



A Strategy for Adult Education



Republic of Croatia

Ministry of Science, Education and Sports

A STRATEGY FOR ADULT EDUCATION

Ministry of Science, Education and Sports

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2nd Edition

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A STRATEGY FOR ADULT EDUCATION

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Preface to the 2nd Edition



Following the adoption of A Strategy for Adult Education, we can decidedly say that a significant step forward has been taken in the Republic of Croatia on the issue of the public's reception of lifelong learning and education of adults, as well as in the change in attitude of overall national and education policy toward adult education.

We all agree that investing in the knowledge of every citizen is our priority in developing a competitive economy, reducing unemployment and social exclusion, and creating conditions for mobility within the realm of world and European integrations.

As a path to achieving its assumed responsibilities, the Government of the Republic of Croatia, headed by Prime Minister Dr. Ivo Sanader, has established in May 2006 the Agency for Adult Education (AAE), as the central national institution for the purpose of monitoring, developing, evaluating and improving the adult education system, and whose Centre for Mobility and EU Programmes is responsible for the tasks and duties of the national agency in implementing the Integrated LifeLong Learning Programme and the Youth in Action Programme of the European Commission.

In February 2007, the Croatian Parliament passed the Adult Education Act (Official Gazette, 17/07). The Act has – for the first time – regulated the normative framework for making adult education an integral and equally important part of the education system as a whole, in which our long-standing tradition and experience, as well as modern world and European principles, in particular, have found their place: recognizing non-formal education and learning, certifying knowledge, skills and capabilities, and adapting education to the needs and abilities of adults.

The results achieved and tasks that remain before us bear witness to the fact that the Croatian education system, including adult education, is headed toward its goal: building a society based on knowledge.

Prof. Dragan Primorac, M.D., Ph.D.

Minister of Science, Education and Sports

FOR LIFELONG LEARNING

Leading Croatia towards the European family of “knowledge-based societies and economies” the Government of the Republic of Croatia has adopted a Strategy for Adult Education.

We are more aware than ever that learning is not just an obligation but also a necessity of every individual, regardless of age, previously acquired knowledge, occupation, personal motivation or their work or home environment.

Learning has become as important as health, the environment or peace. Man is, in his essence, a learning being and achieves his objectives, ambitions and needs through learning. Moreover, the more knowledge he possesses, the more knowledge he needs!

With a view to sustain economic growth, reduce unemployment, increase the level of education, build a civil society and foster active citizenship, the State takes responsibility for encouraging education for all, promoting a “culture of learning” and creating a framework for the development of learning communities.

By adopting the Strategy we invite all relevant and interested parties to build partnerships at all levels in order to contribute to the development of Croatia through lifelong learning.

Dragan Primorac, M.D., Ph.D.

Minister of Science, Education and Sports

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**A STRATEGY
FOR ADULT
EDUCATION**

I. INTRODUCTION

The right to learn, according to the UN Universal Declaration of Human Rights, is one of the basic human rights:

Article 26

“Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit.

Article 27

Everyone has the right freely to participate in the cultural life of the community, to enjoy the arts and to share in scientific advancement and its benefits.

Article 29

Everyone has duties to the community in which alone the free and full development of his personality is possible...¹

Croatia has a century-old tradition of institutional adult education. After World War II an outline was established, which in the mid-fifties acquired all the characteristics of a system and was incorporated at the local and state level. A great number of adult education institutions (e.g. people's universities, a lot of workers' universities, primary schools for adults, secondