% more than those without fluent English.[38]

4.4.60 Adult learning has bi-directional benefits with regard to migration and social cohesion. First, by providing migrants with access to the language and civic education that will speed their integration and sense of belonging; but also by providing non-migrants with a neutral space where they meet and engage with and learn alongside migrant learners, thereby building trust and relationships. It has been observed that in most welfare states, lifelong learning is unique among public services in that it works with people as groups rather than on an individual basis.[39] Most public services provide support to people as individuals or families and do not directly or indirectly encourage contact with others or the building of relationships and increased social capital. In contrast, lifelong learning actively brings people of different backgrounds together in groups, thereby increasing the likelihood of interaction, integration, bridging capital and social cohesion.

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[36] Baynham et al (2007) effective teaching and learning: ESOL. London: NIACE.
[37] McNair, Stephen (2009) Migration, communities and lifelong learning: IFLL thematic paper 3. Leicester: NIACE.
[38] Bloch, A. (2002) Refugees' opportunities and barriers in employment and training. Department of Work and Pensions Research Report 179. London: Department for Work and Pensions. In
[39] McNair, Stephen (2009) Migration, communities and lifelong learning: IFLL thematic paper 3. Leicester: NIACE.

4.4.61 National Statistical Offices collect comparable data on migration figures and socio-demographic characteristics of migrants.

4.4.62 CVTS3 asks employers to provide data on the provision of specific courses for migrants and ethnic minorities. CVTS2 gathers data on the provision and take up of specific courses for a number of priority groups including ethnic minorities.

4.4.63 There is no other comparable EU data on the provision or the uptake of learning opportunities for immigrants.

National data

4.4.64 Within the scope of our broad survey of European data sources on adult learning we were unable to request extensive information on either the provision or the uptake of learning opportunities for immigrants in each Member State. Discussions at the developmental stage identified 'migrant status' (that is, being a refugee or an immigrant) as a term on which there would be little agreement, but to add all the variables necessary to capture the kind of information that could be collected (for example, nationality; years of residence in this country; country of birth; country of parents' birth) to indicate migrant status was felt to be overly onerous on respondents, especially when these items often meet with high non-response.

4.4.65 Information was gathered on whether data sources collected information on native language (mother tongue). Just fewer than half (8/18) of the countries that collected administrative data on the socio-demographic characteristics of learners collected data on native language via these sources. Around the same proportion (8/19) countries who provided information on census/survey sources reported that data on native language was collected via these sources. Overall twelve countries reported gathering data on the native language of learners, via twelve administrative data sources, seven cross-sectional surveys, five longitudinal surveys and one census (see Table 4.9 below).

Table 4.9 Data collected on learners' native language, by country

Country	Administrative source	Cross-sectional survey	Longitudinal survey	Census	Total
AT	1				1
BEfr			1		1
BEnl	1				1
FI		2			2
FR			1		1
EL	1	1	1		3
NL	1				1
NO	4	1		1	6
PT	1				1
SE	2				2
UKen&wa	1	2	2		5
UKsc		1			1
Total	**12**	**7**	**5**	**1**	**25**

4.4.66 However, our survey of national data sources did gather information about national practice in collecting data about learners who are immigrants and which suggest that a particularly productive means to collect valuable and valid data about migrants and their participation in adult learning might come via through specific programmes, for example, language and civics courses aimed exclusively at immigrants.

4.4.67 Two countries, Norway and Sweden, reported having data sources specifically linked to programmes aimed at improving the language skills and civic knowledge of migrants. These data sources are integral parts of these countries' comprehensive migrant integration policies.

4.4.68 In the absence of similarly comprehensive strategies, it is difficult to see how Member States could collect accurate data about migrants' participation in language and civic education courses. For example, England provides free English language courses to some migrants but not to others, and migrants in employment are unlikely to receive free tuition. While it would be possible to analyse data about the number of participants in language courses, on the assumption that only migrants participate in such courses, it would be difficult to then estimate what percentage of migrants with language needs are having those needs met. It would be even more challenging to collect data about migrant participation in other subjects, short of collecting data

about migrant/nationality status from all adult learners, an unreasonable and unwieldy proposition.

Data Source Snapshot

<u>Norway:</u> Lifelong learning and the monitoring of the sector are strongly integrated into Norway's overall approach to the integration of migrants and general social cohesion.

Under the Norwegian Introduction Act, non-EU/EEA migrants who have been granted a residence permit after 1 September 2005 and who intend to apply for a settlement permit or Norwegian citizenship are obliged to attend 250 lessons of Norwegian language and 50 lessons of social studies, unless they are able to document prior good knowledge of Norwegian. Since 2005, annual data have been collected on these learners on the National Introduction Register via public sector adult learning institutions. These data are used both to monitor the participation of migrants in adult learning and to provide data to support adult learning policies with regard to migrants.

While developing language skills are the first priority for many immigrants, it is also important to be aware of the broader skill set possessed by immigrants, so that countries can better monitor their own ability to utilise and develop these skills. Norway's "Alike and different: a survey of basic skills among adult immigrants in Oslo" was a cross-sectional survey undertaken in 2006 in order to gather data from adult immigrants residing in Oslo on their own perceptions of their skills.

<u>Sweden:</u> Evidence from our survey suggests that countries which have the most comprehensive migrant integration policies are the most likely to have data sources devoted specifically to migrant participation and achievement in adult learning, particularly with regard to tuition in the country's primary language.

Sweden has a long-running 'Swedish for immigrants' language programme which has its own database gathering relatively extensive data about participants, the nature of their participation (e.g. courses taken and levels of those courses; duration and intensity of participation), progression and achievement.

Ireland: Further Education statistical returns are reported to the Department of Education and Science by public and voluntary sector adult learning institutions. Like many administrative returns made by adult learning institutions, this data source contains information on a range of areas, including learners, instructors and curricula. In monitoring learner participation, it collects data on groups deemed by the Irish government to be high priorities for participation.

C3b. Low-skilled workers

Context

4.4.69 More and different jobs require a higher level of qualifications. As a lower proportion of jobs require no qualifications, it is necessary for the adult workforce to upgrade their skills. A key objective of the Action Plan on Adult Learning is therefore to increase the participation of the low-skilled in education and training: as the PLA Bratislava summary report shows, the participation of low-skilled adults in lifelong learning is far below the EU benchmark figure.

4.4.70 The One Step Up approach is designed to enable adults to achieve at least a one level higher qualification through their lives, in particular those with low or no qualifications and includes measures to support adults with low/no qualifications to engage in and persist with learning.

4.4.71 As outlined at the PLA held in London in April 2009 to discuss One Step Up, in the UK, for example, there is a five-pronged strategy upskilling low-skilled adults: setting targets for qualifications levels in basic skills, partly aimed at targeting provision at those with low skills; funding those learners who are below a certain level and partly subsidising other unskilled learners; high-profile advertising and information campaigns to publicise provision to hard-to-reach groups; funding advice and guidance; developing specific policies aimed at individuals or cohorts with low or no skills. This raises the issue of what the statutory rights or entitlement people have to be educated to a certain level (for example, primary and secondary level) and what state assistance and funding can be made available.

4.4.72 CVTS3 asks employers to provide data on the provision of specific courses for people without qualifications or with low level skills, persons at risk of losing job or redundancy. CVTS2 gathers data on the provision and take up of specific courses for persons at risk of losing job, persons without formal qualifications, and part-time workers.

4.4.73 The AES can be used to calculate the participation rate in adult learning by educational level and occupational status. Data gathered during the 2005-07 survey demonstrated that non-participation in adult learning was highest among those with low-skilled blue collar and elementary occupations.

National data

4.4.74 The NRDC survey did not contain any questions about data relating to low-skilled workers.

C3c. Older adults

Context

4.4.75 In 'Lifelong Learning: a Tool for All Ages', the Age Statement for the 2007 European Year of Equal Opportunities for All, the European Older People's Platform called on the Commission[40] to improve the quality and comparability of data on lifelong learning and older people.

4.4.76 Lifelong learning provides a wide range of public and private benefits for adults of all ages. However, throughout Europe adults aged 50 and over tend to be less likely to participate in learning, thereby hampering efforts to achieve adult learning

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[40] AGE: the European Older People's Platform (2007) 'Lifelong Learning: a Tool for All Ages', the Age Statement for the 2007 European Year of Equal Opportunities for All. Brussels: AGE.

participation goals.[41] As older people continue to make up an ever-increasing proportion of Member States' populations, their participation in lifelong learning will play an ever greater role in shaping participation figures.

4.4.77 The current benchmark on adult participation in lifelong learning refers only to adults aged 25-64 (because the data on which the benchmark is based is drawn from the Labour Force Survey which has this upper age limit) and thus omits the large number of people beyond mandatory retirement age who participate in adult learning. This leads to two explorations: how will these data change, if, as seems likely, statutory retirement ages increase throughout the European Union, in step with the aging population (or if retirement ages are abandoned altogether in line with equality legislation); and how far tying data on participation to data on the workforce limits our capacity to measure and monitor adult learning. It is not as simple as to say that it is the link between education, training and employment that demonstrates the returns from learning. As the (report cited below) noted the boundaries between economically active and retired people are increasingly porous and fluid and the boundaries are being redefined upwards.

4.4.78 In the United Kingdom, the Inquiry into the Future for Lifelong Learning recommended dividing the adult population into four age groups: 18-24; 25-49; 50-74 and 75+. The report proposed that older people be divided into two indicative age groups: the 'young old', mainly aged 50-74, most of whom are in good health and many of whom remain economically active; and the 'old old', who are mainly aged 75+, and many of whom are dependent on others for at least some aspects of daily living. These age ranges are of course indicative: some 85-year-olds are healthier and more active than many 55-year-olds. This and other sources also referred to the 'third age' for healthy, independent older people and the 'fourth age' for dependent older people. Importantly, while the number of dependent older people is rising across Europe, it is not rising as fast as the number of healthy older people. If current patterns of life expectancy continue, the average adult reaching retirement age in Europe can expect approximately 15-20 years of healthy active life ahead of them.

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[41] Adults aged 55-64 are four times less likely to participate in adult learning.

4.4.79   More significantly, the limited participation of older people in lifelong learning means that millions of older people across Europe are missing out on opportunities for improved skills, better health, personal development, and greater civic participation and community involvement, as well as its capacity to add meaning and purpose to post employment life.

4.4.80   However, adult learning for older people suffers from a lack of recognition as a policy priority, despite its clear benefits and policy importance. The aging of the European population is well documented, as is the attendant need to extend working careers in order to avoid an increasingly skewed 'dependency ratio' and potential pensions crises in various European Member States. The dependency ratio is the relationship between the economically active population and those who may be dependent on them.[42] This latter category includes children, the unemployed, full-time carers and those who are retired. The current ratio of economically active individuals to the non-economically active, including older people, differs throughout Europe but in all countries is expected to decline over the course of this century. For example in the United Kingdom and current ratio is 4 economically individuals for each 'dependent individual', but if current trends continue it will be 2.5:1 by the end of the century. Germany may be facing a rate of under 2:1, while Spain could be facing a ratio as poor as 1.5:1.

4.4.81   It appears likely that many Member States will increase the age of retirement in the coming decade. The Inquiry into the Future of Lifelong Learning also reported that 'for reasons of public finance and personal well-being' it was a priority to enable people to carry on working for longer. Indeed the inquiry noted that the 'concept of "retirement" as a brief respite between work and death is already obsolete as the majority of people will live for over 20 years after leaving paid work, and some for 30 or 40 years. The UK government has suggested that 'it would be useful in the short term to blur, and in the long term to abolish, the concept of retirement'.[43]

European data

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[42] McNair, Stephen (2009) *Demography and Lifelong Learning*. Leicester: NIACE.
[43] Schuller, T and Watson D (2009) *Learning Through Life: Inquiry into the Future of Lifelong Learning*. Leicester, NIACE

4.4.82 CVTS2 gathered data on the provision and take up of specific courses for a people over 50.

4.4.83 As the majority of data collection pertinent to adult learning is linked to the labour market, older adults beyond retirement age are not normally present in datasets at either the European or national level.

National data

4.4.84 Learner age is a commonly collected variable in a range of data sources, particularly administrative data sources provided by adult learning institutions and survey/censuses of adult learners or the general population. National data collected on participation came from two primary sources: national surveys of representative samples of working age adults, and administrative data collected by adult learning institutions. One exception to national survey's focus on working age adults is the UK's annual Survey on Adult Participation in Learning, which looks at participation of adults aged 17 and over.

4.4.85 While we were able to gather information about how many countries collected data on learner age, and through how many administrative, survey and census data sources, the necessary limitations of our survey meant that it was unfeasible to ask countries if each data source collected information on older learners – requesting such fine-grained detail would have placed too onerous a burden on survey respondents. We were, however, able to ascertain which data sources collected information about learner age. Eighteen countries reported collecting administrative data on the socio-demographic characteristics of learners. Of this number, 17 collected data on learner age, via 40 administrative sources. Among administrative sources, age was the second most commonly collected socio-demographic variable, after gender, which was collected by 18 countries via 43 administrative sources. These two variables were by far the most commonly collected. 17 countries reported gathering survey/census data on age, via a total of 38 surveys or censuses.

Data Source Snapshot

<u>UK (England and Wales):</u> the NIACE Survey on Adult Participation in Learning provides data not just on learners up to age 65, but on adults age 65 and over. And by collecting data on participation in formal, non-formal and informal learning, it does not bias its results against older learners, whose learning time may be proportionately more likely than that of younger learners to be devoted to informal learning opportunities, and is certainly less likely to be devoted to formal learning.

C3d. Early school leavers

4.4.86   Early school leavers are the focus of one of the five education and training benchmarks, with a new goal for 2020 of reducing the share of early leavers from education and training to less than 10%. Early school leaving (ESL) is recognized as a challenge for EU27+, with the majority of young people who leave educational and training prematurely at higher risk of unemployment and social insecurity.

4.4.87   Early school leavers are more likely to come from socially disadvantaged and low education backgrounds: the rate of ESL is more than double for young people with a migrant background.

4.4.88   Progress toward meeting the 2010 benchmark was slow and the Commission is recommending that Member States gather more information about the main factors leading to ESL so that policies against it can be developed. Measures for groups at risk of ESL can consist of pre-emptive, preventative and compensatory measures (via adult education and training in the form of second-chance education programmes; transition classes to help early leavers re-enter mainstream education and services offering social, financial, educational and psychological support).

4.4.89   Currently, comparable European data for the benchmark on early school leavers are derived from the LFS on the proportion of the population aged 18-24 with only lower secondary education or less who are no longer in education or training.

4.4.90   The ET 2020 strategic framework states that efforts should be made to improve the quality of data on this subject, including an examination of the feasibility of using additional data sources.

National data

4.4.91   The data sources survey did not contain any questions about data relating to early school leavers.

Messages

4.4.92   Monitoring the participation of older people in adult learning could take place at European level, through the Labour Force Survey and Adult Education Survey. This would require that these surveys extend the age range they cover. The Labour Force Survey, for example, can raise its age limit to reflect the highest age of retirement in Europe, which the current LFS age range does not cover. (For example, the statutory retirement age of females in the UK is currently 60, but will shortly begin to rise to 65, the current statutory retirement age for males; once parity is achieved, the statutory retirement age 67.) Such a change is particularly needed given the generally rising ages of statutory and actual retirement throughout Europe. For its part, the AES could extend its age range to 75 or above.

4.4.93   The purpose of monitoring is not just to track participation, it is to direct policy. As increasing the participation of older people in learning is a policy goal throughout Europe, it would be useful to disaggregate the current adult learning participation benchmark, providing different benchmarks for different age groups. For example,

one benchmark for adults aged 25-50, another for adults aged 50-65, and a third for adults aged 65+.

4.4.94   As indicated in our discussion of the context for collecting data on older learners, in order to properly monitor older learners' participation, it may be necessary to do a better job of monitoring informal learning, as there is evidence to suggest that older people are particularly likely to participate in this type of learning and there is very strong evidence showing that older learners are less interested in participating in learning that is directed at the achievement of certification or formal qualifications. However, as discussed elsewhere in this report, measuring informal learning is particularly challenging. Monitoring the participation rates of older people may require different approaches

4.4.95   As data collection on adult participation in learning is principally linked to the labour market, many existing data sources do not include those considered to be over working age. This is a substantial omission given the aging population of Europe, and likely increases in retirement ages over the coming years.

Recommendations

4.4.96   We propose that the EC consider improving data collection on each of the priority groups described. For older people, the Labour Force Survey and the Adult Education Survey would represent two rich sources of evidence if these surveys were to extend the age range they cover.

4.4.97   One useful function of monitoring would be to distinguish between participation in adult learning in general and language courses in particular by different migrant types (e.g. economic migrants; refugees). Such monitoring would enable governments to be better informed when making difficult decisions about which groups to provide free tuition for, if it is not feasible to provide free tuition for all. It would also make it more straightforward to differentiate between the potentially different learning needs of each of these groups.

4.4.98 One potential means of encouraging greater participation in adult learning by older people is to monitor funding by age groups, ensuring that while the funding of lifelong learning continues to be heavily weighted towards younger learners, a slightly greater proportion of funding goes to learners aged 50+.

4.4.99 Another means of improving policy focus on older learners would be to encourage the more active monitoring of participation by distinct age groups, and establishing benchmarks for participation for these different age groups.

4.4.100 One area of potential focus might be ICT skills or digital literacy. Participation in adult learning aimed at improving digital literacy enables older people to keep up with and adapt to major social changes, and increase their social integration and confidence.

4.4.101 Both the AES and PIAAC could collect data on older adults. This would be by far the most efficient means of generating high-quality data that was comparable across Member States. If this approach cannot be adopted, countries/regions which have national surveys have participation/nonparticipation should ensure that it is not only the working age population that is sampled.

C4. Intensity and duration of participation

Context

4.4.102 As outlined above, a benchmark has been set for participation in adult learning, and valid and comparable data to measure progress against this benchmark are derived from the Eurostat/ Labour Force Survey. However, data are derived from a four-week reference period and no variables are included in the survey that provide data on the intensity and duration of that participation and thus enable analysis, for example, on whether participation rates are higher in countries where learners participate in short courses. As was argued at the Lyon Seminar, without detail of intensity and duration, there are limits to what can be inferred about participation. This area is one in which better data are required in order to get a true picture of adult participation in lifelong learning.

4.4.103   Moreover, bald percentage figures on participation not accompanied by data on the intensity and duration of this participation limits the capacity to compare data across the union. Adults in countries with high participation rates may only be engaged in education and training which is short or sporadic or which is not joined up.

4.4.104   This is an area in which an understanding of adult participation patterns is crucial. Because learning for adults is mostly undertaken on a voluntary basis, and because that participation is subject to constraints (for example, domestic responsibilities; caring roles for children and elderly people; financial difficulties; physical and mental ill-health; changes in job patterns, e.g. shift work; transport problems, especially in rural areas), working out how often and for what length of time (and with what breaks) is important.

4.4.105   Research from both NRDC's work on learner persistence and on models of flexible delivery emphasises that adults also often prefer to learn in ways other than regular part-time weekly attendance, preferring intensive, intermittent and episodic bouts of learning, or prefer to learn at home or on-line.[44] There is a range of learning styles which have been identified, but as yet the supply-side of provision does not sufficiently reflect these.

European Data Sources

4.4.106   The LFS ad hoc module collected data on the number of non-formal taught activities participated in the previous year. A series of questions were asked about the first, second and third most recent non-formal learning activities engaged in during the 12 month reference period, thus providing information not only on the rate of participation in non-formal learning, but also providing some (albeit not complete) information on the number of non-formal learning activities undertaken.

4.4.107   The LFS provides information on the number of total hours participants spent on non-formal taught learning activities in the previous four weeks. The LFS ad hoc

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[44] See http://www.excellencegateway.org.uk/stickwithit and http://sflip.excellencegateway.org.uk/resources/modelsofflexibledelivery.aspx for further details.

module on lifelong learning gathered much more information, separately asking for the duration in number of taught hours of each of respondents' last three non-formal learning activities (within the 12-month reference period). For respondents who participated in more than three non-formal activities in the previous 12 months, the LFS/LLL also asked for the duration in number of taught powers for all non-formal learning during that period.

4.4.108 Unlike the LFS and LFS ad hoc module on lifelong learning, the AES gathers data on the volume of instruction hours of formal learning programmes participated in by respondents. It also gathers information about the volume of instruction during paid working hours. The AES gathers data on the total number of non-formal instruction hours, and the total hours spent by participants on the activity, including homework, self-study and travel.

4.4.109 Results from the 2005-07 AES found that on average the duration of formal education and training activities was always longer than in non-formal education and training. This data allows countries to be compared not only in terms of participation rates but also instruction hours.

National data

4.4.110   The data sources survey gathered information on data collected on the intensity and duration of participation. Eleven countries reported that data were collected via administrative sources (19 sources in total) on learner time allocation; in the main, these data were provided by public sector adult learning providers.

4.4.111   By far the most commonly collected variables were duration of participation (14 sources) and the number of guided learning hours in the classroom (11 sources). Only four sources collected data on absenteeism, and while seven sources collected data on hours of guided learning inside the classroom, only one source collected information on hours of guided learning in other settings, e.g. the workplace. No administrative sources provided time allocation data on self-directed learning or independent study.

4.4.112 Details of 19 surveys (from ten countries) that collect data on the duration of learner participation on courses were provided to the NRDC survey: data on all these surveys came from a target sample of adult learners or (more commonly) individual adults in the general population. In the vast majority of cases, the surveys gathered data on a number of variables relevant to adult participation, including subject of course, level of course, site of learning (e.g. work-based or community), learning sector (e.g. private, public or voluntary) and type of learning (formal, non-formal and informal).

Messages

4.4.113 Understanding intensity and duration of adult patterns of participation is crucial. Adult participation differs from formal schooling in two basic respects: it is largely undertaken on a voluntary basis, and participation is subject to the constraints imposed by adult personal, social and professional life.

4.4.114 Adults often prefer to learn in ways other than regular part-time weekly attendance, preferring intensive, intermittent and episodic bouts of learning, or prefer to learn at home or on-line.

4.4.115 Bald percentage figures on participation which are not accompanied by data on the intensity and duration of this participation limit the capacity to compare data across the union.

4.4.116 Better data on the intensity and duration of adult learning are required in order to gain detailed insight into patterns adult participation in lifelong learning, and into the relationship between patterns of participation, achievement and progression.

4.4.117 Given the very small number of countries collecting data on other factors making up the intensity and duration of learner participation, that is, absenteeism, number of guided learning hours outside the classroom or in self-directed study, and persistence, it may not appear reasonable to encourage additional data collection on these issues. On the other hand, it is evident from the types of data that are currently collected that these data do not put the learner at the centre of the equation but

instead place the learning institution at the centre. There are of course excellent practical reasons for this, and it would be onerous to expect institutions to provide the framework for fuller tracking of individuals. However, in countries where learners possess a unique numerical identifier, it would at least appear possible to more fully and accurately track the 'learner journey' over the lifetime, including duration of spells of participation, as well as some measures of intensity. This would require extensive support from central governments in terms of providing uniform software for all providers to use and installing incentives/requirements for the recording of such data. Such an approach may be considered unreasonable by many Member States, who would prefer to gather such information via a European instrument such as the AES.

4.4.118 Some of the focus on data that provide more information about institutions than individual learners is the product of a historical privileging of and emphasis on the supply side (institutions) as opposed to the demand side (learners). Recent policy trends have aimed to shift this focus towards learners/demand. For such an effort to take hold, it will be necessary to expand the focus of data collection. This is particularly true if we seek to generate and use data that can shed light not just on how many and what types of people participate in adult learning, but on the factors that appear to be correlated with persistence and success, that is, if we seek to open up and understand the 'black box' of the teaching/learning process. In this regard, the learner-centred AES can provide particularly valuable information about patterns, intensities and durations of participation.

Recommendations

4.4.119   The LFS – in respect of formal learning – and the AES – in respect of informal learning – can be better utilised to provide a profile of duration and intensity of participation.

4.4.120 National governments should prioritise and monitor administrative data collection. Fields to be included should specify duration, frequency and volume of formal – and, where feasible, non-formal – learning activities.

4.5. Dimension D: Investment in adult learning

Main Findings

Dimension D: Investment in adult learning – Key Terms

additional learning support; enterprise; financial support for learners; funding body; funding stream; individual learning account; individual learning route; individualisation of learning; information advice and guidance; learner support; learning module; peer mentoring; providers of training; resources for learning; volunteers

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Table 4.10 Summary of data on Dimension D: Investment in adult learning

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
D1a. Public investment in adult learning					**BEnl** (1) 'Policy information system' (2) 'Database for financial provisions' **FI** 'Educational institutions' adult education' **DE** 'Official Publication of the Federal Agency for Labour' **LI** 'Providers (only providers receiving public funds) database' **NO** (1) 'Municipality-State-Reporting' (2) 'The data base for the programme for Basic Competence in Working Life' **SI** (1) 'Annual statistical report on continuing (non-formal) education providers' (2) 'Monitoring of the implementation of the Resolution on the Adult		Distribution of funding across adult learning sectors

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					Education Master plan until 2010' **SE** (1) 'Statistics on Folk High Schools' (2) 'Study organisation' (3) 'Swedish for immigrants' **UKen** 'Individualise learner record' **UKni** 'Northern Ireland College Information System' **UKwa** 'Lifelong learning Wales record'		
D1b. Private investment in adult learning	Expenditure on training by enterprises **(CVTS)**				**FI** (1) 'Adult education survey' (2) 'Educational institutions' adult education' **FR** (1) 'Survey of education/training and professional qualifications 2003' (2) 'Survey of enterprise finance of continue education' **IE** 'Employee skills, training and job vacancies survey 2006' **NO** 'Learning conditions monitor' **SK** 'Record of further/adult learning' **SI** 'Annual statistical		

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Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					report on continuing (non-formal) education providers' **SE** 'Staff training survey' **UKen&wa** 'National employer skills survey' **UKni** 'Northern Ireland College Information System'		
D1c. Individual investment in adult learning	Type and level of expenditure **(AES)** Household expenditure on education **(HBS)**				**CZ** 'Quick surveys' EE 'Lifelong learning 2007' **FI** 'Adult education surveys' **FR** (1) 'Survey of education/training and professional qualifications 2003' (2) 'Survey of continuing education 2006' **DE** 'Reporting system on adult education' **IE** 'Student record system and first destination of graduates' **ES** 'Household expenditure on education' **SE** 'Staff training survey' **UK** 'British household panel survey' **UKsc** 'National adult		Individual contribution to adult learning

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					learning survey'		
D2a. Resources for teaching	Existing data insufficient; no comparable data		Not a current priority		UKen&wa 'Staff Individualised Record'		Learner-teacher ratio Instructor turnover
D2b. ICT resources	Existing data insufficient; no comparable data		Not a current priority	n/a	n/a		
D3. Provision of IAG	Existing data insufficient; no comparable data		Not a feasible priority		AT 'Statistics of the Austrian adult education centres' BEnl (1) 'MAO database of distance learning' (2) 'Policy information system' CY 'Statistics of education statistical service' EL 'Development and current situation of adult education increase' IE 'Further education statistical returns' PL 'Education and training supply information and management system' ES 'Technical inspection		Coverage of IAG Coverage of IAG by target group Financial investment in guidance Service user satisfaction

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					services of education in the 17 autonomous communities'		

4.5.1　This section examines financial resources for adult learning, non-financial resources for adult learning and the provision of Information, Advice and Guidance (IAG).

4.5.2　A central question for policy, and one on which it is a priority to gather and monitor data is this: how far the costs of adult learning are and should be borne by: (i) the individual; (ii) their employer; (iii) the state.

D1. Financing of adult learning

Context

4.5.3　The costs of learning were identified by PLA Bratislava as basic parameters for monitoring adult learning. The costs of learning can be met by the state, by employers and enterprises, by the individual learner and their family, or by other groups including NGOs, and many learning opportunities have more than one source of funding.

4.5.4　A Eurydice report on non-vocational adult education asserts that, apart from specific priority target groups, the costs of learning are being increasingly transferred to individuals (EC 2007, p. 21). In some countries there is a move towards co-financing where funding is channelled directly to the learner: examples of demand-side funding include the individual learner account, training vouchers and paid educational leave.

4.5.5　Individuals are more likely to bear costs for learning that is non-formal and non-vocational and undertaken for social, cultural, political and personal development reasons.

4.5.6　For individuals, the financial implications of learning involve not only the explicit costs, both direct and indirect, such as course fees, travel to the place of study, funds for books and materials, and childcare costs, but also for some adult learners a loss of earnings while studying.

4.5.7 The bulk of public funding goes to adult learning that is directly geared towards employability and the labour market. Public financing in the majority of countries is distributed to local/regional authorities who then provide funding to providers. The central governments of some countries grant money directly to providers. Public funding is normally used to support priority groups in the first instance.

4.5.8 Research from the UK found that adult learners in full-time higher education get more financial support than learners at lower levels, and those who learn part time whether in vocational, academic or recreational learning.

European data sources

4.5.9 The AES contains a series of questions on the financial contribution of employers or prospective employers to an individual's formal and non-formal educational activities: these contributions are divided into two categories for both types of activity – financial contributions toward tuition, registration, and exam fees, and financial contributions towards books and technical study means – and respondents provide data on whether any contribution covered part or the total costs.

4.5.10 CVTS2 asks enterprises to provide data on whether over last 3 years the ratio of fees paid by individuals to fees paid by the enterprise for CVT changed and if so, how. Data are also gathered on the costs incurred by enterprise for fees and payments for provision, travel and subsistence, labour costs of internal trainers, cost of premises; enterprise contribution to collective funding; money received from collective funding; and from this, the total expenditure of enterprise on CVT. CVTS3 asked enterprises to provide data on the costs incurred in provision of CVT courses (in 4 categories); contribution to/withdrawal from funds/grants/subsidies in relation to CVT activities; costs incurred by the enterprise in relation to its provision of IVT (labour costs; other costs); labour costs of IVT trainers/mentors (optional question); contribution to/ withdrawal from funds/grants/subsidies in relation to IVT activities.

4.5.11 The LFS ad hoc module gathers data on what proportion of the three most recent non-formal taught activities participated in took place during paid working hours.

4.5.12 CVTS2 asks enterprises to provide data on whether over the last 3 years the ratio of hours learners spent on courses during paid working time compared to those spent on their own time changed. Enterprises are also asked to calculate the total participants in CVT courses, divided by number of paid working hours; total amount of paid working time spent on courses broken down by externally and internally managed courses; total paid working hours spent on courses divided by field of training; total paid working hours spent on external courses divided by type of provider.

4.5.13 CVTS3 gathered data on the total paid working time spent on all CVT courses (broken down by internal and external managed courses); total paid work time spent on all CVT courses (broken down by gender); paid working time spent on all CVT courses (broken down by field of learning); paid working time spent on external CVT courses (broken down by provider type).

4.5.14 National Household Budget Surveys (collated and published by Eurostat) collect data on household expenditure, including expenditure on education broken down by broad education levels (pre-primary and primary; secondary; post-secondary (non-tertiary); tertiary; education not at defined levels).

4.5.15 The AES gathers data on the financial contribution of learners and/or their families towards their formal and non-formal educational activities: these contributions were divided into two categories for both types of activity – financial contributions toward tuition, registration, and exam fees, and financial contributions towards books and technical study means – and respondents provide data on whether any contribution covered part or the total costs. Data are also gathered on the level of expenditure.

National data sources

4.5.16 The dimension of financial resources for adult learning is one in which most countries gather national data, as would be expected given the need for financial reporting and auditing. Twenty-two countries provided information on a total of 52 sources of administrative or survey/census data on the financing of adult learning (although a third [17] of these sources came from just three countries, Norway [7], Germany [6] and Sweden [4]. Just under half of the countries (10 in total) reported that they

collected both administrative and survey/census data on the financing of adult learning.

4.5.17 Five countries collected a total of seven administrative data sources providing data on financial support for individual adult learners. However, our results suggest that the information recorded by these data sources may be patchy: only two provide data on the amount of funding and not all gathered administrative data on both the type (e.g. scholarship, grant or loan) and source of funding. This picture may reflect the priorities of those monitoring financial support for students, that is, adult learning providers and the authorities they report to.

4.5.18 Ten countries or regions reported collecting administrative data on the type, source or amount of funding for institutions offering adult education. These were: Belgium (Flemish) (2 sources), Finland, Germany, Lichtenstein, Norway (2 sources), Slovenia (2 sources), Sweden (2 sources), UK (England), UK (Northern Ireland), and UK (Wales).

4.5.19 Six countries reported surveys which gathered data on the type of funding or resources contributed by enterprises. These countries were Finland, France, Ireland, Norway, Sweden, and UK (England and Wales). Ireland, UK (England and Wales), and Slovakia also gathered data on the amount of funding or other resources contributed by enterprises.

4.5.20 Survey sources were more likely to provide data on the source of funding (9 out of 10 sources) than to provide information on either the type of funding (3 sources) or the amount of funding (1 source). Survey data were collected from a range of survey types, including national adult education surveys gathering a wide range of data on participation; surveys of social enterprises; and, in Spain, a survey of household expenditure on education.

Messages

4.5.21 The costs of learning were identified by PLA Bratislava as a basic parameter for monitoring adult learning.

4.5.22 A Eurydice report on non-vocational adult education asserts that, apart from specific priority target groups, the costs of learning are being increasingly transferred to individuals.

4.5.23 The bulk of public funding goes towards adult learning that is directly geared towards employability and the labour-market.

4.5.24 Based on the limited number of Member States collecting comprehensive data on private investment in adult learning, the importance of CVTS is apparent.

Recommendations

4.5.25 Data are required to provide information on levels and modes funding allocated to learners working at different levels or in different types of provision, in order that inequalities can be addressed.

4.5.26 In keeping with Council conclusions it is a priority to gather data on the distribution of funding across the adult learning sectors.

4.5.27 Some Member States collect insufficient data on the finances of adult learning; priority should be given to collecting data on the amount and type of funding available to providers.

D2. Non-financial resources for adult learning

Context

4.5.28 Non-financial resources for adult learning are also important elements of adult learning for data gathering and monitoring.

4.5.29 In relation to staffing, a key aspect of resourcing which can be monitored is the learner-teacher ratio. Those who would most benefit from a low ratio of learners to qualified teachers are learners with learning difficulties and disabilities; literacy,

numeracy and second language learners and learners on all programmes requiring additional support, e.g. for dyslexia and other learning disorders.

4.5.30 Staffing resources for adult learning also include the provision of a full range of learning and teaching-related professionals, such as teaching assistants, mentors, coaches, IT support professionals, personal counsellors, etc. This would also include volunteers working under the supervision of trained and qualified adult teachers. These elements of support for learners and learning enhance the effectiveness of learning, support persistence and enable achievement through greater and more targeted focus on a learner's needs and appropriate pedagogic strategies.

4.5.31 As England discovered when rapidly expanding its offer of free literacy, language and numeracy provision at the start of the century (part of its strategy to improve national basic skills levels), a lack of available instructors was a major barrier to expanded provision.

4.5.32 Other resources for learning include:

1) Services which conduct initial assessment and diagnosis of learners in order to accurately to place them on the programmes most suited to their purposes and from which they will most benefit, thus maximising the efficiency of use of funding.

2) Information, advice, guidance and careers services, which encourage adult engagement, ensure appropriate placement on courses and help learners to progress and/or move into work, improving life and work opportunities.

3) Continuing learning support for learners with literacy, numeracy, language and ICT support needs, as well as those with specific learning difficulties and disabilities.

4) The availability of ICT-supported learning, through the provision of access to computers and other ICT such as mobile phones and handheld computers. The loan of laptop computers to learners at home has been shown to be successful. Best practice has been shown to be where ICT are used in conjunction with teacher support, either on-line, by phone link or in person.

5) The availability of books and materials for loan and off-site as well as on-site use, through the provision of libraries and learning resources centres. Access to books and materials without the requirement for learners to purchase them can support persistence and the financial viability of participation for learners.

European Data Sources

4.5.33 No European level data source examined in this study provides data on the non-financial resources for adult learning.

National Data Sources

4.5.34 Few administrative or survey sources provide data that could be used to monitor teaching and other resources available to learners. Six countries submitted details of eight administrative sources that gather data on the number of adult learning instructors: three further countries submitted details of four survey sources providing the same information. The NRDC survey suggests that very little information is collected on the number of learning support staff employed by adult learning providers, with only three administrative sources and one survey source providing these data. Marginally more sources provide data on the numbers of management personnel with responsibility for adult learning (4 administrative sources and 3surveys).

4.5.35 Only three administrative sources collect data on new entrants to the adult teaching profession, and only two collect data on numbers of individuals leaving teaching. No survey sources collect such data. It could be argued that surveys are actually the best means of collecting data about numbers of entrants to and leavers from the adult teaching workforce, as administrative data can only gather information at institutional rather than sectoral level.

Messages

4.5.36 Few data on non-financial resources of adult learning are collected at either European or national level, and existing data on resources for teaching are unlikely to be sufficient in any Member State.

4.5.37 Consultation with adult learning experts during this study suggests that teachers of adult learning were a secondary concern in terms of monitoring.

4.5.38 In relation to staffing, a key aspect of resourcing which can be monitored is the learner-teacher ratio. However, any monitoring of student-teacher ratios would have to be embedded in the context of different ratios for different subjects and courses, and thus may prove unmanageable in practice.

Recommendations

4.5.39 At both the European and the member state level, limited sources of data, and the costs associated with expanding on these, effectively prohibit additional data gathering as a current priority.

4.5.40 Collecting data on numbers of new entrants to the adult learning instructor work pool, together with the number of individuals leaving, could be valuable in countries where the adult learning sector is expanding.

D3. Provision of Information, Advice and Guidance

Context

4.5.41 Information, advice and guidance refers to a range of activities designed to help individuals take educational, vocational or personal decisions and carry them out

before and after they enter the labour market. Information, Advice and Guidance (IAG) facilitates access and motivates potential learners to participate.

4.5.42 The European Union has called for a strengthening of the role, quality and coordination of information, guidance and counselling services in lifelong learning and in 2002 the European Commission established the Expert Group on Lifelong Guidance. The May 2004 Council Resolution on guidance throughout life recognised the importance of guidance activities in the context of lifelong learning.

4.5.43 A 2004 study commissioned by Cedefop and carried out by Stoas Research and Twente University in the Netherlands (den Boer 2005) assessed the feasibility of developing indicators and benchmarks for guidance. By reviewing the use of indicators and benchmarks at a national level and the availability of European data, the study concluded that:

- there was no evidence of the use of actual indicators or benchmarks for guidance services at the European or national level
- the comparability of national data was not clear
- data are available on a limited number of guidance issues only
- very little data is available at European level
- it is difficult to measure aspects of guidance because the service is often integrated into other work

4.5.44 From these findings, the report's authors conclude that it is not a short-term possibility to introduce an indicator or benchmark for guidance and that the first steps in the mid-term towards achieving this goal are to clarify the coverage of guidance services (to what extent target groups participate in guidance) and financial investment in guidance. In the longer term, the report recommends that further study be carried out on the types of providers, services and target groups and that outcome indicators (e.g. on user satisfaction) be developed.

4.5.45 In conducting this study for Cedefop, researchers consulted experts in lifelong guidance about 22 potential areas for indicators with a view to finding priority areas:

coverage emerged as the area which experts prioritised as the most relevant, and was also the area in which the greatest amount of data was available (although these data were limited). In order that data on coverage are meaningful, a categorisation framework is required in which there is clarity about providers, services and target groups.

4.5.46 In 2004 the European Commission adopted a resolution which recognised the importance of guidance activities in the context of lifelong learning.

Experience on the ground shows that guidance services have a key role to play in overcoming the barriers to participation experienced by the most at risk adults. Guidance services can provide accessible, useful, relevant and timely information; address issues of self-esteem and self-confidence in potential learners; help adults make decisions about learning options; point individuals to services and entitlements to address situational barriers; provide feedback to institutions where procedures may be proving a barrier to participation; support the adult in transfer and progression (EC, 2007, p. 48)

4.5.47 It is problematic to gather data on this, however, as there are marked inconsistencies between countries in terms of how services are organised and what the quality of the guidance is. A small number of countries have a regional or national coordinating body (for example, the Finnish National Advisory Group).

4.5.48 There is a lack of agreement/understanding on what IAG is and how broad the definition should be. Indicators could include those related to coverage; social, economic and learning benefits; qualifications of guidance practitioners; frequency of in-service training (European Report on Quality Indicators of Lifelong Learning (2002), 42-43).

4.5.49 A central plank is outreach, where providers and other stakeholders identify and attract non-learners and encourage them to enrol on suitable learning opportunities. Learning brokers, working as mediators between potential learners and providers, have a role to play in this by finding existing education or training that the learner

wants and negotiating with a provider to put on something that does not currently exist.

4.5.50 IAG is important for all priority groups, and may be particularly important for immigrants, who are likely to be unfamiliar with education and training systems and opportunities in their new country. Immigrants and other priority groups are likely to lack the social capital needed to ascertain what skills and/or qualifications would be most valuable to them, and how to go about achieving those skills/qualifications. In addition, immigrants are unlikely to possess the culture-specific understanding required to access adult learning opportunities. For these reasons, IAG aimed at improving access is essential: immigrants not yet participating in adult learning need information, advice and guidance to help them find and access learning opportunities. Those who are already participating in learning, for example in language courses, need IAG that will help them to progress both in their language learning and into and through courses that provide them with other valuable skills.

European Data Sources

4.5.51 None of the European-level data sources examined for this study provide a range of robust and comparable data on information, advice and guidance across the European Union.

4.5.52 The Adult Education Survey includes questions for respondents on where they have looked for learning possibilities in the past twelve months: the list of possible responses includes 'Guidance services' although there is no option to provide further information on these services.

National Data Sources

4.5.53 Due to the number of aspects of adult learning covered by the NRDC data sources survey, only basic information on data relating to Information, Advice and Guidance (IAG) for adult learners could be gathered. Seven countries gave details of a total of eight administrative data sources providing information on teaching, assessment and guidance. These countries were: Austria, Belgium (Flemish) (2 sources), Cyprus,

Ireland, Portugal, Slovenia and Spain. In the main, data were provided by adult learning institutions to governments as part of the broader collection of data used for monitoring the adult learning sector.

Data Source Snapshot

Slovenia: The 'Survey on adult education provision in Slovenia' provides annual data on adult education institutions and programmes. These data are made available via the internet to the public to inform them about learning opportunities, as well as to practitioners for information and guidance purposes and to policymakers to enable more informed decision-making. Adult learning institutions provide their data on a voluntary basis.

Portugal: New Opportunities Centres provide information, advice and guidance both to encourage non-learners to participate in adult learning and to help current learners access and progress to other learning opportunities, for example other training programmes available in the region. Guidance is also provided on progression to improved employment, sometimes with the use of Skills Assessments. Guidance is also provided on 'pre-professional activities' such as internships and volunteer work. Information, advice and guidance from New Opportunities is monitored by the 'Education and training supply information in management system', which provides data on the approximately one million adults enrolled in the New Opportunities initiative, and which is replacing other, older Portuguese data sources.

Messages

4.5.54 Information, advice and guidance services have a key role to play in overcoming the barriers to participation experienced by the most at risk adults.

4.5.55 There are marked inconsistencies between countries in terms of how services are organised and what the quality of the guidance is.

4.5.56 There is a lack of agreement and understanding on what IAG is and how broad the definition should be. In terms of monitoring and measurement, a complication of guidance work is that it is often integrated into other work.

Recommendations

4.5.57   At the European level, it is not presently realistic to prioritise data gathering on IAG owing to the lack of robust and comparable data, and a lack of agreement on what IAG comprises.

4.5.58   For the reasons cited above, it is not presently feasible to prioritise improved national data collection in this area.

4.5.59   Research suggests that in the mid- to longer-term, indicators relating to the coverage of IAG, and the coverage of IAG by target group could be developed; and that an indicator for user-satisfaction with IAG services could also be developed, based on data gathered via the Adult Education Survey.

4.6. Dimension E: Quality of adult learning

Main Findings

Dimension E: Quality of adult learning – Key Terms

accountability; accreditation of an education or training programme; accredited learning; achievement rate; adult learning teacher; adult learning trainer; continuing professional development; completion; drop out; external programme evaluation; folk high school teacher; guided learning hours; individual learning plan; information, advice and guidance; initial teacher education; in-service training; internal programme evaluation; learner contract; learner goals/purposes; mentoring; outreach; study circle leader; success rate; training of trainers

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Table 4.11 Summary of data on Dimension E: Quality of adult learning

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
E1. Validation of learning			EQF; linking national qualifications to the EQF		**NO** 'Validation of prior learning database' **PT** 'Education and training supply information and management system'		Develop indicators relating to: transparency of validation process assessment of formal learning
E2. Accreditation and evaluation of provision			First develop a common framework for categorising education providers		All countries provide at least some data that could be used for the evaluation of provision; however, fitness for purpose varies significantly.		
E3. Professional development of teachers and trainers		Define and isolate adult learning professionals within the LFS and the UOE data system	Develop common framework of roles of adult learning staff/ profile of competences for adult learning staff		**BEfr** 'Survey on adult literacy in the French-Belgian community' **FY** 'National Report on the Development and State of the Art of Adult Learning and Education in Republic' **NO** 'Primary and lower secondary information system' **SK** 'Record of further/adult learning'	Professional development of teacher s and trainers	Qualifications to teach adult learning Availability and take-up of in-house training

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					UKen (1) 'Teacher study' (2) 'LLUK Snapshot survey of the Skills for Life teaching workforce'		
E4. Innovative pedagogy	n/a	n/a	n/a	n/a	n/a		

4.6.1   There are multiple ways of identifying and measuring the quality of adult learning, such as: formal inspection, validation and evaluation on the one hand; informal peer and learner assessment on the other.

4.6.2   The accreditation of teachers, and the development of teacher qualifications specific to adult learning, is a growing priority in several Member States. Gathering data on teacher qualifications, including the proportion of the workforce with adult learning qualifications, is a priority for a sector aiming to improve the quality of its teaching and learning.

E1. Validation of learning

4.6.3   The monitoring of the effectiveness of provision is designed to enable a better response to learning needs and demands and improve the quality of provision. A transparent qualifications system includes institutional arrangements, quality assurance processes, assessment processes, validation procedures, awarding processes, skill recognition and other mechanisms. This system may also include an explicit framework of qualifications.

4.6.4   At a European level, the new European Qualifications Framework (EQF) is being developed to relate different countries' national qualifications systems to a common European reference framework. The EQF encourages countries to relate their qualifications systems or frameworks to the EQF by 2010 and to ensure that all new qualifications issued from 2012 carry a reference to the appropriate EQF level. The framework is designed to enable easier comparisons to be made between national qualifications and support mobility.

4.6.5   The core of the EQF is not the traditional concerns of 'learning inputs' such as the length of a learning experience or type of institution but rather 'learning outcomes' describing what a learner knows, understands and is able to do.

4.6.6   Developments at a national level suggest that future quality indicators in this area will have to describe the extent to which accreditation follows transparent and standardised guidelines, and to which the actual assessment component fits a

European framework of qualifications (European Report on Quality Indicators of Lifelong Learning (2002), 42-43).

4.6.7   Council conclusions on the identification and validation of non-formal and informal learning invited Member States to consider 4 common principles necessary to make comparisons between countries:

  i. *Individual entitlements*: identification and validation are voluntary matters for the individual: there should be equal and fair access for everyone
  ii. *Obligations of stakeholders*: stakeholders should establish systems for identification and validation, to include appropriate quality assurance mechanisms, and guidance, counselling and information about these system
  iii. *Confidence and trust*: policies, procedures and criteria must be fair, transparent and underpinned by quality assurance mechanisms.
  iv. *Credibility and legitimacy*: respect and ensure the legal interests and balanced participation of stakeholders.

4.6.8   The lifelong learning strategy is committed to valuing and rewarding all learning as part of the drive to create a culture of learning across the Union. In recent years more emphasis has been placed on the learning that happens outside formal education and training institutions. One of the key concerns with regard to accreditation and certification is the set of challenges associated with validating and certifying learning that does not in itself lead to qualifications or other forms of certification. For policymakers, this may be a particular concern in countries where policy initiatives track the numbers of qualifications achieved as a means of monitoring policy success or failure. It is also a strong concern where credentialism (that is, the increasing need to possess qualifications in order to qualify for employment) may unfairly limit opportunities for individuals whose qualifications are not commensurate with the skills that they had gained over the lifecourse.

4.6.9   In 2009, Cedefop published guidelines for validating non-formal and informal learning outcomes. These guidelines aimed to identify the main challenges faced by policy makers and practitioners and to point to some possible solutions to these challenges. The Cedefop report points out that current regional and national methods

and systems for should be considered as 'islands' of validation, but the lack of comparability between systems 'makes it difficult for individuals to combine learning outcomes acquired in different settings, at different levels and in different countries' (Cedefop 2009).

4.6.10 In terms of adult learning, the Cedefop guidelines confirm that the identification and validation of non-formal and informal adult learning can address the problem of the 'invisibility' of adult learning (in terms of lack of assessment and formal recognition) and can help adults to 'become more conscious of their broader, personal knowledge, skills and competences' (p. 45).

4.6.11 Immigrants are also likely to lack knowledge of programmes for the validation of learning undertaken in other countries. Validation of such learning can be particularly valuable in enabling individuals to utilise their skills to the fullest of their potential, and in reducing the levels of skills under-use in Member States.

European data sources

4.6.12 It appears that none of the European-level data sources examined for this study provide robust and comparable data on the validation of learning across the European Union.

National data sources

4.6.13 The NRDC data sources survey suggests that only a small number of national data sources provide information about the validation of prior and/or non-credential-bearing learning. Respondents from Greece, Norway and Portugal each reported on one source providing such information, of which only Norway's 'Validation of prior learning' is devoted specifically to collecting data for this purpose. In Portugal, data on validation of prior learning are collected as part of a broad, unitary data collection: the Education and Training Supply Information and Management System, which is discussed in greater detail in the snapshot below. The National Adult Learning Survey, which ran across Scotland, England and Wales, was the only survey source identified as collecting data on validation of prior/non-formal learning.

4.6.14 Much like data collection on migrant participation in language courses in Norway and Sweden, a key strength of Norwegian data collection on the validation of prior learning is that this data collection is closely integrated with coherent national policy. In Norway, the various tasks required for the successful implementation, maintenance and monitoring of the policy are conceptualised and managed as part of a coherent programme. This is in contrast to the situation in several other countries, where validation of prior learning is established as an ostensibly important policy goal, but no coherent, vertically integrated program exists to achieve this goal, or to systematically monitor progress towards the goal. However, even in Norway, data collection in this area could be significantly improved, as only 15 of the 19 Norwegian counties use the data registration system.

Data Sources Snapshot

<u>Portugal:</u> One of the central components of the New Opportunities initiative is the Recognition, Validation and Skills Certification (RVCC) programme, which offers learners the opportunity to receive certification for the completion of the ninth and 12th school years. This and other aspects of the New Opportunities initiative are monitored by the 'Education and training supply information in management system,' an extensive administrative data source which has replaced or is replacing older adult learning data sources in Portugal.

<u>Norway:</u> The 'Validation of Prior Learning' database collects data on validation from public and private sector adult learning institutions. These data are collected in each of Norway's 19 counties, but not all counties use the same system for collecting data on this issue.

<u>France:</u> The 'Report on education/training and employment' was initiated in the early 1970s, and was initially focused on young people making the transition from initial education to work. More recently it has included data on lifelong learning/continuing education. It includes data on qualifications earned, including Validation of Prior Learning.

Messages

4.6.15 At a European level, the new European Qualification Framework (EQF) is being developed to relate different countries' national qualifications systems to a common European reference framework.

4.6.16 In terms of measuring and monitoring adult learning, it is important to recognise the different pace at which adults achieve. What is for some a small step may represent for others - some low skilled learners for example - a large and worthwhile achievement.

4.6.17 A key policy challenge lies in attempts to validate learning that does not in itself lead to qualifications or other forms of certification.

Recommendations

4.6.18 Future quality indicators should describe the extent to which accreditation follows transparent and standardised guidelines, and the extent to which the actual assessment component fits a European framework of qualifications.

4.6.19 Gathering data on teacher qualifications, including the proportion of the workforce with qualifications for teaching adult learning, is a priority for a sector aiming to improve the quality of its teaching and learning.

4.6.20 The EQF offers the potential for the EU to gather data on numbers of learners: acquiring comparable qualifications across Member States; moving between qualifications in one member state; and moving from gaining qualifications in one member state to seeking qualifications in another.

4.6.21 The development of performance indicators in this area is dependent on good progress being made towards alignment between nation qualifications frameworks and the EQF.

E2. Accreditation and evaluation of provision

Context

4.6.22 In order to accredit and evaluate provision it is first necessary to map the provision that exists and the data recording systems that are attached to that provision.

4.6.23 A number of participants at PLA Bratislava 'believed that a basic principle of adult learning monitoring is that the collection of basic data should be obligatory for all providers, public and private, and that within countries an agreed basic data collection format should be provided by National Statistics Offices' (p. 14). Such a system exists in England and Wales, where government funding for education providers is

contingent upon these institutions providing the central government with a broad range of data in a format established by the government.

4.6.24 Information is required on the availability, type and location of adult learning programmes and courses; the performance of providers (e.g. quality, relevance of programmes/courses), and the progress and achievements of learners. It is also important to gather data on the purpose of provision: is it designed for economic, vocational, academic, social or personal development purposes?

4.6.25 Most efforts in improving quality focus on VET; countries set performance indicators and targets, monitor and inspect education providers, in some countries through a formal inspectorate system; in other countries the emphasis is on provider self-evaluation, including teaching and learning observation and benchmarking activity, efficiency and learning outcomes with other similar providers. The training and qualification of staff and continuing professional development are also a measure of quality improvement efforts.

European Data Sources

4.6.26 None of the European-level data sources examined for this study provide robust and comparable data on accrediting provision across the European Union.

4.6.27 The AES asks respondents if the formal and non-formal learning activities engaged if they were satisfied with the educational activity. Learners who were not satisfied can select from a list of reasons including relevance/usefulness; level too low; level too high; quality of teaching; organisation of training.

National Data Sources

4.6.28 Nineteen countries reported on a total of 35 administrative sources providing data on the characteristics of adult learning institutions. Most of those 19 countries keep only one or two sources, the exceptions being Norway (6); Austria, Belgium (Flemish community), the Czech Republic and Slovenia (3 sources each). In the main these

sources provide data on: the sector of the adult learning institution, e.g. public, private or community-based (28 sources); the number of adult learning institutions in a country/region (23 sources); the number of adult learners (23 sources); and the type of adult learning institution, e.g. further education college (20 sources). Twelve sources collect data on the site of provision, for example college or work-based.

4.6.29 Across Europe, information on the characteristics of adult learning institutions were most likely to come from adult learning institutions via data sources used by national/regional governments to monitor provision.

4.6.30 Eight countries reported on a total of 16 survey sources providing data on the characteristics of adult learning institutions. A range of survey types collected this data, including regular surveys of adult learning institutions. These sources gather data on: the sector of the adult learning institutions (14 sources); the number of adult learning institutions (13 sources); the number of adult learners (12 sources); and site of provision (11 sources). Several countries that collect administrative data on the characteristics of adult learning institutions also collect survey data in this area e.g. Sweden, the Czech Republic and Norway.

4.6.31 Fifteen countries reported a total of 27 administrative sources providing data on curricula/programme characteristics. As with information on the characteristics of adult learning institutions, most of the countries which collected data on curricula/programme characteristics reported only one or two sources providing this information. Exceptions were Norway (7) and Belgium (Flemish community) (3). Data were most commonly collected on: subjects taught (24 sources); levels of courses taught (15 sources); duration of courses (14 sources); and number of learners on each course (12 sources).

4.6.32 Seven countries reported on a total of 16 survey sources providing data on curricula/programme characteristics. Surveys providing these data also tended to provide data on the characteristics of adult learning institutions. However, the surveys tended to provide fewer data on curricula/programme characteristics: the majority of surveys only collect information on course subject.

4.6.33 It was unclear from our survey results whether or not any other Member States required that all publicly funded adult learning institutions provide a pre-established set of data in exchange for public funds.

Data Sources Snapshot

UK (England): the National Learner Satisfaction Survey (NLSS) is the largest survey of post-16 learners ever undertaken in England, covering the further education sector, work-based learning and PCDL. The survey provides insight into learners' satisfaction with the quality and impacts of the learning and training funded by the government. Importantly, the survey includes interviews conducted with learners with disabilities and/or learning difficulties who are in the further education (FE) system.

Messages

4.6.34 It is widely held view that the collection of basic data should be obligatory for all (or at least most) adult learning providers, public and private, and that within countries an agreed data collection format should be provided centrally – for example by the National Statistics Office.

4.6.35 Although national data sources provide data on the characteristics of adult learning institutions, these characteristics are not enough to evaluate the quality of provision. Adequate evaluation of the quality of provision requires the collection of a range of data required by central government in exchange for public funds and (as a secondary concern) data on learner satisfaction. In these respects, it would appear that UK (England) has the most robust system for monitoring and evaluating the quality of adult learning provision, particularly with regard to meeting national policy goals.

4.6.36 Evaluation of learning programmes should include learner feedback on their teaching and the quality of provision.

Recommendation

4.6.37 A key plank in measuring the quality of adult learning is to gather data on the number and type of providers. In such a diverse sector, where each country has a number of different providers, it may be best to move towards a common form of categorisation for adult learning providers. It should be clear in data gathered about adult learning providers what type of provider it is, what types of learners participate and the nature, level and extent of learning outcomes.

E3. The qualifications and professional development of adult learning teachers and trainers

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Context

4.6.38 The Action Plan on Adult Learning identifies the quality of staff as the key factor in the quality of adult learning provision. This communication also points out that in many Member States 'little attention has been paid to the training (initial and continuing), the status and the payment of adult learning staff' (p. 8). 'Staff' in this context refers to all those involved in the delivery of adult learning: a recent consultation exercise by the group Lifelong Learning UK, identified this range of roles to include:

- Managing
- Teaching
- Involving learners
- Coaching and mentoring
- Assessing and verifying
- Engaging employers
- Library services
- Information, advice and guidance
- Technician services
- Organising services

- Learning support.

4.6.39 Within the European Lifelong learning strategy, the professional development and the improvement of the quality of teachers and trainers are priorities, both in the Copenhagen process and ET2010/ET2020. Within the 29 indicators endorsed by the Standing Group on Indicators and Benchmarks in 2004, 3 indicators are listed under the area teachers and trainers (age of teachers; number of young people; ratio of pupils to teaching staff) and a fourth indicator relates to the mobility of teachers and trainers.

4.6.40 Despite the key role that teachers and trainers play in developing the knowledge, skills and competences of adult learners, little is known about adult learning teachers in Europe (although more is known about teachers and trainers than other adult learning staff, such as administrative support staff and trainers of teachers). The EC is addressing this data gap through research studies designed to find out more about adult learning staff.[45]

4.6.41 What is known is that the characteristics of teaching within adult learning differ in key respects from compulsory education teaching, characterised by higher percentages of part-time staff, voluntary staff and hourly-paid staff, and a career structure that is unclear in terms of either entry or progression. Adult learning teachers are often educated to degree level and beyond (although not always in the subject they teach), and enter the profession from previous employment, often in education, as a second career. The profession is dominated by older workers (60% of the workforce aged 30-50) and women (up to 75% of the workforce).

4.6.42 The 2006 joint report on progress within Education and Training 2010 notes that the professional development of vocational teachers and trainers was a real challenge in some countries.

4.6.43 In 2008, a Research voor Beleid/PLATO study for the EC reported on adult learning professions in Non-Vocational Adult Learning, that is, formal and non-formal learning not directly linked to the labour market. Among the recommendations of this study was that competence profiles be developed at the European level that outline the

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[45] *Adult Learning Professions in Europe: A study of the current situation, trends and issues.*

standard competences or skills required to fulfil a professional role. These would function as a frame of reference from which standards for the whole sector could be developed. Such a framework would include specific profiles for teachers in different work domains.

4.6.44 This report also recommended that given the particular characteristics of the adult learning workforce, notably late entrance into the career, higher staff turnover, and high rate of people employed on short-term contracts or in second jobs, the highest priority in terms of investment should be given to in-house training, and that short courses, induction programmes and work learning arrangements should be developed to support this. The report recommended that more work be done on a national level (via national adult education associations for example) to collect information on good practice, foster peer review, and report to a European platform which would support the work on European standards for NVAL staff, a common terminology, and policy directions with the involvement of stakeholders at national level. In order to implement the professional development system the authors recommended that more elaborate and sophisticated systems of data gathering, registration and analysis be developed at both national and European level.

4.6.45 Accreditation requirements may require adult learning providers to employ staff with specific qualifications and also to ensure that staff continue to develop their qualifications and skills whilst in employment.

European Data Sources

4.6.46 Detailed data on VET teachers, trainers, tutors and other staff involved in training, their individual characteristics (age, gender, skills, etc.), earnings, status, roles and duties are required given the emphasis on the profession in EU and national policies. Currently, only information on personnel in educational programmes is available from the UOE questionnaire, where it is not possible to isolate those staff directly involved in adult learning

4.6.47 No European level data source provides data on the socio-demographic or employment characteristics of the adult learning workforce,

nor does any European data source provide data on the qualifications and/or training of that workforce. TALIS, the OECD's Teaching and Learning International Survey focuses on the learning environment and working conditions of teachers in schools. The first phases of fieldwork (conducted in 2007-2008) consisted of separate online questionnaires for school principals and school teachers working in lower secondary education in 24 countries and addressed the issues of school leadership and management and how teacher's work is appraised.

4.6.48   There is no equivalent international or European comparative study of adult learning educators. In part, this lack of data stems once again from the diversity of the adult learning sector and the fact that in many European countries the occupation of a teacher or trainer of adults is not a regulated profession.

4.6.49   The issue of the professional development of teachers and trainers of adults is a real challenge:

There are many educational and professional routes to becoming a teacher, programme developer or manager in the adult education sector, mirrored by the wide range of approaches to professional development of such staff, with the bulk of actions concentrating on continuing rather than initial professional development stage (Research voor Beleid/ PLATO 2008, p. 56)

National Data Sources

4.6.50 In total, 17 countries that responded to the NRDC survey provided information about 29 data sources on adult learning instructors. Fourteen countries provided information about 19 administrative sources containing data on adult learning instructors and six countries provided information on 10 surveys/censuses providing data on instructors.

4.6.51 Of those countries, 11 collected data on the qualifications and/or training of adult learning instructors. A breakdown of these sources is given in table 4.12 below.

Table 4.12 Data on adult learning instructors, by type of data and by country

Provides data on	Administrative	Survey/Census
Any qualifications instructors have	SI	BEfr FY NO SK
Instructor qualifications in subjects taught	BEnl	BEfr UKen & UKwa
Instructor teaching qualifications	BEnl SI SE UKsc UKen & UKwa	BEfr NO SK UKen & UKwa
Instructor participation in training or CPD	BEfl EL SI SE UKsc	BEfr UKen & UKwa

4.6.52 As this table illustrates, in seven countries administrative data were collected on the qualifications and/or training of adult learning instructors. Five of these seven countries collected data on teaching qualifications; Slovenia collected information about any qualifications that instructors had, while Belgium (Flemish community) collected information about instructor qualifications in subjects taught. Two countries (EL and UKen & UKwa) reported that data were collected on instructor participation in training or continuing professional development.

4.6.53 In five countries (BEnl; FY; SK; NO; UKen & UKwa) survey/census data were collected on teacher qualifications. Two of these countries (BEnl and UKen&wa) collected survey data on instructor qualifications in subject taught – the same countries were the only two to collect survey data about participation in training or continuing professional development. Only the UK (England/Wales) reported that data on adult learning instructors were collected via both administrative and survey/census sources.

4.6.54 The majority of data sources (including all administrative data sources) on adult learning instructors collect data from adult learning institutions. Two exceptions were a Norwegian census ('Primary and lower secondary information system') and a UK (England) survey ('The Teacher Study') that gather data directly from adult learning instructors themselves.

4.6.55 Two administrative data sources that collect data from adult learning institutions focus only on adult learning staff – the Staff Individualised Record (UK) and the Database with personal file for educational staff (Belgium, Flemish community) – but are not limited to only those with teaching duties. Most data sources that collect information about adult learning instructors from adult learning institutions do so as part of a wider data collection exercise: for example, the longitudinal 'Record of further/adult learning' (SK) collects data on around 30 indicators including learning instructors, but also funding, participants and study programmes.

Data Source Snapshot

UK (England): As part of the UK government's wider Further Education workforce reforms in England, new regulations came into force at the beginning of September 2007 requiring all Further Education teachers to register with a professional body, the Institute for Learning (established in 2002). Further Education teachers are also required to undertake at least 30 hours' continuing professional development each year and abide by a code of professional practice. As part of its registration process, the Institute for Learning maintains a teacher professional registration database which contains details of teachers and can be used to identify future training and professional development needs.

Messages

4.6.56 Results from our survey suggest that the process of systematically collecting data on adult learning instructors is not yet established in all Member States. This emphasises the fact that there is much we do not know about the characteristics of this cohort, even those employed on formal contracts by adult education providers. Basic information is therefore required on the characteristics of the adult learning workforce.

4.6.57 Where data are collected, they are generally collected from adult learning institutions in the context of a larger data collection process.

4.6.58 From those countries responding to the NRDC survey, only the UK (England) collects both administrative and survey data on adult educators. The established process of collecting administrative data on all staff working in Further Education Colleges (via the Staff Individualised Record) has been reviewed and expanded recently to include staff working in other adult learning contexts (work-based learning and community learning). This is a reflection of a new commitment to professionalising the adult learning workforce.

4.6.59 The implication here is that the collection of data on adult learning instructors goes hand in hand with moves to regulate the profession. Where teachers are required as part of an adult education strategy to hold certain levels of qualifications (teaching and/or subject-related) or certification (either at entry to the profession or at some point in practice) and to engage in training or professional development activities, data are collected to monitor compliance with these policies and measure the effectiveness of adult learning institutions in delivering quality adult education.

4.6.60 Given the broad range of instructor characteristics, qualifications, requirements and backgrounds in different Member States, and the relative lack of research indicating which instructor characteristics are most important in which contexts, it would be difficult to determine the data should be collected in each country/region.

4.6.61 In terms of comparable data, and given the wide interstate variety in instructor qualifications and backgrounds, the most important data to collect maybe those related to participation in in-service training for Continuing Professional Development.

Recommendations

4.6.62 There are many data areas in which we know very little about adult educators. In the light of data collection being in its infancy, and recognising that much needs to be

done first at the level of exchanging good practice, we propose that attempts to gather data on adult learning professionals are targeted and not over-ambitious.

4.6.63 We propose that the Commission give consideration to collecting core data on the professional development of adult learning teachers and trainers. In doing so, it is with the recognition that:

- In many EU countries there is not a professional status and no formal entry requirements into the sector

- The quality of teaching underpins many of the areas of adult learning, such as the achievement and acquisition of skills.

4.6.64 We would nominate as the core area for data collection the professional development of teachers as a means of monitoring and improving the quality of teaching, and an area in which new indicators could be developed.

4.6.65 Professional development might take the form of an induction procedure, in-house training, external training, external training or engagement in research and development projects. However, the availability of such training varies between learning domains (between adult education centres and workplaces for example). Efforts might in the first instance focus on teachers and trainers of adults working in formal learning only, collecting data via adult learning institutions.

4.6.66 In theory the Labour Force Survey could be used to derive the percentage of teachers (and associated staff) who received training within the reference period. Consideration should be given to how adult learning professionals could be isolated as a cohort within this dataset.

4.6.67 In the longer term it should be a priority to develop indicators of IAG. These could include: number and type of IAG personnel; qualifications of IAG personnel; frequency of in-service training

E4. Innovative pedagogy

Context

4.6.68   In the Commission's lifelong learning strategy, innovative pedagogy has a role to key play in changing the way that learners learn, with teaching supporting a shift from learning as knowledge acquisition to learning competence development.[46]

4.6.69   Key elements of teaching theory and practice which could be monitored through national and provider level teacher education and professional development systems are:

1) General pedagogy and teaching and learning theory and concepts
2) Subject-specific pedagogy
3) Accredited level subject knowledge.[47]

4.6.70 Data gathering and monitoring at national level could be considered in relation to investment in research and development and the involvement of teachers in research, development and reflective practice as part of their professional development. In Germany a national programme of research and development on adult illiteracy and literacy programmes is under way which involves university and provider partnerships.

European Data Sources

4.6.71 None of the European-level data sources examined for this study provide data on innovative pedagogy.

National Data Sources

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[46] Communication from the Commission, 'Making A European Area of Lifelong Learning a Reality', November 2001

[47] These 3 elements have been developed for post-16 teacher education reform in the UK

4.6.72 None of the national-level data sources identified during this study provide data on innovative pedagogy.

Messages

4.6.73 ICT is integral to efforts to develop new teaching practices and to enable learners to develop new competences.

Recommendation

4.6.74 ICT is an integral feature of much innovative pedagogy, and extensive use of ICT is also increasingly expected in the workplace. We therefore recommend monitoring the availability and use of ICT as a feature of new and promising teaching and learning practices.

4.7. Dimension F: Outcomes of adult learning

Main Findings

Dimension F: Outcomes of adult learning – Key Terms

accreditation of prior learning; achievement; assessment; awarding body; benefits of education and training; core curriculum; credentialism; credit accumulation and transfer; curriculum; destination data; employability; European credit system for vocational education and training (ECVET); European qualification framework for lifelong learning (EQF); formative assessment; initial assessment; progress; progression; qualification; qualification framework; recognition of experiential learning; retention; returns to learning; skills certification; summative assessment; syllabus; tertiary-level attainment; transferability of learning outcomes; unitisation; validation of learning outcomes; wider benefits of learning

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Table 4.13 Summary of data on Dimension F: Outcomes of adult learning

Fields/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
F1. Progression in education and training	Existing data insufficient: no EU comparable data			Existing data insufficient	**AT** 'School statistics' **BENL** 'Mao database of distance learning' **FR** (1)'Survey of education/training and professional qualifications 2003' (2) Survey of continuing education **DE** 'German Socio-Economic Panel' **IE** 'Further Education statistical returns' **UKsc** 'National adult learning survey' **UKen** (1) 'Individualised learner record' (2) 'Evaluation of the impact of Skills for Life Learning' **UKwa** 'Lifelong learning Wales record'		
F2. Progression in employment	Existing data insufficient: no EU comparable data				**AT** 'Labour Market Database' **BEnl** 'Policy Information System' **FI** 'Adult education survey'		

Fields/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					FR 'Survey of education/training and professional qualifications 2003' **DE** (1) 'German Socio-Economic Panel' (2) 'German micro-census' **IE** 'Further Education statistical returns' **NO** 'Vox barometer for the population' **PT** 'Graduates first job survey' **ES** 'Survey on the transition from education/training to labour market insertion' **UKen, UKsc, UKwa** (1) 'British Cohort Study 1970' (2) 'National Child Development Study' **UKsc** 'National adult learning survey' **UKen** (1) 'Individualised learner record' (2) 'Evaluation of the impact of Skills for Life' **UKsc** 'Staff and		

Fields/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					student performance indicators for further education colleges in Scotland' **UK Wa** 'Lifelong learning Wales record'		
F3. Efficiency of investment	Existing data insufficient: no EU comparable data			n/a	n/a		
F4. Economic returns to learning	Existing data insufficient: no EU comparable data				**UKen, UKsc, UKwa** (1) 'British Cohort Study 1970' (2) 'National Child Development Study'		
F5. Social returns to learning	Existing data insufficient: no EU comparable data				**UKen, UKsc, UKwa** (1) 'British Cohort Study 1970' (2) 'National Child Development Study'		Composite indicator on wider benefits of learning

4.7.1   The 'outcomes of adult learning' refers to the ultimate or eventual effects of education and training, for example increased earnings, increased productivity (for enterprises) or improved health. The outcomes of adult learning relate to both economic and social benefits – measuring and monitoring these impacts takes place with the objective of stimulating investment from all stakeholders in adult learning. As the Communication on Adult Learning, *It is never too late to learn* (2006) makes clear, the failure to demonstrate the benefits of adult learning to social cohesion and economic growth is a major weakness of the field. These benefits might be at the individual, family, community, employer or macro-economic level.

4.7.2   In general, European and international data sources focus on the inputs and processes of adult education (which are comparatively easy to measure) and contribute very little information on the impacts of adult learning. While gathering information on the outputs of adult learning (the direct and more immediate effects of education and training, such as learner attainment) is more challenging, it is nonetheless straightforward than gathering reliable data on the impacts of adult learning, which requires following learners for a significant period of time after they have completed education and training, or may involve gathering self-reported benefits.

4.7.3   Data that can be used to demonstrate the benefits of adult learning, whether economic, social or health-related, are most likely to be valid and useful when they are derived from longitudinal studies, as these studies enable researchers to track individuals over time, gaining a better understanding of how adult learning, employment, social engagement, health and other factors interact and shape each other over the lifecourse.

4.7.4   However, even with longitudinal studies it can be extremely difficult to determine causation. Two cases in point are the National Child Development Study and British Cohort Study 1970 in the United Kingdom. Both of these longitudinal cohort studies follow large groups of individuals from birth, collecting data on a wide range of topics, including participation in adult learning. These surveys have demonstrated a link between participation in adult learning and improved economic, health and social outcomes, but have generally been

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unable to demonstrate causality. It may be that participation in adult learning has improved individuals' health, for example, but it may equally be the case that improved health leads to a higher likelihood of participation in adult learning. Further research is needed to sort out these and other relationships.

F1. Progression in education and training

Context

4.7.5   For adult learners, progression is not necessarily an upward and uninterrupted path from one learning level to the next, via one type of learning or learning provider. Progression for adults may be taken to include lateral progression (between courses at the same level) and diagonal progression (to a lower level in a new subject, for example) as well as vertical progression. Learners can also progress between different types of learning.

4.7.6   Gathering data about progression not only helps to map the learning journeys of adults; in identifying progression points, it also helps to ensure that adequate supports can be given to adults to support them to stay in learning.

4.7.7   Progression in education and training – and progression from learning to and through employment – can be tracked through 'destination data' whereby learners are tracked after they complete an education course. This form of monitoring is more common to university-level education than adult learning.

European Data Sources

4.7.8   No European-level data sources examined by this study collect data on the progression of individual learners in education and training.

National Data Sources

4.7.9   Very few data are collected at a national level on the progression of learners to new courses. In total details of five administrative and five survey sources collecting these data were submitted to the NRDC survey, and no country reported more than one source containing this type of information.

4.7.10 In England, administrative data are collected as part of the extensive Individualised Learner Record (ILR) database. In Wales, the Lifelong Learning Wales Record (LLWR) is a comprehensive post-16 learning database that tracks the progress of individual learners. It holds a wide range of data in respect of each learner, including: a unique learner identifier; personal details; learning previously undertaken; qualifications and awards attained; progress with current post-16 learning; destination upon completion; and current employment status. In Belgium (Flemish-speaking community) a data source devoted specifically to distance learning collects data on progression. Unlike the two British databases, this source also collects data on distance learning tutors and courses.

Data Sources Snapshot

France: the 'Survey of education/training and professional qualifications' focuses on training and mobility. It studies the evolution and award of diplomas, the effectiveness of the education system, and cultural and socio-economic mobility resulting from success in initial and professional education. It also provides analysis of the impact of continuing education on professional and social mobility and salary/remuneration. The survey has been conducted six times (in1964, 1970, 1977, 1985, 1993 and 2003) and is targeted to individuals in households between ages of 18 and 65.

UK (England): in the area of adult basic skills, the 'Progress study of the impact of the Skills for Life strategy on adult literacy, language and numeracy learners' (NRDC for the Department of Education and Skills) was a longitudinal study assessing the impact on learner skills of government funded adult literacy, language and numeracy provision. It is generally assumed that adult basic skills learning leads to progress, but in the absence of surveys or other research testing this hypothesis in each country, it is incorrect to conclude that adult basic skills courses actually lead to improved skills, even when they lead to certification.

Surveys such as the 'Progress study' thus play an important role in quality assurance and the assessment of policies and programmes.

Messages

4.7.11 The limited amount of data apparently collected about progression to other education and training courses may be indicative of challenges faced when tracking learners throughout their 'learning journey'. Alternately, it may be indicative of conceptual or definitional issues: administrative sources may gather data on learners' course completions and the new courses they begin, without attempting to pull these data together to better monitor progression itself.

4.7.12 The emphasis for data collectors may be more on what learners are doing currently, rather than on their overall learning journey. It should be possible, for example, to monitor progression within learning institutions by combining data on past courses with current enrolment, if learners have a within-institution ID number. However, for this type of monitoring to translate to national monitoring level, Member States would need to require institutions to keep and share this information. Therefore, monitoring in a specific area would only be feasible if broad scale, elemental changes in institutional data collection were enacted.

Recommendations

4.7.13 Monitoring the progression of individual learners provides invaluable evidence on the impact of adult learning; but it is can be an extensive undertaking. The least expensive option is likely to include each learner having a 'unique learner identifier' number; this number follows learners through all points of their educational journey and enables data gatherers to track their movements from one provider to another.

4.7.14 Whilst legal questions are likely to arise in respect of individual privacy for each member state, the option of a 'unique learner identifier' (ULI) offers considerable potential for tracking learners across programmes and regions. The ULI is now operational in England.

F2. Progression in employment

Context

4.7.15 Engaging in learning is often a precursor to employment. The link may be direct, as when a learner moves from education to employment, having gained new qualifications. But equally often the link may be indirect; learners may not immediately move on to new jobs, but, as a result of their adult learning, they gain confidence and self-esteem, and develop a more positive attitude to finding a job and achieving at work. These changes in attitude and self perception can contribute to improved employability on the part of adult learners.

European Data Sources

4.7.16 IALS gathered data from respondents on the extent to which they used the skills/knowledge gained on a course at work. CVTS3 asked enterprises how frequently employee satisfaction is measured after training events and the role such events play in employee skills acquisition and subsequent occupational behaviour/performance change after training events. Enterprises were also asked how frequently the impact of training on business performance is measured.

4.7.17 The AES gathers data from respondents on the extent to which they use the skills/knowledge gained in non-formal educational activities. Respondents are asked about the outcomes of their most recent formal/non-formal educational activities with possible responses including several employment-related options (getting a new job; promotion; higher salary/wages; new tasks; better performance).

National Data Sources

4.7.18 Twelve countries reported that data were collected on the progression of adult learners in or to employment. These data were collected via seventeen data sources. Several of these were sources (such as the Lifelong Learning Wales Record and England's

Individualised Learner Record, as well as adult learning surveys in France, Scotland and England/Wales) were those which also contained progression to new courses. In Norway, the Vox Barometer for the Population, which measures demand for adult learning, collects data on progression to employment, as does Poland's Graduates First Job Survey.

4.7.19 In no country could the existing national data be considered sufficient to satisfy intense policy interest into the relationship between adult learning and progression to and in employment. However, it is possible to gather some information on the impact of adult education and training on employment in some Member States, particularly employment entered into soon after the completion of that training.

4.7.20 In Poland and Spain, cross-sectional surveys provide snapshots of the impact of formal education on labour market outcomes and experiences. In the UK, two birth cohort studies provide some data on participation in lifelong learning and extensive data on employment. Longitudinal studies such as these could conceivably be adapted to provide more information about the relationship between participation in adult learning and progression to and in employment, but such studies already suffer from a surfeit of competing interests.

4.7.21 Some countries – Norway, France, Poland and Spain – could conceivably adapt current or past instruments, but only in the case of Norway would this appear feasible, as only in that country are data collected on this topic on a regular, repeat basis. Stand-alone surveys gathering information on progression to and in employment, such as those conducted in Poland and Spain, are expensive and time-consuming. It would be unreasonable to expect Member States to regularly collect such data, except possibly as a much broader study, e.g. the cohort studies mentioned above.

Data Sources Snapshot

<u>Poland:</u> the Graduates First Job Survey is a cross-sectional survey of everyone who graduated from school at any level between the years 1998 and 2005. Most of the data gathered concerns transitions to work and first job. The survey was paid for by the European Social Fund.

<u>Spain:</u> the 'Survey on the transition from education/training to labour market insertion' was a cross-sectional survey undertaken in 2005 to monitor a variety of issues related to employment and education/training. The survey sampled individuals who finished their non-university studies in the 2000-01 academic year or who left obligatory secondary education without getting a qualification in the same academic year, and people who finished vocational training programmes in 2000. The survey mapped the labour paths followed by members of each group; analysed the characteristics of jobs found; recorded training received at those jobs; and studied periods of unemployment or inactivity experienced by individuals once they had left the education system, paying special attention to training undertaken during these periods.

Messages

4.7.22 Several European and national data sources gather data on the extent to which individuals use the skills and knowledge gained in educational activities.

4.7.23 A less ambitious exercise comprises the collection of data on previous adult learning qualifications, gained before recent or current employment.

4.7.24 It may be the case that the relationship between adult learning and progression to and in employment is best understood not through routine data collection, but through periodic Europe-wide cross-sectional surveys.

Recommendation

4.7.25 There is the potential to utilise both existing administrative data on qualifications gained prior to employment, and PIAAC data on skills used in employment, to gather evidence of the impact of adult learning on employability and skills' use.

F3. Efficiency of investment

Context

4.7.26 It is difficult to identify the appropriate indicators to measure efficiency of investment in education: and in many ways the indicators chosen represent policy choices, and are not necessarily underpinned by research. Efficiency of investment relates to how resources are converted into outputs for individuals (internal efficiencies) and broader outcomes for the economy and for society (external efficiencies).

European Data Sources

4.7.27 None of the European-level data sources examined for this study provide robust and comparable data on the efficiency of investment in education.

National data

4.7.28 We were not able to include any questions on data relating to efficiency of investment in the data sources survey.

Recommendation

4.7.29 We do not consider there is adequate potential to gather data on efficiency of investment at either national or EU level.

F4. Economic returns to learning

Context

4.7.30 Economic returns to individuals can be divided into three primary areas: the impact on (i) earnings; (ii) occupational status; and (iii) labour force status (e.g. employed or unemployed).

4.7.31 Most of the evidence points to significant earnings gains for most academic qualifications, as well as for higher-level vocational qualifications and professional qualifications such as in teaching and nursing. However, research evidence has also indicated limited or no wage returns to many lower level vocational qualifications (Sabates 2007). At the same time, most of the evidence relates to the impact of having qualifications, whenever these were acquired; there is very little research on the impact of gaining qualifications as an adult.

European Data Sources

4.7.32 None of the European-level data sources examined for this study provide data on the economic returns to learning.

National Data Sources

4.7.33 Only a very small number of administrative sources provide data which could potentially contribute to the monitoring of adult learning's impact on individual wages or employment characteristics: two sources provided data on learner earnings and a further two sources provided data on labour force status. Administrative data tend to be collected by adult learning institutions, and it is unlikely that these institutions would have the either the incentive or the capacity to track the economic outcomes for former learners.

4.7.34 The vast majority of national data collected about the potential economic impacts of adult learning come from surveys. Respondents from 13 countries provided details of 27 surveys which collect data on learners' earnings or employment: in effect, then, 40% of the surveys listed on the NRDC survey provide data in this field. Often these surveys collect data on a number of economic variables, particularly earnings, labour force status and occupational status. Looking at each of those categories individually, 21 surveys provide data on individual earnings, 22 provide data on occupational status, and 26 provide data on labour force status. Ten provide data on time spent in unemployment, and eight provide data on the match between skills gained through participation in adult learning and an individual's job.

4.7.35 The vast majority of surveys providing individual economic data were cross-sectional. So although a snapshot of an individual's economic situation and adult learning participation (or other adult learning variables) is available for one point in time, these sources cannot shed light on the relationship between adult learning and economic outcomes over time. Longitudinal data enabling researchers to track the relationships between adult learning, wages and employment overtime were available only from a very small number of sources, none of which focused on adult learning.

4.7.36 In response to a survey query about the quality of national data on the potential economic returns to adult learning, no respondent rated their nation's data as either very good or good. Only two nations rated their data in this area as 'neither good nor poor', while five rated it as poor and four rated it as very poor. It may be worthy of note that this question had a high non-response rate compared to other questions on data quality.

4.7.37 Eight surveys provided data on the match between an individual's job and the skills gained through participation in adult learning. Three of these surveys focused on the transition from education/training to the labour market: Poland's 'Graduates' first job survey', Ireland's 'First destination of graduates' and Spain's 'Survey on the transition from education/training to labour market insertion 2005'. Both the Polish and Spanish surveys collected data on adult learning/training undertaken after entering the labour market, although data were collected only on individuals' early working years.

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Messages

4.7.38 Evidence on the economic impact of adult learning – in respect of earnings and employability – in particular, is scarce.

4.7.39 Surveys looking at labour market insertion are likely to be useful for understanding the relationship between early education/training, and short- to medium-term employment outcomes; they are less suited to shedding light on the relationship between adult learning and employment throughout adulthood.

Recommendation

4.7.40 An expensive but invaluable source of information on the economic impact of adult learning is a longitudinal study, enabling the collection and analysis of data on the same cohort over many years. UK birth cohort studies provide a uniquely rich data set for identifying economic returns to learning at all stages of the lifecourse.

F5. Social returns to learning

Context

4.7.41 In terms of the social returns to learning, the term 'wider benefits of learning' is used to describe the non-economic benefits of learning on personal, emotional and social life, including the impact on the health and well-being of individuals, and the impact on levels of crime and social cohesion within communities and society as a whole.

4.7.42 Participation in adult learning can improve older people's skills, enabling them to extend their careers. Furthermore, it can provide a wide range of health, psychological and social benefits that support active, healthy ageing -- increasing well-being and reducing burdens on healthcare systems.

4.7.43 Research has demonstrated important associations with health benefits of adult learning, but has also observed that this may not work in the sector's favour.[48] When the primary benefits of a policy intervention benefit not the funding department but another one (e.g. if most of the benefits of adult learning for older people accrue to Departments of Health rather than to Departments of Education), the funder's commitment to the policy can be weakened. Effective monitoring can help overcome such perverse disincentives by foregrounding objectives that produce benefits across a range of policy areas, such as participation in adult learning. Such an approach may be particularly important for older learners and other priority groups whose participation in learning may not so obviously correlate with economic returns. If economic pressures encourage Member States to focus on adult learning which is focused on improving skills for employment, adult learning which primarily provides other benefits may receive less funding, causing participation to drop, as has been demonstrated in the ongoing NIACE Survey on Adult Participation in Learning in the UK.[49] This annual survey has found that in England/Wales, an increased focus on employability skills has caused enrolments in further education colleges by adults aged 65 and over to fall by half and enrolments in Personal and Community Development learning by this age group to fall by one third. However, this same survey highlights the potential importance of monitoring a broad range of learning opportunities, including formal and non-formal learning in the private and voluntary sectors, and informal learning. Taking account of all forms of learning, the same survey found that participation by people over 75 has actually risen in recent years.

4.7.44 As with the data on economic returns to learning, data from cross-sectional surveys are of limited use when attempting to draw correlations between adult learning and health-related outcomes. The relationships between adult learning and health must be tracked over time, and this can best be done through longitudinal surveys.

4.7.45 A longitudinal research project by Meadows et al (2009) followed adult literacy and numeracy learners over a period of three years, and compared their outcomes with a matched group of individuals who did not take literacy or numeracy courses. This

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[48] Sabates, R. and Feinstein, L. (2007)
[49] Aldridge, F. And Tuckett, A. (2009) *Narrowing participation: the NIACE Survey on Adult Participation in Learning*. Leicester: NIACE.

study found that college-based literacy and numeracy courses for adults had a range of positive impacts including increased learner self-esteem; improved commitment to education and training; and beliefs by learners that their literacy and numeracy skills had improved and continued to improve. The researchers also found evidence suggesting that literacy and numeracy provision was associated with improved health, increased independence and a greater ability to conduct a wide range of everyday activities.

European Data Sources

4.7.46 None of the European-level data sources examined for this study provide data on the social returns to learning.

National Data Sources

4.7.47 Eleven surveys from six countries provided data on individuals' health status. However, in one of these surveys, data on health is collected only in terms of ill-health or disability being barriers to participation in adult learning. Eight surveys provided self-rated data from respondents on their health; seven contain data on health-related personal habits such as smoking; seven provided data on well-being/satisfaction with life; and six provided information about individuals' mental health.

4.7.48 Six of the 11 surveys providing data on health were longitudinal, two from Germany and four from the UK. Of these, five collected data on a broad range of issues, of which adult learning and health were only two. As in 4.7.35, this would appear to be the most efficient and robust way to collect data on the potential health benefits of adult learning. There is evidence for the efficacy of this approach in the UK, where the Centre for Research on the Wider Benefits of Learning has made good use of birth cohort studies to provide strong evidence that adult learning is correlated with a broad range of health benefits.[50]

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[50] Feinstein, L., Budge, D., Vorhaus, J. and Duckworth, K. (2008) *The social and personal benefits of learning: A summary of key research findings.* London: Institute of Education, London.

4.7.49 Utilising the same birth cohort studies, the Centre for Research on the Wider Benefits of Learning has also found strong evidence of positive impacts of adult learning on social engagement and civic participation.[51] Respondents to our survey reported 10 national surveys and/or censuses providing such data from four countries: Germany, Norway, Greece and the UK. The UK accounted for six of the 10 data sources, with some providing data on all of the UK, and others providing data on one or more regions. All four UK countries were represented.

4.7.50 In terms of social engagement, six surveys provided data on frequency of social contacts; five provided data on social support networks; and five provided data on cultural activities undertaken by individuals, e.g. museum attendance. Regarding civic involvement: seven surveys provided data on volunteering or other aspects of community involvement; seven provided data on voting and other forms of political participation; and three provided data related to community cohesion, for example attitudes to immigrant populations.

4.7.51 Five of these ten sources were broad longitudinal studies or censuses collecting information about a wide range of factors, including adult learning and social engagement. The other five sources were surveys specifically targeted at gaining information about adult learning.

4.7.52 As is the case with data on the economic returns to learning, longitudinal surveys are needed in order to draw conclusions about the relationships between adult learning and social outcomes.

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[51] Ibid.

Messages

4.7.53   Findings at the national level reveal gaps in data on the impacts of adult learning which are similar to gaps at European and international level. If illustrating the positive impacts of adult learning is a necessary prerequisite to gaining greater funding and policy influence, the lack of robust, non-anecdotal information in this area must be addressed, but this is not occurring at national level.

4.7.54   There is, however, limited evidence at a national level of the impact of adult learning on health (smoking, obesity); well-being; civic and political participation; positive attitudes (e.g. race tolerance) and social cohesion.

Recommendations

4.7.55 If evidence on the wider benefits became a priority for the Commission we would recommend, as a first objective, gathering health-related data on the benefits of adult learning, and particularly the benefits to older adults. This could be linked to the data priority area of participation in learning by older adults.

4.7.56 As a second objective we would recommend gathering data on the wider benefits of learning for individuals and families in socially- and economically-deprived areas.

5. Summary of Recommendations

5.1. Summary of findings

Table 5.1 summarises the adult learning data picture at European and national levels, identifying where data exist, where there are gaps, and how gaps might be addressed.

Table 5.1 Summary of existing data in the six dimensions of adult learning data monitoring

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
A1. Policy implementation	(1) Progress towards ET2020 indicators and benchmarks (2) Impact of public measures on enterprises (**CVTS**)		(1) Funding commitment necessary for data collection to support policy implementation (2) Collaboration with national adult learning organisations	Existing data insufficient		Investment in education and training	

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
A2a. Coherence of supply in relation to strategy	Existing data insufficient						
A2b. Coherence of supply in relation to providers	Existing data insufficient	Adapt CVTS to gather more data on demand-supply profiles					
A2c. Coherence in supply in relation to demand	Skills needs of employers						
	(1) Coherence between skills & training needs of enterprises, their strategy and offer (**CVTS**)	Adapt CVTS to gather more data on demand-supply profiles		**NO** 'Vox Barometer: Skills and recruitment in Norwegian firms' **UKen & UKwa** (1) 'National Employer Skills Survey (NESS)' (2) 'Workplace Employment Relations Survey' **UKsc** 'Scottish Employer Skills Survey 2008' **UKni** 'Northern Ireland skills monitoring survey'	**DE** (1) 'German micro census' (2) 'German socio-economic panel' (3) 'Labour demand questionnaire' **EL** 'Development and current situation of adult education in Greece' **ES** 'Survey on the transition from education/training to labour market insertion 2005' **UKsc** 'Scottish Employer Skills Survey'		Coherence between skills needs and training offer

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Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					UKni 'Northern Ireland skills monitoring survey'		
				Learner demand			
				NO (1) 'Vox-barometer: the population's request for training, education and guidance' (2) 'Learning conditions monitor'			
A3. Partnerships		Increase number of questions about partnership in CVTS			**AT** 'Continuous Training in SMEs' **DE** 'OSA- labour demand questionnaire' **FY** 'Perspective and role of the non-governmental sector in non-formal education' **NO** 'Vox Barometer:		

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					Skills and recruitment in Norwegian firms' **UKen & UKwa** 'National Employer Skills Survey (NESS)'		
B1a. Problem solving in technology-rich environments			PIAAC (2011) will address data gap			Adult skills	
B1b. Literacy skills		Future waves of PIAAC could be adapted to include a test of writing skills	PIAAC (2011) will address data gap		**CZ** 'Graduates first job survey' **FI** 'Adult Education Survey' **EL** 'Development and current situation of adult education in Greece' **IE** 'Employee skills, training and job vacancies survey' **NO** 'Vox-barometer: the population's request for training, education and guidance' **UKen & UKwa; sc** (1) 'British Cohort Study' (2) National Child Development Study **UKen & UKwa** 'Skills for Life survey'	Adult skills	Adult literacy skills

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					UKni 'Northern Ireland skills monitoring survey'		
B1c. Reading skills			PIAAC (2011) will address data gap		**CZ** 'Graduates first job survey' **FI** 'Adult Education Survey' **EL** 'Development and current situation of adult education in Greece' **IE** 'Employee skills, training and job vacancies survey' **NO** 'Vox-barometer: the population's request for training, education and guidance' **UKen, UKwa, UKsc** (1) 'British Cohort Study' (2) National Child Development Study **UKen & UKwa** 'Skills for Life survey' **UKni** 'Northern Ireland skills monitoring survey'	Adult skills	Adult reading skills

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Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
B1d. Numeracy skills			PIAAC (2011) will address data gap		**CZ** 'Graduates first job survey' **FI** 'Adult Education Survey' **EL** 'Development and current situation of adult education in Greece' **IE** 'Employee skills, training and job vacancies survey' **NO** 'Vox-barometer: the population's request for training, education and guidance' **UKen, UKwa**, **UKsc** (1) 'British Cohort Study' (2) National Child Development Study **UKen & UKwa** 'Skills for Life survey' **UKni** 'Northern Ireland skills monitoring survey'	Adult skills	Adult numeracy skills
B1e. Skills at work			PIAAC (2011) will address data gap		**FI** ' Adult Education Survey' **DE** 'IAB establishment panel' **IE** 'First destination of graduates'	Adult skills	Adult skills at work

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					PL 'Graduates first job survey' **ES** 'Survey on the transition from education/training to labour market insertion 2005'		
B2. Digital competences	_Access to and use of the internet/ICT_						
	Eurostat/NSI ICT Household survey				**UKen, UKwa, UKsc** (1) 'British Cohort Study' (2) National Child Development Study		
	ICT skills						
	Existing data insufficient		PIAAC (2011) will address data gap		**CZ** 'Graduates first job survey' **FI** 'Adult Education Survey' **EL** 'Development and current situation of adult education in Greece' **IE** 'Employee skills, training and job vacancies survey' **NO** 'Vox-barometer: the population's request for training, education and guidance'		

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					ES 'Survey on the transition from education/training to labour market insertion' **UKen, UKwa, UKsc** (1) 'British Cohort Study' (2) 'National Child Development Study' **UKen & UKwa** 'Skills for Life survey' **UKni** 'Northern Ireland skills monitoring survey'		
B3. Learning to learn skills	Existing data insufficient: no EU comparable data	n/a	Not a feasible priority	n/a	n/a	Learning-to-learn skills	Composite indicator on learning-to-learn skills
B4. Skills for active citizenship	Existing data insufficient: no EU comparable data		Unlikely to be a feasible priority at this stage	n/a	n/a	Civic skills	
B5. Learner persistence	Existing data insufficient		Requires EU agreement on definition of learner persistence		**BEnl** 'MAO database of distance learning' **UKsc** 'Staff and students performance indicators for further education'		Composite indicator on learner persistence

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
C1. Barriers to participation	(1) Reasons for non-participation **(AES)** (2) Reasons for enterprises not providing training **(CVTS)**				**FI** 'Adult Education Survey' **NO** 'Vox barometer for the population' **BEnl** 'Survey of socio-cultural changes in the Flemish region and in Brussels'		Barriers to participation
C2a. Participation in formal adult learning	Existing data comparable **(LFS; AES)**	Ad hoc modules to LFS capture data for longer reference period			All countries report collecting some data	Participation of adults in lifelong learning	Participation in formal adult learning Participation of adult learners broken down by gender
C2b. Participation in non-formal adult learning	Existing data comparable **(LFS; AES)**	Ad hoc modules to LFS capture data for longer reference period			All countries report collecting some data	Participation of adults in lifelong learning	Participation in non-formal learning
C2c. Participation in informal adult learning	Existing data comparable **(AES)**				**CZ** 'Graduates first job survey' **EE** 'Lifelong learning 2007'	Participation of adults in lifelong learning	

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					FI 'Adult Education Survey' **DE** 'Reporting system on adult education' **IE** (1) 'Quarterly National household survey, lifelong learning 2003 (2) 'Employee skills, training and job vacancies survey 2006' **NL** 'posted initial Education monitor' **NO** (1) 'Learning conditions monitor' (2) 'Vox barometer for the population' **SE** 'Staff training survey' **UK** 'NIACE adult participation in learning survey' **UKen & UKwa** 'National adult learning survey' **UKsc** 'National adult learning survey'		

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
C3a. Access and participation of migrants				**NO** 'National introduction register; Alike and different: a survey of basic skills among adult immigrants in Oslo' **SE** 'Swedish for immigrants database'			Participation in adult learning broken down by migrant status
C3b. Access and participation of low-skilled adults				n/a	**UK** 'NIACE adult learning participation survey 2006'		Participation in adult learning broken down by level of skills
C3c. Access and participation of older adults	Participation of older adults up to retirement age (**LFS**)	Interrogate existing data for older age bands; raise age of eligibility	Data from LFS and AES currently linked to economic activity	n/a	**UK** 'NIACE adult learning participation survey 2006'		Participation in adult learning broken down by age
C3d. Access and participation of early school leavers	Existing data on proportion of early school leavers (**LFS**)			n/a	n/a	Benchmark on proportion of early school leavers	Participation in adult learning broken by early school leaver status

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
C4. Intensity and duration of participation	Existing, comparable data on intensity and duration **(AES)**	Add variables on intensity and duration to LFS			**AT** (1) 'Labour market database' (2) 'School statistics' **BEnl** 'Policy information system' **FI** 'Adult education survey' **FR** (1) 'Report on education/training and employment' (2) 'Survey of enterprise finance of continuing education' (3) 'Survey of continuing education 2006' (4) 'Survey of education/training and professional qualifications 2003' **DE** 'Reporting system on adult education' **IE** (1) 'Further education statistics' (2) 'Quarterly National household survey' (3) 'Continuing vocational training survey' (4) 'Employee skills, training and job survey' **IT** 'Participation of adults and formative activities'		Instruction hours

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					LU 'Management system of adult education courses' **NL** 'OSA labour supply panel' **NO** (1) 'Municipality-State reporting' (2) 'National introduction register' (3) 'Statbank for adult learning' (4) 'Basic competence in working life database' (5) 'Upper secondary information system' **PL** 'Graduates first job survey' **ES** 'Technical inspection services of education in the 17 autonomous communities' **SE** (1) 'Swedish for immigrants' (2) 'Register of students in education supervised by the National Agency for Education' (3) 'Staff training survey' (4) 'University and University colleges database'		

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Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					UK 'British household panel survey' (2) 'NIACE adult participation in learning survey' **UKen** (1) Individualised learner record (2) NRDC learner progress study (3) 'Evaluation of the impact of Skills for Life' (4) 'National adult learning survey' **UKni** 'Northern Ireland College information system' **UKsc** 'Staff and students performance indicators for further education' **UKwa** 'Lifelong learning Wales record'		
D1a. Public investment in adult learning					**BEnl** (1) 'Policy information system' (2) 'Database for financial provisions' **FI** 'Educational institutions' adult education' **DE** 'Official Publication of the		Distribution of funding across adult learning sectors

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					Federal Agency for Labour' **LI** 'Providers (only providers receiving public funds) database' **NO** (1) 'Municipality-State-Reporting' (2) 'The data base for the programme for Basic Competence in Working Life' **SI** (1) 'Annual statistical report on continuing (non-formal) education providers' (2) 'Monitoring of the implementation of the Resolution on the Adult Education Master plan until 2010' **SE** (1) 'Statistics on Folk High Schools' (2) 'Study organisation' (3) 'Swedish for immigrants' **UKen** 'Individualise learner record' **UKni** 'Northern Ireland College Information System'		

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Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					UKwa 'Lifelong learning Wales record'		
D1b. Private investment in adult learning	Expenditure on training by enterprises **(CVTS)**				**FI** (1) 'Adult education survey' (2) 'Educational institutions' adult education' **FR** (1) 'Survey of education/training and professional qualifications 2003' (2) 'Survey of enterprise finance of continue education' **IE** 'Employee skills, training and job vacancies survey 2006' **NO** 'Learning conditions monitor' **SK** 'Record of further/adult learning' **SI** 'Annual statistical report on continuing (non-formal) education providers' **SE** 'Staff training survey' **UKen & UKwa**		

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					'National employer skills survey' **UKni** 'Northern Ireland College Information System'		
D1c. Individual investment in adult learning	Type and level of expenditure **(AES)** Household expenditure on education **(HBS)**				**CZ** 'Quick surveys' **EE** 'Lifelong learning 2007' **FI** 'Adult education surveys' **FR** (1) 'Survey of education/training and professional qualifications 2003' (2) 'Survey of continuing education 2006' **DE** 'Reporting system on adult education' **IE** 'Student record system and first destination of graduates' **ES** 'Household expenditure on education' **SE** 'Staff training survey' **UK** 'British household panel survey' **UKsc** 'National adult learning survey'		Individual contribution to adult learning

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
D2a. Resources for teaching	Existing data insufficient; no comparable data		Not a current priority		**UKen & UKwa** 'Staff Individualised Record'		Learner-teacher ratio Instructor turnover
D2b. ICT resources	Existing data insufficient; no comparable data		Not a current priority	n/a	n/a		
D3. Provision of IAG	Existing data insufficient; no comparable data		Not a feasible priority		**AT** 'Statistics of the Austrian adult education centres' **BEnl** (1) 'MAO database of distance learning' (2) 'Policy information system' **CY** 'Statistics of education statistical service' **EL** 'Development and current situation of adult education increase' **IE** 'Further education statistical returns' **PL** 'Education and training supply information and management system' **ES** 'Technical inspection services of		Coverage of IAG Coverage of IAG by target group Financial investment in guidance Service user satisfaction

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					education in the 17 autonomous communities'		
E1. Validation of learning			EQF; linking national qualifications to the EQF		**NO** 'Validation of prior learning database' **PT** 'Education and training supply information and management system'		Develop indicators relating to: transparency of validation process assessment of formal learning
E2. Accreditation and evaluation of provision			First develop a common framework for categorising education providers		All countries provide at least some data that could be used for the evaluation of provision; however, fitness for purpose varies significantly.		
E3. Professional development of teachers and trainers		Define and isolate adult learning professionals within the LFS and the UOE data system	Develop common framework of roles of adult learning staff/ profile of competences for adult learning staff		**BEfr** 'Survey on adult literacy in the French-Belgian community' **FY** 'National Report on the Development and State of the Art of Adult Learning and Education in Republic' **NO** 'Primary and lower secondary information system'	Professional development of teacher s and trainers	Qualifications to teach adult learning Availability and take-up of in-house training

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					SK 'Record of further/adult learning' **UKen** (1) 'Teacher study' (2) 'LLUK Snapshot survey of the Skills for Life teaching workforce'		
E4. Innovative pedagogy	n/a	n/a	n/a	n/a	n/a		
F1. Progression in education and training	Existing data insufficient: no EU comparable data			Existing data insufficient	**AT** 'School statistics' **BEnl** 'Mao database of distance learning' **FR** (1)'Survey of education/training and professional qualifications 2003' (2) Survey of continuing education **DE** 'German Socio-Economic Panel' **IE** 'Further Education statistical returns' **UKsc** 'National adult learning survey' **UKen** (1) 'Individualised learner record' (2) 'Evaluation of the impact of Skills		

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					for Life Learning' **UKwa** 'Lifelong learning Wales record'		
F2. Progression in employment	Existing data insufficient: no EU comparable data				**AT** 'Labour Market Database' **BEnl** 'Policy Information System' **FI** 'Adult education survey' **FR** 'Survey of education/training and professional qualifications 2003' **DE** (1) 'German Socio-Economic Panel' (2) 'German micro-census' **IE** 'Further Education statistical returns' **NO** 'Vox barometer for the population' **PT** 'Graduates first job survey' **ES** 'Survey on the transition from education/training to labour market insertion' **UKen, UKsc, UKwa** (1) 'British Cohort		

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Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					Study 1970' (2) 'National Child Development Study' **UKsc** 'National adult learning survey' **UKen** (1) 'Individualised learner record' (2) 'Evaluation of the impact of Skills for Life' **UKsc** 'Staff and student performance indicators for further education colleges in Scotland' **UKwa** 'Lifelong learning Wales record'		
F3. Efficiency of investment	Existing data insufficient: no EU comparable data			n/a	n/a		
F4. Economic returns to learning	Existing data insufficient: no EU comparable data				**UKen, Uksc, UKwa** (1) 'British Cohort Study 1970' (2) 'National Child Development Study'		
F5. Social returns to learning	Existing data insufficient: no EU comparable data				**UKen, Uksc, UKwa** (1) 'British Cohort Study 1970' (2) 'National Child		Wider benefits of learning

Field/ subfield	Existing EU data sufficient	How to adapt existing EU data	Addressing gaps in EU data	Extensive national data reported (Country; Name of Source)	Some national data reported (Country; Name of Source)	Existing indicator(s)	Possible additional indicator(s)
					Development Study'		

5.2. Recommendations with respect to core data

5.2.1   It is our recommendation that four fields of analysis in adult learning should be prioritised in the collection of core data:

> (1) Adult skills
> (2) Participation in adult learning
> (3) Professional development of teachers
> (4) Financing of adult learning

5.2.2   In the field of adult skills, we recommend that the Commission give consideration to collecting data on literacy, numeracy, work-place and problem-solving skills levels, informed by and building on the data and instruments presented under the OECD Programme for the International Assessment of Adult Competencies (PIAAC).

5.2.3   In respect of participation in formal and non-formal learning, we recommend that the Commission gather data that reflects more accurately adult patterns of participation on a biennial basis. There is scope to consolidate and build on core participation data, exploring the option of: (i) linking data from the LFS, an LFS ad hoc module and the AES; (ii) adding a booster sample to an existing survey to increase data on priority cohorts.

5.2.4   We also recommend that the Commission explore the consolidation of participation data on four priority groups: low-skilled workers; individuals entering adulthood without qualifications; migrants; and older workers.

5.2.5   We recommend that the Commission give consideration to collecting core data on the professional development of adult learning teachers and trainers. Although we recognise that: (i) in many EU countries there is not a professional status and no formal entry requirements into the sector; (ii) the quality of teaching underpins many of the areas of adult learning, such as the achievement and acquisition of skills, we make this recommendation on the basis that adult learning staff have a key role to play in making lifelong learning a reality.

5.2.6   We recommend that the Commission gather data on: (i) contributions to funding of adult learning made by individuals; (ii) the distribution of funding across the adult learning sectors.

5.3.   Indicators and Benchmarks on adult learning

5.3.1   In order to propose a coherent new set of Indicators and Benchmarks to complete the existing 2005 Indicators and Benchmarks this study had to identify the key aspects of the adult learning system and assess where sufficient data at either the European and/or national level is collected that would allow for the evaluation of performance against these aspects. Drawing meaningful conclusions on the comparability of adult learning data collected at a national level represents the biggest challenge on this project and due to the differences in adult learning systems between Member States our recommendations can suggest possible ways forward only. In general this study found that the scope for developing new indicators in adult learning based on comparable, quantitative data that can be used for monitoring purposes on a regular and ongoing basis are limited; for many aspects of adult learning, qualitative and narrative data that advance knowledge on what might be measured are required before this process can take place.

5.3.2   With respect to the proposals for a core set of data above, Table 1.3 below presents a set of indictors that might be developed to accompany these data.

Table 5.2 Indicators and Benchmarks relating to core data for monitoring the sector

Field	Possible indicators (shorter-term)	Possible indicators (longer-term)
Adult skills	Adult reading skills Adult literacy skills Adult numeracy skills Adult skills at work	
Participation in adult learning	Participation in formal adult learning Participation in non-formal learning	
Access and participation for priority groups	Participation broken down by priority/target groups	
Intensity and duration of	Instruction hours	

participation		
Professional development of teachers and trainers		Qualifications to teach adult learning Availability and take-up of in-house training
Financing of adult learning	Individual contributions to adult learning	Distribution of funding across adult learning sectors

5.3.3 It is our view that the European Union is not yet at the stage when it is possible to propose a coherent set of indicators, based on comparable data, which can cover the whole of the adult learning system. To meet the need for comparability, coherent frameworks need to be developed in several major fields. For fields of adult learning outside the core areas for data collection listed above, we have aimed to identify fields in which Member States could prioritise the collection of comparable data to enable indicators to be developed in the mid- to long term and also to indicate areas which are not a priority or where substantial work is required to develop indicators in the future (see Table 1.4)

Table 5.3 Indicators and Benchmarks for other main field of analysis

Field	Existing indicator(s)	Possible indicator(s)	Comments
Policy implementation	Investment in education and training		
Coherence of Supply		Coherence between skills needs and training offer	Current data mostly insufficient in this field
Partnerships			Current data insufficient
Digital competences	ICT skills		
Learning-to-learn skills	Learning-to-learn skills		Work currently being carried out to develop composite indicator
Skills for active citizenship	Civic skills		
Learner persistence			Concept insufficiently understood Composite indicator to be developed in the longer term

Barriers to participation		Develop indicator related to barriers to participation	
Non-financial resources for adult learning		Learner-teacher ratio Instructor turnover	
Provision of Information, Advice and Guidance		Coverage of IAG Coverage of IAG by target group Service user satisfaction	
Validation of learning		Develop indicators relating to: transparency of validation process assessment of formal learning	
Accreditation and evaluation of provision			Current data insufficient
Innovation pedagogy			Current data insufficient
Progression in education and training			Current data insufficient
Progression in employment			Current data insufficient
Efficiency of investment			Current data insufficient
Economic returns to learning			Current data insufficient
Social returns to learning		Wider benefits of learning (composite indicator)	Current data insufficient

5.4. Summary of all recommendations

Dimension A: Adult learning strategy, policy and legislation

A1. Policy implementation

- Adequate levels of funding at national and EU level are required for systematic data collection and monitoring.

- Systematic monitoring is required to demonstrate the cost-effectiveness of adult learning policy.

- There is the potential for using national adult learning organisations to collect data on strategy and policy for EU monitoring purposes.

- In the interests of balance, and wherever feasible, Member States should be encouraged to make use of national administrative and survey/census data sources.

A2. Coherence of supply

- We recommend the use of both national surveys and administrative data sources to provide reliable data on learning demand and learning supply.

- Consideration should be given to the scope for adapting the CVTS in order to allow for increased capacity to undertake EU comparisons of demand-supply profiles.

- To generate a composite profile of demand and supply the EU should encourage Member States to utilise administrative data sources as a means of generating evidence on the supply side.

A3. Partnerships

- A greater focus on the monitoring of partnership working could be particularly beneficial with regard to improving the basic skills required by all workers in order to function in the labour market, benefiting European populations as a whole and priority groups in particular.

- Member States to be encouraged to include questions about partnerships in national surveys.

Dimension B: Adult skills and competences

B1. Adult skills

- We propose that the Commission give consideration to collecting data on literacy, numeracy, work-place and problem-solving skills, informed by and building on the data and instruments presented under the OECD Programme for the International Assessment of Adult Competencies (PIAAC).

- We recommend that the Commission:

  - utilise PIAAC data on literacy, numeracy, work-place and problem-solving skills
  - support the participation of EU Member States not currently participating in PIAAC
  - investigate the inclusion of additional items in future waves of PIAAC that correspond to core data priorities, in particular the measurement of writing skills
  - use non-European OECD Member States – such as the United States and Japan – to provide benchmarking data for assessing the performance of EU Member States.

- For reasons of cost, it is not presently realistic to propose that, as a norm, Member States undertake large-scale national surveys using assessment instruments to measure skill levels.

B2. Digital competencies

- We recommend the use of data from PIAAC to monitor technology skills in daily life, computer literacy and higher-order ICT skills. We also recommend further utilising the Eurostat/NS1 ICT household survey for this purpose.

- It should be a priority amongst Member States that administrative data sources include items on ICT use, access and skill levels.

B3. Learning to learn skills

- Too little is known about identifying and collecting data on learning to learn for this to represent a feasible priority at this stage.

B4. Skills for active citizenship

- In the context of adult learning few data on active citizenship are collected, and the resource implications prohibit increased data collection as a priority at this stage.

B5. Learner persistence

- Steps should be taken to ensure that the concept of learner persistence is more widely shared and discussed at national and European level.

- It is a priority to support initiatives that develop learner persistence, giving priority to flexibility of provision; for example, individual learning plans, distance learning and on-line learning.

- The Commission should give consideration to developing a composite indicator of adult learner persistence, as a variable for measuring and monitoring the sector.

- It is not presently feasible to undertake large scale data collection on learner persistence. However, following the development of a composite indicator, it should be a priority to promote data collection at both national and EU level.

Dimension C: Access to and participation in Adult Learning

C1. Barriers to participation

- It should be a high priority, at both European and national levels, to gather data on rates of and reasons for non-participation; these data are required to improve understanding of

the barriers to participation, and the interventions most likely to be effective in removing them.

- Given the importance and prevalence of barriers to participations, it should be a priority for Member States to collect data on reluctant or non-learners. Since these cohorts, by definition, are hard to reach, priority should be given to local administrative and in-depth qualitative data sources.

C2. Adult participation in lifelong learning

- In respect of core data collection we recommend that the Commission focus on formal and non-formal learning.

- We do not recommend that informal learning should be included in the process of EC core data collection.

- It is a priority to gather data on participation that reflects more accurately the scope of participation and adult patterns of participation on a biennial basis.

- There is scope to consolidate and build on core data on participation, exploring the option of: (i) linking data from the LFS, the LFS ad hoc module and the AES; (ii) adding a booster sample to an existing survey to increase data on priority cohorts. There is also the option of an additional linking exercise extending to UOE data and the CVTS.

- Patterns of participation in adult learning should be represented by primary core data for each member state. This is or should be the first data collection priority for Member States which currently rely on a single administrative or survey data source.

- In general, we recommend that richer data are collected and data are used in richer ways. The starting point is that measures should be taken to ensure that differentiated data are gathered on adult learning participants. At a minimum, data should be gathered on the age and gender of adult learners (and non-learners), and also on ethnicity

- More demographically-intensive data would allow for the identification of subgroups, and for productive cross-analysis of engagement, participation, progress, achievement and benefits of education to these days.

C3. Access and participation for priority groups

- We propose that the EC consider improving data collection on each of the priority groups described. For older people, the Labour Force Survey and the Adult Education Survey would represent two rich sources of evidence if these surveys were to extend the age range they cover.

- One useful function of monitoring would be to distinguish between participation in adult learning in general and language courses in particular by different migrant types (e.g. economic migrants; refugees). Such monitoring would enable governments to be better informed when making difficult decisions about which groups to provide free tuition for, if it is not feasible to provide free tuition for all. It would also make it more straightforward to differentiate between the potentially different learning needs of each of these groups.

- One potential means of encouraging greater participation in adult learning by older people is to monitor funding by age groups, ensuring that while the funding of lifelong learning continues to be heavily weighted towards younger learners, a slightly greater proportion of funding goes to learners aged 50+.

- Another means of improving policy focus on older learners would be to encourage the more active monitoring of participation by distinct age groups, and establishing benchmarks for participation for these different age groups.

- One area of potential focus might be ICT skills or digital literacy. Participation in adult learning aimed at improving digital literacy enables older people to keep up with and adapt to major social changes, and increase their social integration and confidence.

- Both the AES and PIAAC could collect data on older adults. This would be by far the most efficient means of generating high-quality data that was comparable across Member

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States. If this approach cannot be adopted, countries/regions which have national surveys have participation/nonparticipation should ensure that it is not only the working age population that is sampled.

C4. Intensity and duration of participation

- The LFS – in respect of formal learning – and the AES – in respect of informal learning – can be better utilised to provide a profile of duration and intensity of participation.

- National governments should prioritise and monitor administrative data collection. Fields to be included should specify duration, frequency and volume of formal – and, where feasible, non-formal – learning activities.

Dimension D: Investment in Adult Learning

D1. Financing of adult learning

- Data are required to provide information on levels and modes funding allocated to learners working at different levels or in different types of provision, in order that inequalities can be addressed.

- In keeping with Council conclusions it is a priority to gather data on the distribution of funding across the adult learning sectors.

- Some Member States collect insufficient data on the finances of adult learning; priority should be given to collecting data on the amount and type of funding available to providers.

D2. Non-financial resources for adult learning

- At both the European and the member state level, limited sources of data, and the costs associated with expanding on these, effectively prohibit additional data gathering as a current priority.

- Collecting data on numbers of new entrants to the adult learning instructor work pool, together with the number of individuals leaving, could be valuable in countries where the adult learning sector is expanding.

D3. Provision of Information, Advice and Guidance

- At the European level, it is not presently realistic to prioritise data gathering on IAG owing to the lack of robust and comparable data, and a lack of agreement on what IAG comprises.

- For the reasons cited above, it is not presently feasible to prioritise improved national data collection in this area.

- Research suggests that in the mid- to longer-term, indicators relating to the coverage of IAG, and the coverage of IAG by target group could be developed; and that an indicator for user-satisfaction with IAG services could also be developed, based on data gathered via the Adult Education Survey.

Dimension E: Quality of Adult Learning

E1. Validation of learning

- Future quality indicators should describe the extent to which accreditation follows transparent and standardised guidelines, and the extent to which the actual assessment component fits a European framework of qualifications.

- Gathering data on teacher qualifications, including the proportion of the workforce with qualifications for teaching adult learning, is a priority for a sector aiming to improve the quality of its teaching and learning.

- The EQF offers the potential for the EU to gather data on numbers of learners: acquiring comparable qualifications across Member States; moving between qualifications in one

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member state; and moving from gaining qualifications in one member state to seeking qualifications in another.

- The development of performance indicators in this area is dependent on good progress being made towards alignment between nation qualifications frameworks and the EQF.

E2. Accreditation and evaluation of provision

- A key plank in measuring the quality of adult learning is to gather data on the number and type of providers. In such a diverse sector, where each country has a number of different providers, it may be best to move towards a form of categorisation for adult learning providers. It should be clear in data gathered about adult learning providers what type of provider it is, what types of learners participate and the nature, level and extent of learning outcomes.

E3. The qualifications and professional development of adult learning teachers and trainers

- There are many data areas in which we know very little about adult educators. In the light of data collection being in its infancy, and recognising that much needs to be done first at the level of exchanging good practice, we propose that attempts to gather data on adult learning professionals are targeted and not over-ambitious.

- We propose that the Commission give consideration to collecting core data on the professional development of adult learning teachers and trainers. In doing so, it is with the recognition that:

  o In many EU countries there is not a professional status and no formal entry requirements into the sector
  o The quality of teaching underpins many of the areas of adult learning, such as the achievement and acquisition of skills.

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- We would nominate as the core area for data collection the professional development of teachers as a means of monitoring and improving the quality of teaching, and an area in which new indicators could be developed.

- Professional development might take the form of an induction procedure, in-house training, external training, external training or engagement in research and development projects. However, the availability of such training varies between learning domains (between adult education centres and workplaces for example). Efforts might in the first instance focus on teachers and trainers of adults working in formal learning only, collecting data via adult learning institutions.

- In theory the Labour Force Survey could be used to derive the percentage of teachers (and associated staff) who received training within the reference period. Consideration should be given to how adult learning professionals could be isolated as a cohort within this dataset.

- In the longer term it should be a priority to develop indicators of IAG. These could include: number and type of IAG personnel; qualifications of IAG personnel; frequency of in-service training

E4. Innovative pedagogy

- ICT is an integral feature of much innovative pedagogy, and extensive use of ICT is also increasingly expected in the workplace. We therefore recommend monitoring the availability and use of ICT as a feature of new and promising teaching and learning practices.

Dimension F: Outcomes of Adult Learning

F1. Progression in education and training

- Monitoring the progression of individual learners provides invaluable evidence on the impact of adult learning; but it is can be an extensive undertaking. The least expensive

option is likely to include each learner having a 'unique learner identifier' number; this number follows learners through all points of their educational journey and enables data gatherers to track their movements from one provider to another.

- Whilst legal questions are likely to arise in respect of individual privacy for each member state, the option of a 'unique learner identifier' (ULI) offers considerable potential for tracking learners across programmes and regions. The ULI is now operational in England.

F2. Progression in employment

- There is the potential to utilise both existing administrative data on qualifications gained prior to employment, and PIAAC data on skills used in employment, to gather evidence of the impact of adult learning on employability and skills' use.

F3. Efficiency of investment

- We do not consider there is adequate potential to gather data on efficiency of investment at either national or EU level.

F4. Economic returns to learning

- An expensive but invaluable source of information on the economic impact of adult learning is a longitudinal study, enabling the collection and analysis of data on the same cohort over many years. UK birth cohort studies provide a uniquely rich data set for identifying economic returns to learning at all stages of the lifecourse.

F5. Social returns to learning

- If evidence on the wider benefits of learning became a priority for the Commission we would recommend, as a first objective, gathering health-related data on the benefits of adult learning and particularly the benefits to older adults. This could be linked to the data priority area of participation in learning by older adults.

- As a second objective we would recommend gathering data on the wider benefits of learning for individuals and families in socially and economically deprived areas.

6. Methodology

6.1. Introduction

6.1.1 This study was undertaken by the National Research and Development Centre for Adult Literacy and Numeracy (NRDC), Institute of Education, London in collaboration with colleagues from the Deutsches Institut für Erwachsenenbildung (DIE), the Agence Nationale de Lutte contre l'Illettrisme (ANLCI) and the University of Warsaw. NRDC had overall responsibility for project direction, project management and all operational matters. Activities on the data strand of the project were led by NRDC, with key roles in the development of the data sources survey performed by JD Carpentieri (NRDC), Janet Looney (OECD alumnus) and Brigitte Bosche (DIE). The glossary of adult learning terminology was prepared by Professor Greg Brooks, Professor Emeritus, University of Sheffield and Maxine Burton, Associate Research Officer, NRDC. The desk review of adult learning data was undertaken by NRDC, with additional contributions from Irek Bialecki (University of Warsaw), Jean-Pierre Jeantheau (ANLCI) and Ursula Howard (Visiting Professorial Fellow, NRDC); and this final report was prepared by NRDC. The Lyon Seminar was organised by ANLCI with assistance from NRDC and was hosted by l'Institut National de Recherche Pédagogique (INRP).

Table 6.1 Contribution of partners to activities

Activity	Partner	Personnel
Research Direction	NRDC	John Vorhaus
Project Management	NRDC	Jenny Litster
Project Reporting	NRDC	Jenny Litster
Desk-based review of data sources	NRDC DIE	Jenny Litster JD Carpentieri Brigitte Bosche Janet Looney
Development of data sources survey	NRDC DIE	JD Carpentieri Brigitte Bosche Janet Looney
Data analysis	NRDC	JD Carpentieri
Review of analysis and findings	All project partners	Ursula Howard
Review of documents/data sources	University of Warsaw	Irek Bialecki

survey		
Design and development of glossary	NRDC	Professor Greg Brooks (lead) Dr Maxine Burton
Lyon Seminar	ANCLI NRDC	

6.1.2 This study explored adult learning data and terminology in the 27 EU Member States, the EFTA countries which are members of the European Economic Area (Norway, Liechtenstein), and the four candidate countries (Croatia, Iceland, FYROM, and Turkey).[52]

6.1.3 Research activity on this project was divided into two strands, the first addressing the four objectives of this study related to adult learning data monitoring and the second strand concentrating specifically on the development of an adult learning glossary.

6.1.4 The methodology chosen to meet the study's objectives combined a desk-based review of qualitative and quantitative literature, supplemented by an online survey designed to gather information about data sources in EU27+ on adult learning, and by formal and informal consultation with national experts in adult learning terminology and adult learning data collection.

6.1.5 A list of experts consulted during this project is included in Annex. Several avenues were followed in order to contact the appropriate experts for each strand.

(1) To identify national organisations with responsibility for adult learning: the national commissions for UNESCO

(2) To identify delegates for the Lyon seminar, and respondents for online data sources survey: members of the Standing Group for Indicators and Benchmarks and the Working Group on Adult Learning

(3) For consultation on the adult learning glossary: the European Association of for the Education of Adults

(4) For translations of adult learning terminology: the Federation of European Literacy Associations

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[52] During the life of this study, the status of Iceland changed from a EFTA/EEA country to a candidate country. In November 2009 Albania obtained agreement to apply to join the EU, but is not included in this study.

(5)   For advice on instrument design and content: colleagues from Cedefop; the Centre for Research on Lifelong Learning; European Research Associates and OECD

(6)   For respondents to the online data sources survey: additional contacts provided by the European Commission and the project team.

6.1.6 In addition to communicating by email with these experts, the research team invited one expert from each of the 33 countries under review to attend an expert seminar held in Lyon on 8th and 9th June 2009.[53] Hosted by l'Institut National de Recherche Pédagogique (INRP) and organised by ANLCI with assistance from NRDC, this seminar had two goals: to provide a forum at which to present synthesised findings from interim phase research, that is, results from the pilot data sources survey and the initial glossary consultation, to discuss these findings, and to debate, accept and validate decisions.

6.1.7 The seminar took place in three sessions over one and a half days where two main project strands were discussed. Each session consisted of a formal plenary presentation followed by group discussions (including discussions held in smaller group work sessions). The third and final session took indicators and benchmarks as its focus and also included the presentation of a new ANLCI report on basic skills competencies. A summary account of the Lyon seminar is included in this study's Interim Report.

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[53] Travel, accommodation and subsistence for each expert were covered by the project budget. Aside from these costs no funds could be allocated for any expert contribution to this study.

6.2. Glossary of European Terminology in Adult Learning

Scope and Aims

6.2.1 Objective 2 of this project was to establish a European glossary on terminologies agreed by Member States used in the adult learning sector Europe-wide, together with a proposed methodology for its actualisation.

6.2.2 It was agreed that the glossary would include all the official languages of the Member States of the European Union (EU), the candidate states, and the states which are members of the European Economic Area (EEA) but not of the EU: a total of 28 languages (see Section 3, Table 3.1).

6.2.3 Discussions held between the project team and the EC at the kick-off and inception meetings clarified that:
- the 'glossary' would in fact consist of two documents: a Level 1 glossary and a Level 2 glossary;
- the Level 1 glossary would take the form of a handbook containing one term on each page;
- the list of terms in the Level 1 glossary would be limited to a number which it would be possible to provide within a pocket-sized guide (in the region of 50-75 terms);
- the terms in this glossary would be listed in their English alphabetical order;
- each page would contain (in this order): the term in English, a definition of the term in English, a note of the source of the definition, the translation of the term in French, the translation of the term in German, and then the translations of the term into the other 25 languages, these being listed in alphabetical order of their names in English.
- the Level 2 glossary would contain a greatly more detailed list of terms, and also include discussion pieces on the production of the Level 1 glossary.

6.2.4 Central to the decision to create two separate glossaries was the Commission's aim to create a practical document that would serve as a handy reference tool to enable better

communication among EU27+. The shorter list of terms to be included in the Level 1 glossary is intended for use by policy-makers and decision-makers.

6.2.5   With this in mind the terms selected for the Level 1 glossary prioritise those terms most needed for policy discussions, especially those on measuring and monitoring, to proceed smoothly. It includes terms whose definitions are already agreed (either in policy or in research) and understood at European level without altering these definitions, and also reflects findings from the data sources strands of this study in identifying the main fields of analysis. The terms selected reflect current practice in the field.

6.2.6   The longer list of terms included in the Level 2 glossary is designed to be used by adult learning specialists. The primary purpose of the Level 2 glossary is to serve as a resource for monitoring the adult learning sector.

6.2.7   Rather than being organised alphabetically, terms in the Level 2 glossary are organised conceptually. During the course of the project the team decided to structure the Level 2 glossary in line with the framework constructed to present the data source findings, to allow greater synthesis between the two strands of the project as well as provide context for diverse definitions or lack of shared understanding on terms.

6.2.8   As the Level 1 glossary is conceived of as a pocket guide, reflections on its production and the process of arriving at the terms and definitions included within it are included within the Level 2 glossary as part of the wider discussion of the development of the glossary.

6.2.9   Terms and definitions included in the Level 2 glossary are presented in English only to allow the Commission to undertake a wider consultation exercise on content that can be conducted within the parameters of the current study.

6.2.10 For ease of reading and to facilitate wider dissemination both glossaries are appended as separate documents to this final report.

6.3. Method

6.3.1   In a series of stages, desk-based research and consultation with adult learning experts were used to identify and select the list of 50-75 key terms that would be included in the proposed Level 1 glossary.

6.3.2   An initial list of 111 terms (see Interim Report, Annex C)) was produced by brainstorming between the two authors of the glossary, guidance from the European Commission officials who constituted the project's steering group (especially Marta Ferreira) and the other members of the project team, and scrutiny of existing glossaries. Where translations were available (mainly in Cedefop, 2008a, which has French, German, Italian, Portuguese and Spanish translations in the hardback version and also Croatian, Greek, Icelandic, Norwegian, Slovakian, Swedish and Turkish in the online version) these were entered into grids for the relevant terms.

6.3.3   A first tranche of 29 terms (see Interim Report, Annex D) was sent out in May 2009 to experts in 32 of the 33 countries (the exception being Cyprus) for consultation and translation, mainly through the Federation of European Literacy Associations (FELA); by early July that first tranche of terms was complete or almost complete in 15 languages: English, French, German, Croatian, Czech, Greek, Icelandic, Italian, Maltese, Norwegian, Portuguese, Slovakian, Spanish, Swedish and Turkish.

6.3.4   All the terms generated by this method were discussed at the Lyon Seminar in June 2009, where further very helpful guidance was received. Some terms were removed, others were added; consensus was not reached on all, although it was agreed that the list of terms finally included in the Level 1 glossary should not be a) too obvious, b) over-detailed, or c) language- or country-specific.

6.3.5   From the discussions in Lyon, and then within the project team and with some of those who provided translations, there emerged a finalised list of 67 main terms, and 10 to appear as cross-references.

6.3.6   Within these and the earlier consultations numerous extra terms were suggested for inclusion. Many of these rejected terms fell under one or more of the three headings

given in 6.3.4; others were either too general in application (e.g. to the whole of education), or far too detailed, or too complex to define briefly enough to fit within our design for the Level 1 handbook. However, many of those rejected as too complex or country-specific for Level 1 were appropriate for Level 2.

6.3.7 Where definitions and translations for any of these 67 terms had already been agreed these were used for the Level 1 wherever possible. Sources for definitions and translations came from existing glossaries including:

- the 1999 UNESCO Institute for Education publication, the *Glossary of Adult learning in Europe,* edited by P. Federighi;
- the Infonet adult education database (www.infonet-ae.eu)
- Eurydice's Eurybase database (http://eacea.ec.europa.eu/education/eurydice/eurybase_en.php)
- the *Thesaurus for Education Systems in Europe*, 2006 edition (http://eacea.ec.europa.eu/portal/page/portal/Eurydice/TESEHome)
- Eurostat's Classification of Learning Activities – Manual (2006)
- Cedefop's *European Training Thesaurus* (2009)
- Cedefop's *Terminology of European education and training policy* (including the online version available at http://europass.cedefop.europa.eu/Glossary)

6.3.8 Of these sources, those published by Cedefop proved the most useful and definitions for 29 of the 67 terms were derived from these items. Agreed definitions for a further 13 terms were found in a range of other sources including EC communications and the glossaries of data collection instruments including the third Continuing and Vocational Training Survey, the Labour Force Survey and the Adult Education Survey.

6.3.9 Where agreed European definitions could not be found (25 terms) a definition was devised by the project team drawing on existing documentation.

6.3.10 The 67 terms were sent out in October 2009 for translation to experts in 32 countries (the exception again being Cyprus), again mainly through FELA, supplemented with some national representatives within the European Association for the Education of Adults (EAEA) and, in some cases, individuals recommended by those first contacted

if they said the area was not within their expertise. Online translation engines were tried out, but were severely limited in their capacity to translate adult learning terms. In addition, experts (including also colleagues from the Commission and from Cedefop) were also asked to comment on the definitions included in this consultation document, and a few definitions devised by the project team were amended slightly in the light of these comments.

6.3.11 All translations were entered into the master copy of the glossary only after all possible checks on spelling and accuracy had been made by the project team members working on this strand of the report.

6.3.12 Discussion of the challenges involved in selecting definitions and obtaining context-appropriate translations is included within the Level 2 glossary. This longer document also includes a list of alternative definitions of key terms which have been used to capture data on or report on adult learning. Often these alternative definitions are pragmatic ones that have been determined in order to capture data that is measurable.

6.3.13 The *European Adult Learning Glossary, Level 1* in its current state is complete or almost so in all 28 languages. A very small number of terms are still to be translated into Bulgarian, Danish, Greek, Icelandic, Italian, Macedonian and Turkish: it is anticipated that it will be possible to obtain these outstanding translations prior to completion of the second edition of the glossary.

6.3.14 The *European Adult Learning Glossary, Level 2* glossary consists of around 200 terms in English: these expand upon the terms included in the Level 1 glossary by including a) terms related to the concepts and theories of adult education, teaching and learning practice; b) more specialised terms that reflect the forms and phases of adult learning; c) terms that may not have currency throughout EU27+ but which were deemed of importance to understanding what might be measured in order to monitor the sector.

6.3.15 Definitions in the Level 2 glossary were obtained using the same methodology followed in compiling the Level 1 glossary: by consulting existing glossaries and reports on adult learning; using online resources as a basis for definitions devised by

the project team; in consultation with adult learning experts (principally in Scotland, England, France and Sweden).

6.3.16 In the Level 2 glossary, key terms are presented under six conceptual headings that correspond to the dimensions identified in the adult learning data strand of this project. A seventh grouping representing general theories and concepts in adult learning has also been included. Within these headings terms are arranged alphabetically, although further conceptual organisation could take place when the final list of terms to be included is agreed. The seven groups are:

1. Theories and concepts in adult learning
2. Adult learning strategy, policy and legislation
3. Adult skills and competences
4. Access to and participation in adult learning
5. Investment in adult learning
6. Quality of adult learning
7. Outcomes of adult learning

6.3.17 The Level 2 glossary also includes all terms from the Level 1 glossary.

6.4. Identifying and collecting core data on adult learning

Scope and approach

6.4.1 The challenges involved in identifying, classifying and collecting core data for the sector are considerable, especially given national differences in the development, extent and profile of adult learning systems. Under the direction of the Commission, research and analysis on this study has concentrated on what is achievable and essential rather that what is desirable but prohibitively difficult to achieve.

6.4.2 With this in mind, in making recommendations this report concentrates on practical measures that can be taken to improve monitoring in the sector without imposing undue burdens on EU27+, an especially important consideration in the current

economic climate where financial resources for measuring and monitoring are more than usually stretched. This is in line with the approach taken on the terminology strand, where the focus was on creating a practical tool for policy- and decision-makers.

6.4.3   In embarking on this study it was with the understanding that, within lifelong learning, adult learning is the most diverse of sectors and the adult learning systems of each country are complex and heterogeneous. Within any one country, collecting robust and comparable data about adult learning is at best a great challenge and at worst an impossibility. The quality and extent of data on adult learning tend to differ extensively between providers and sources. It is important to recognise that comparable, robust data can only be collected on some aspects of a country's adult learning.

6.5. Method

6.5.1   In order to identify the main fields of analysis in the adult learning sector in Europe and build from this to propose a minimum set of analysis needed for each country to make comparisons at European level, two approaches were necessary: first to identify European and international statistical sources providing data on adult learning, and secondly to identify adult learning data sources in each European country under review. As well as drawing on these documents to identify data fields and variables and gaps in data collection, these sources were interrogated for examples of good practice and obstacles to data collection.

6.5.2   Relevant European and international adult learning data sources were isolated through desk-research and consultation with European and international experts in adult education data. An overview of the main sources consulted is included in Appendix C. As well as examining the data collected, these sources were interrogated to create a basic taxonomy of possible fields of analysis in adult learning.

6.5.3   The task of identifying adult education data sources within each European country or region and determining which fields of adult learning were described by them was significantly more challenging and the project team explored a variety of approaches

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in the project's inception phases. An original plan to ask national adult learning data experts to complete grids that could provide qualitative information about data sources was rejected as there was little capacity within this method to yield comparable data and the task was likely to prove onerous on respondents. Instead, the research team opted to use a survey, which would enable the research team to determine what data is available, on what topics, and in which countries. In turn, this would enable the team to identify gaps in data across Europe, both in terms of highlighting countries which have a general lack of adult education data, and in terms of identifying categories of adult education where data is lacking across some or much of Europe.

6.5.4   An online survey option was judged to be a user-friendly mode for respondents given the complexities of and variation within the sector. Furthermore, it was anticipated that an online survey would allow for quicker and more robust data analysis. The efficiency of the data analysis process was a prime consideration, given the short timeline of this project.

6.5.5   A pilot survey was completed by experts from Norway, France and the Czech Republic. This survey gathered background information on each data source (including information on the type, ownership and representativeness of the data, and also temporal aspects such as the most recent year data were gathered) and information on the areas of adult learning covered by each data source. The survey followed a framework structured around the inputs, processes, outputs and outcomes of adult learning.

6.5.6   Results from this pilot exercise and feedback received both from pilot respondents and delegates at the Lyon Seminar (via a written pro forma, see Interim Report, Annex A) and subsequent input from members of the study's Advisory Group, led to the development of a redesigned survey instrument that:
- preserved the framework of the pilot questionnaire, that is, grouped questions into four sections covering the inputs, processes, outputs and outcomes of adult learning;
- included additional questions designed to capture more of the complexities of data collection (including questions on the ownership of data and access to data);

- included additional questions designed to gather information on quality of data sources;

- employed more sophisticated software that branched respondents to one of two strands of questions depending on whether the source being reported on consisted of administrative data or survey/census data;

- generated different questions for different types of data sources and different types of content.

6.5.7　Mainstage fieldwork began in September 2009 and the data sources survey was online for 8 weeks. A copy of the survey is appended to this final report as a separate document. Respondents were recruited from 29 of the 36 countries under review (separate data were gathered for the French- and Flemish-speaking communities of Belgium and for the three nations within the United Kingdom which have devolved administrations), in large measure drawing on the cooperation of the national policy-makers and adult education specialists who had gathered in Lyon. Some national respondents provided all the information on data from their country. In other countries (such as Austria and Germany) the main respondent coordinated a team of respondents who contributed information from their own area of expertise in adult learning. A copy of the invitation to participate sent to experts is included in Annex D.

6.5.8　Respondents were instructed that sources of data gathered at a European level were eligible only where data were collected beyond the obligatory core data for that source, and that research reports and studies written about data sources were not eligible for inclusion.

6.5.9　The online survey experienced a national response rate of 80% (29 out of 36 possible countries). Table 6.1 below presents an overview of responses to the online survey by country. No respondent from Latvia or Croatia completed the survey during the fieldwork period; communication was received from each country very late in the process stating that no adult learning data were collected other than that submitted to Eurostat.

Table 6.1 National responses to data sources survey, by degree of response

Substantial information provided (2)	Very limited information provided	No national data collected (3)	No usable information provided
AT	ES	HR	BG
BEfr		IS	DK
BEnl		LV	HU
CY			IT
CZ			LT
EE			MT
FI			RO
FY			
FR			
DE			
EL			
IE			
LI			
LU			
NL			
NO			
PL			
PT			
SK			
SI			
SE			
TR			
UKen & UKwa			
UKni			
UKsc			

Note: (1) A guide to the country abbreviations used in this report is included in Annex A.

(2) These countries may not have provided information on all possible national data sources on adult learning and our expectation would be that some sources will have been overlooked due the diffuse nature of the adult learning sector.

(3) That is, no adult education data sources other than participation in European and/or international statistical data collection.

6.5.10   Details of a total of 65 administrative data sources and 67 survey/census sources were submitted via the NRDC survey. Tables appended to this final report in an Excel workbook illustrate the coverage of these data sources. These supporting tables consist of:

Table I. Administrative data sources on adult learning, summary descriptions

Table II. Contribution of administrative data sources to national data on adult learning

Table III. Contribution of administrative data sources to national data on adult learning, national overview

6.5.11 Supplementary desk research was undertaken to gather information about adult learning data in countries which were unable to respond to the online survey.

- The National Statistical Office website was searched for each country, using the search strings 'lifelong learning', 'adult education' and 'adult learning'
- the Education and Training (or similar) section of each country's National Statistical Office website was browsed, as well as the website's site map
- using Google, a search was performed using each country's name and the search strings "lifelong learning", "adult education" and "adult learning".

Through these methods, data sources for four countries (DK, IT, MT, ES) were identified.

6.5.12 Data from the NRDC survey was downloaded in SPSS and analysed to establish patterns in data collection and identify gaps. To analyse and present these findings in context, additional desk-research was undertaken to review research materials on lifelong learning, implementation, and the open method of coordination and on the process of deriving indicators and benchmarks from data, as well as broader readings on the demographic, social and/or economic background of adult learning.

6.5.13 In reporting on the fields of analysis, data were interrogated under four main considerations

(1) What is the context of these data?

(2) What is the benefit of gathering these data?

(3) Why are these data of interest?

(4) What are the obstacles to the collection of these data?

6.5.14 Results are presented in a framework consisting of six dimensions in adult learning. For each area within these dimensions, relevant context is provided, followed by a summary of any European and/or national data collections that contribute to this area of learning. Messages and, where appropriate, recommendations, follow these summaries.

National Research and Development Centre
for adult literacy and numeracy

Annexes to final report for:

Study on European Terminology in Adult Learning for a common language and common understanding and monitoring of the sector

7. Annex A: Abbreviations

AL	Adult Learning
EU 27+	The 27 Member States and the six other countries under review in this study
Data sources	
AES	Adult Education Survey
ALL	Adult Literacy and Life Skills Survey
CVTS	Continuing Vocational Training Survey
IALS	International Adult Literacy Survey
LFS	Labour Force Survey
PIAAC	Programme for the International Assessment of Adult Competencies
EU 27+ Countries	
AT	Austria
BEfr	Belgium (French-speaking community)
BEnl	Belgium (Flemish-speaking community)
BG	Bulgaria
HR	Croatia
CY	Cyprus
CZ	Czech Republic
DK	Denmark
EE	Estonia
FI	Finland
FY	FYROM
FR	France
DE	Germany
EL	Greece
HU	Hungary
IS	Iceland
IE	Ireland
IT	Italy
LV	Latvia
LI	Liechtenstein
LT	Lithuania
LU	Luxembourg
MT	Malta
NL	Netherlands
NO	Norway
PL	Poland
PT	Portugal
RO	Romania
SK	Slovakia
SI	Slovenia
ES	Spain
SE	Sweden
TR	Turkey
UKen	United Kingdom (England)

UKni	United Kingdom (Northern Ireland)
UKsc	United Kingdom (Scotland)
UKwa	United Kingdom (Wales)

8. Annex B: Adult Learning Glossary, consultation documents

National Research and Development Centre
for adult literacy and numeracy

Study on European Terminology in Adult Learning
for a common language and common understanding and monitoring of the sector

Dear Colleague

The National Research and Development Centre for adult literacy and numeracy (NRDC) in the UK is conducting a study for the European Commission on European terminology in adult learning. This research project will prepare a glossary of key definitions relevant to the adult learning sector and propose a set of core data for a better and more efficient monitoring of the sector. The project covers all 27 EU members, plus the 3 EFTA/EEA and 3 candidate countries.

In order to meet our study objective of **proposing a set of key terms in the adult learning field and producing a glossary offering translations of them in all 28 official languages**, we are contacting national experts to obtain information on the definitions and terminologies (including words, expressions, concepts) used in each country.

To this end, we would appreciate your insights on two preliminary consultation documents we have prepared as part of our work on the glossary:

1. **A proposed list of terms to be included in the glossary.** Please note no term has yet been translated into all 28 languages.

2. **A first tranche of entries for the glossary.** Please note this preliminary document does not contain entries for all terms included in the proposed list of terms.

My colleagues and I would be most grateful if you would:

1. Review the proposed list of terms and indicate where possible:

   o which you feel ought definitely to be included
   o which you feel might be omitted without loss
   o which other terms you feel should be added

2. Review the first tranche of entries and where possible:

   o indicate your agreement (or not) with any translations provided in your language
   o provide corrected translations where necessary
   o provide translations into your language where these are missing.

Further instructions are included in the documents themselves. If you require more information or clarification, please contact me, Greg Brooks, by email (gregbrooksuk@yahoo.co.uk).

As these preliminary documents are to be discussed at an expert seminar we are holding in Lyon on the 8th and 9th of June, we would be very grateful if you could **return the amended documents by 28 May 2009**.

I also attach a letter of endorsement from the EC and some general information about the study.

Many thanks in advance for your cooperation and help.

Yours faithfully

Greg Brooks

National Research and Development Centre
for adult literacy and numeracy

Dear Colleague

Re. European Commission Study on European Terminology in Adult Learning

As I told you earlier this year, the European Commission (Directorate for Education and Culture) is seeking to improve the quality and comparability of data on adult learning in Europe in order to improve the monitoring of the sector.

NRDC, the National Research and Development Centre for Adult Literacy and Numeracy (based at the Institute of Education, London, UK), has been contracted by the Commission to undertake this Study. The Study has two parts:

a) identifying the main fields of data analysis in the adult learning sector, proposing a core set of data for analysing and monitoring the sector, and proposing a new set of Indicators and Benchmarks to complete the existing 2005 Indicators and Benchmarks;
b) proposing a set of key terms in the adult learning field and producing a glossary offering translations of them in all 28 official languages of the 33 states involved.

This letter and the accompanying document are concerned with the second of these. We now have a finalised and agreed list of the terms to be included in the glossary, and are moving towards completing the translations.

While we will be making full use of existing published data sources and glossaries of adult learning, **we would appreciate your assistance in completing the translations of the terms in the glossary.**

My colleagues and I would be most grateful if you would check any translations provided in your language, provide corrected translations where necessary, and provide translations into your language where these are missing.

I would be grateful if you could give this matter your attention. Please complete as much as possible of what is requested. **Please make all your entries in Track Changes so that they stand out when you return the glossary to me.**

If you would like more information or clarification regarding this study and the glossary, please contact me, Greg Brooks: gregbrooksuk@yahoo.co.uk

We would be very grateful if you could return the information **by 4 November**. I realise that this is a tight schedule, but we need to provide the glossary to the European Commission quite soon.

Many thanks in advance for your cooperation and help.

Yours faithfully

Greg Brooks

9. Annex C: Overview of European and international data sources

Name of data source	Survey Unit	Reference Period	Data collection mode	European coverage	Dates of data collection	Classifications used	Ownership and availability of data
1. Adult Education Survey	Individuals in private households aged 25-64.	12 months (for education and training activities). The reference year is set at 2007.	Varies between countries but face-to-face interviews are recommended.	29 countries: 25 out of 27 Member States (not Ireland or Luxembourg) plus Norway, Switzerland, Croatia, Turkey	Pilot exercise took place 2005-2008. The second AES will take place in 2011 with data becoming available in 2013.	Classification of education, occupation and economic activities in the AES are fully harmonised with those used in other fields of the European Statistical System. The classification of education activities is based on ISCED, the one of occupation on ISCO and the one of economic activities is in accordance with NACE Rev.1.1.	AES is part of the EU Statistics on lifelong learning. Results from 18 countries are published on Eurostat website and micro-data for remaining 11 countries are expected by the end of 2009
General description	The Adult Education Survey covers participation in education and lifelong learning activities (formal, non-formal and informal learning). The survey for the first time proposed a common EU framework including a standard questionnaire, tools and quality reporting and provides a deeper exploration of participation in education and training than LFS as it is able to look at the specific area of education/training; the purpose of participation and providers of education and training.						

Name of data source	Survey Unit	Reference Period	Data collection mode	European coverage	Dates of data collection	Classifications used	Ownership and availability of data
2. Adult Literacy and Life Skills Survey	Individuals aged 16-65 in private households. Data on participation in adult learning were not gathered from full-time students under the age of 25.	For questions on adult learning, the reference period is the last 12 months.	Survey consists of a background questionnaire and a series of tasks designed to measure prose and document literacy; problem solving, numeracy and ICT skill. Data gathered in face-to-face visits to respondents' homes.	Little European coverage in this international survey. Wave 1 included Italy and Norway; wave two included Italy, Hungary, the Netherlands and Norway.	Data collection is irregular: first wave data collected 2003/2004 Second wave data collected 2005-2007		OECD
General description	This OECD survey builds on IALS and is designed to shed light on skill gain and skill loss. The study explores to the interrelationships among skill domains as well as their links to major antecedents and outcomes, such as the quantity and quality of initial education and skill's impact on employability, wages, and health. ALL is designed to enable insights into: 1. Removing skill deficits that act as barriers to innovation, productivity and high rates of economic growth; 2. Limiting and reversing social exclusion and income inequality;						

3. Reducing the unit cost of delivering public health care and education services; 4. Improving quality in a broad range of contexts from public services to quality of life. The background questionnaire gathered data on educational attainment, literacy practices at home and at work, labour force information, information communications technology uses, adult education participation and literacy self-assessment.							
Name of data source	**Survey Unit**	**Reference Period**	**Data collection mode**	**European coverage**	**Dates of data collection**	**Classifications used**	**Ownership and availability of data**
3. Continuing Vocational Training Survey 3	Enterprises with 10 or more employees. Enterprises from all NACE Rev1 activities are included, except Agriculture, forestry and fishing; Public administration, health and education; Households employing domestic staff; Extra-territorial bodies. Apprentices/ trainees	12 months (the calendar year prior to data collection)	Varies between countries but face-to-face interviews are recommended	29 countries (27 Member States, plus Norway and Turkey)	Data collected in 2006 using a base year of 2005	Uses NACE, ISCED, Fields of Training Manual (CEDEFOP/Eurostat) classifications.	Data collected by Eurostat. Basic data are confidential. Research institutes and groups may get permission to use unidentifiable unit-level data.

	excluded from the survey.						
4. Continuing Vocational Training Survey 2	See CVTS3 above	12 months (the calendar year prior to data collection)	See CVTS3 above	25 countries (all 15 Member States, Norway and 9 candidate countries	Data collected in 2000 with a base year of 1999.	Uses NACE, ISCED, Fields of Training Manual (CEDEFOP/Eurostat) classifications.	Data collected by Eurostat. Basic data are confidential. Research institutes and groups may get permission to use unidentifiable unit-level data.
General description	CVTS is the main source of data on vocational training in enterprises. The purpose of CVTS is to collect key data on vocational training provided by enterprises for their employed persons. The survey is used to describe the numbers of participants in employer-sponsored training and personnel training days received by gender, organiser of training and field of education, for example. CTVS also collects data on the costs incurred from the training by cost factor, used forms of training, enterprises' personnel training principles, trends of change in training and obstacles to the organising of training. The qualifying criteria for a CVT are the following: the training must be planned in advance; the training must be organised or supported with the specific goal of learning; the training must be financed at least partly by the enterprise. CVTS4 is due to take place in 2011: it will focus on enterprise strategies (planning, training, occupational/skills need) for employee skill development and place less focus on participants and hours of training as this is now covered by AES.						

Name of data source	Survey Unit	Reference Period	Data collection mode	European coverage	Dates of data collection	Classifications used	Ownership and availability of data
5. International Adult Literacy Survey 3	Household survey using nationally representative samples of the adult population aged 16-65. Some countries sample older adults.	12 months before survey	Face-to-face interviews	Austria, Belgium (Flemish), Czech Republic, Denmark, Finland, Germany, Great Britain, Hungary, Ireland, Italy, Netherlands, Northern Ireland, Norway, Poland, Slovenia, Sweden.	1998		OECD
6. International Adult Literacy Survey 2	See IALS3 above	12 months before survey	Face-to-face interviews	Austria, Belgium (Flemish), Germany, Great Britain, Ireland, Northern Ireland,	1996		OECD

					Netherlands, Poland, Sweden.			
7. International Adult Literacy Survey 1	See IALS3 above	12 months before survey	Face-to-face interviews	France, Germany, Ireland, Netherlands, Poland and Sweden.	1994			OECD

General description	The purpose of IALS is to gather data about international literacy levels. It aims to provide a comparison of prose, document and quantitative literacy from a number of countries using the same measuring instrument. The survey consists of a background questionnaire and self-completion literacy tasks. In analysis, assessments are scored in a number of domains, and a literacy level ascribed to respondents.

Name of data source	**Survey Unit**	**Reference Period**	**Data collection mode**	**European coverage**	**Dates of data collection**	**Classifications used**	**Ownership and availability of data**
8. European Union Labour Force Survey	Individuals in private households aged 15 and over.	4 week period prior to survey	Face-to-face in the first instance, with subsequent interviews by telephone	All EU, EFTA (except Liechtenstein) and candidate countries	Since 2005 data have been collected on a quarterly basis	Internationally agreed concepts and definitions	Data collection is conducted by national statistical institutes and processed centrally by Eurostat
9. Labour Force Survey ad hoc module on lifelong learning	As LFS	12 months prior to interview	As LFS	As LFS	2003	As LFS	As LFS

General description	The EU Labour Force Study provides data on employment, unemployment and inactivity. Various breakdowns are available – by age, sex, educational attainment, temporary employment, full-time/part-time distinction and many other

dimensions.

The quarterly EU LFS forms the basis for Eurostat's calculation of monthly unemployment figures, complemented by either monthly LFS estimates for the unemployment rates or additional sources such as unemployment registers. The resulting monthly harmonised unemployment rate – one of Eurostat's key short-term indicators – is published in a news release and in the online database.

Ad hoc modules are added to the LFS on an annual basis. The 2003 module on lifelong learning

Name of data source	Survey Unit	Reference Period	Data collection mode	European coverage	Dates of data collection	Classifications used	Ownership and availability of data
10. UOE	Education providers	Last academic year for the most part; last financial year for financial questions, last calendar year for graduate tables	On-line questionnaire		Annual	Internationally agreed classifications	Run jointly by the UNESCO Institute for Statistics (UIS), the OECD and Eurostat.
General description	The UOE is a secondary collection of data gathered from administrative sources. It is used to provide data on some core education indicators as well as for a large number of context indicators. It provides data on participation in pre-school education, higher education graduates, cross-national mobility of students in higher education and upper-secondary completion rates of young people. It is the main data source on vocational and education training. Over 60 countries world wide take part in the UOE questionnaire, but not all non-formal adult education programmes are covered by this data collection.						

Name of data source	Survey Unit	Reference Period	Data collection mode	European coverage	Dates of data collection	Classifications used	Ownership and availability of data
11. Eurobarometer on lifelong learning	Individuals aged 15 and over	Last 12 months, where applicable	Face-to-face interviews for 16 countries and by telephone in Iceland	EU15, plus Iceland and Norway	2003	Categories do not correspond to ISCED levels of education	DG EAC/ Cedefop on behalf of DG PRESS
12. Eurobarometer on VET	Individuals aged 18-64	Last 12 months, where applicable			2004	Categories do not correspond to ISCED levels of education	DG EAC/ Cedefop on behalf of DG PRESS
General description	Eurobarometer is an opinion poll run by the Directorate General for Press and Communication which gathers information on public opinion and attitudes towards certain topics. In addition, socio-demographic data are collected on gender, age, civil status, political opinion (left-right scale), age when finishing full-time education and training, source of household income, range of income, current and last occupation and size of residential community. The Eurobarometer on Lifelong Learning gathers information on Past learning experiences, learning preferences, obstacles and incentives, opinion on lifelong learning, important skills, and learning-conducive environment. The Eurobarometer on VET gathers information on Source of acquired knowledge and skills, forms of CVT during and outside working time, recent training and reasons, training policy in the workplace, guidance on and objectives of training, future training.						

Name of data source	Survey Unit	Reference Period	Data collection mode	European coverage	Dates of data collection	Classifications used	Ownership and availability of data
13. Programme for the International Assessment of Adult Competencies	Household survey of individuals aged 16-65. Options will be included for over-sampling younger and older adults	Survey instruments are currently in development	Face-to-face interviews with computer-based assessment	28 countries worldwide have agreed to participate, including Australia, Austria, Belgium, Czech Republic, Denmark, Estonia, Finland, France, Germany, Hungary, Ireland, Italy, Malta, the Netherlands, Norway, Poland, Portugal, the Slovak Republic, Slovenia, Spain, Sweden	Wave 1 data collection scheduled for 2011 (with data available in 2013)	Survey instruments are currently in development	OECD

				and the UK.			

General description	PIAAC will assess the level and distribution of adult skills in a coherent and consistent way across countries. It will focus on the key cognitive and workplace skills that are required for successful participation in the economy and society of the twenty-first century. Four types of competences will be measured: problem-solving in technology-rich environments; literacy; numeracy; reading component measures.
	Through a background questionnaire, PIAAC will also gather a range of other information including the antecedents and outcomes of skills, as well as information on usage of information technology and literacy and numeracy practices generally, and use of key work skills in jobs (a first for an international survey).
	PIAAC will give a picture of the distribution of the proficiency of the population according to the types and level of cognitive tasks they can perform together with the levels of formal education and training achieved. PIAAC will also have links to previous international adult skills assessments. Some analysis of change over time will be possible for countries which participated in either the International Adult Literacy Survey and/or the Adult Literacy and Life skills Survey (but PIAAC will not be a longitudinal survey).
	Importantly, the OECD is open to the possibility of diversifying the scope of PIAAC in future cycles: for example, Schleicher (2008) raises the possibility of an employers' survey in the second cycle:
	Such a survey could throw new light on linkages between competencies, productivity and technological change, as well as on policy settings that affect enterprise-level investment in human capital. Inclusion in PIAAC of an employers' survey could significantly enrich analyses of policy issues relevant to skills shortages and mismatches. Such a survey could also be used to obtain additional indicators of skills demand (p. 636)

Name of data source	Survey Unit	Reference Period	Data collection mode	European coverage	Dates of data collection	Classifications used	Ownership and availability of data
14. ousehold Budget Surveys (HBSs)	Individuals in households, aged over 15	Various, depending on the type of expenditure		EU27, plus Croatia, FYROM, Turkey, Norway and Switzerland.	2005; 1999	HBS is voluntary and Member States have a great degree of autonomy; Eurostat	Collated and published by Eurostat

					attempts to harmonise data although differences remain.	
General description	Household Budget Surveys (HBSs) are national surveys mainly focusing on consumption expenditure. They are conducted in all EU Member States and their primary aim (especially at national level) is to calculate weights for the Consumer Price Index. They were launched in most EU Member States at the beginning of the 1960's and Eurostat has been collating and publishing these survey data every five years since 1988.						

Note: European household surveys such as the LFS, the EU Survey on Income and Living Conditions (EU-SILC) (previously the European Community Household Panel [ECHP]), and the ICT household survey link information on education and training to socio-economic variables and thus provide background data relevant to the monitoring of the adult learning sector. The relevance of the LFS to data on adult learning is discussed at greater length in later in the main body of this report but in general the LFS serves two purposes in relation to establishing this background context. First, results from the LFS provide data on educational attainment levels as well as on lifelong learning through a number of recommended variables on education (for example, the highest level of education or training successfully completed [by ISCED 97 levels]). Secondly, the LFS has the capacity for the addition of ad hoc modules which allow specific issues to be discussed in greater depth. Data for the EC benchmark on early school leavers is derived from the LFS.

The ECHP, which ran annually from 1994-2001, covered topics including household and demographic information, income, education, employment and housing. EU-SILC provides data on income and living conditions combined with a large number of background variables including educational attainment, and thus education can be examined in relation to income, poverty and social exclusion among other factors. Like the LFS, EU-SILC has the capacity to run annual ad-hoc modules on specific topics. The annual ICT household survey allows us to look at educational attainment related to use of ICT instruments.

Such ad hoc modules are a useful tool for gathering adding data on aspects of adult learning using an established and rigorous methodology: topics for ad hoc modules to the LFS and EU-SILC are however planned well in advance.

10. Annex D: Data sources survey invitation

Thank you for agreeing to take part in the European survey of adult learning data. At the bottom of this email, you will find your unique link to the survey. Please keep this email in your inbox so you can access the survey more than once.

The survey is part of the implementation of the European Commission's 2007 Action Plan, It is always a good time to learn. It is intended to address concerns about gaps in data on adult learning, which reduce national and European capacity to monitor, analyse and improve the adult learning sector.

To contribute to these objectives, we have developed an online questionnaire in which we ask you to provide details of data sources on adult learning in your country. This questionnaire is being sent to adult education data experts in all 27 EU Member States, plus the three EEA/EFTA countries and the three accession states.

In this survey, we are interested in data on **all forms of learning undertaken by adults after having left initial education and training**. Within that context, the questionnaire is organised around four areas: inputs, processes, outputs and outcomes. Following are examples of data that may be relevant to each of these core areas.

1. 'Inputs'. These may consist of administrative data on programme funding levels, types and levels of learning provision available, or characteristics of the instructor workforce. Surveys may gather data on inputs such as the educational background and/or skill levels of adults in the general population (i.e. not only those participating in adult learning).
2. 'Processes'. These may include administrative data on modes of programme delivery (e.g. classroom-based or distance learning), or evaluations of the quality of teaching and learning Survey data on processes may identify" patterns of adults' participation in lifelong learning.
3. 'Outputs'. Administrative or survey data on the outputs of adult learning may include information on qualifications earned or progression to higher levels of education.
4. 'Outcomes'. These may include administrative or survey data on economic outcomes such as improvements in job status or income. Surveys may also gather information on longer-term economic outcomes (for individuals as well as for firms or communities), as well as the impact of adult learning on health and social engagement.

The information gathered through this questionnaire will help the research team to identify the data that are currently available across Europe and to identify gaps in the data. This will enable us to make recommendations for improving the monitoring of the sector, and to make recommendations for ways in which the European Community may better support countries in their efforts.

Completing the Questionnaire

We encourage respondents to consider a broad range of potential data sources as they complete this questionnaire. An eligible source of data does not need to have adult learning as its primary focus: for example, a labour market survey may provide important information on adult learning.

Sources of data on adult learning gathered at a European level (for example, the Adult Education Survey, Labour Force Survey, or Continuing Vocational Training Survey) are eligible for this study ONLY where a country collects data that goes beyond the obligatory core data used for that source.

The survey asks respondents to complete one questionnaire form for each data source on adult learning. When you have completed the form for one data source you will be given the option of adding another source, either immediately or at a later date. You can exit the survey at any point and your answers will be saved.

Individuals and organisations within each country may choose to work collaboratively on the survey. The survey is designed to support such an approach.

The survey can be filled in by several individuals or organisations simultaneously, or can be passed sequentially from one individual or organisation to another.

If you and colleagues in your country are working together as part of a team to complete this questionnaire, and wish to work on the questionnaire simultaneously, please:

- Send the email addresses of all participating colleagues to Mr JD Carpentieri at j.carpentieri@ioe.ac.uk. Mr Carpentieri will send each of your colleagues a unique link to the online survey. This will ensure the integrity of the collected data.
-

If you and colleagues in your country are working collaboratively, and wish to work on the questionnaire sequentially rather than simultaneously:

- When you have finished working on the questionnaire and wish to send it on to a colleague, simply click on 'Save and continue later', then enter the email address of that colleague. The survey will then be emailed to him/her.

To visit the survey, please click on the link below:

http://s-wu33u-169770.sgizmo.com/i/30173e8482430p39008

If you could please complete the survey by 25 September 2009, we would be greatly appreciative.

We hope that participants in the study and readers of its reports will benefit from the opportunity to see what adult learning data other Member States collect and to see an analysis of their own country's data collection efforts.

Your time is valuable and we thank you for your willingness to help with this study. Your efforts will be invaluable in helping the European Commission to improve its monitoring and analysis of the adult learning sector.

If you have any questions or experience any problems accessing or completing the survey please contact either JD Carpentieri (J.Carpentieri@ioe.ac.uk) or Jenny Litster (J.Litster@ioe.ac.uk).

11. Annex E: Adult learning experts consulted

Project Team

JD Carpentieri; Jenny Litster; John Vorhaus (NRDC); Jean-Pierre Jeantheau (ANLCI); Brigitte Bosche (DIE); Irenaeus Bialecki (University of Warsaw); Janet Looney; Ursula Howard (NRDC); Greg Brooks (University of Sheffield/NRDC); Maxine Burton (NRDC).

The project team wish to acknowledge the valuable contribution made to this study by adult learning data and terminology experts across Europe.

Lyon Seminar Participants

Eduard Stöger (Austria; Statistik Austria); Kornelia Ilieva (Bulgaria; DVV-International); Vladimir Hulik (Czech Republic; Institute for Information on Education); Jorma Ahola (Finland; Ministry of Education); Tiina Annus (Estonia; Ministry of Education and Research); Michel Rabaud (France; Ministry of Culture); Sabine Seidel (Germany; IES); Anastasia Leonardou (Greece; General Secretariat of Lifelong Learning); Aniko Kalman (Hungary; Budapest University of Technology and Economics); Gunnar Árnason (Iceland; Ministry of Education, Science and Culture); Mary Kett (Ireland; Department of Education and Science); Renate Haas-Beck (Liechtenstein; Adult Education Liechtenstein); Jolanta Spurgien• (Lithuania; Ministry of Education and Science); Marjan Lodewijk (The Netherlands; LVO); Xeni Dimakos (Norway; VOX); Piotr Bartosiak (Poland; Ministry of National Education); Cristina Duarte (Portugal; National Agency for Qualification); Simona Bernat (Romania; Independent Consultant); Zvonka Pangerc Pahernik (Slovenia; Slovenian Institute for Adult Education); Carmen Lillo (Spain; Ministry of Education); Erika Ekström (Sweden; Ministry of Education and Research); Sue O'Gorman (England; NIACE); John Leavey (Scotland; Learning Connections); Ewa Wadolkowska (European Research Associates; Mircea Badescu (Centre for Research on Lifelong Learning); William Thorn (OECD).

Contributions to the Glossary

Translations: Lydia Dachkova (Bulgarian); Sanjica Faletar Tanackovic (Croatian); Marie Ernestová (Czech); Mogens Christoffersen, Torben Fridberg, Vibeke M. Jensen, Krystyna Kowalski (Danish); Maurice de Greef, Pieter Depessemier (Dutch); Jüri Ginter (Estonian); Pehr-Olof Rönnholm (Finnish); Anne Godenir, Jean-Pierre Jeantheau, Christine Mainguet, Marie Odile Paulet (French); Sabine Little, Renate Valtin (German); Eufimia Tafa (Greek); Györi János, Steklács János (Hungarian); Guðmundur Kristmundsson (Icelandic); Gerry Shiel (Irish); Luciano Daina (Italian); Sandra Kalni•a (Latvian); Anica Petkoska (Macedonian); Charles Mifsud, Josephine Milton, David Muscat, Terence Portelli (Maltese); Linda Berg (Norwegian); Irenaeus Bia•ecki (Polish); Maria de Lourdes Dionísio (Portuguese); Simona Bernat (Romanian); Zoran Jelenc (Slovenian); Laura Benítez Sastre, Estela D´Angelo Menéndez, Carmen Sainz Madrazo, Maria Rosa Sobrino Callejo (Spanish); Ulla-Britt Persson (Swedish); Hilal Ku•cul, Deniz Senoçak (Turkish).

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Eduard Stöger (Austria); Fiona Aldridge (England: NIACE); Irja Blomqvist (Finland); Uwe Gartenschlaeger (Germany); Kalman Anikó (Hungary); Anne Costelloe, Diane O'Gorman (Ireland); Renate Haas-Beck (Liechtenstein); Fiona Boucher, John Leavey, Don Mackie, Edith McQuarrie (Scotland); Erika Ekström, Björn Garefelt (Sweden); Philippe Tissot (Cedefop).

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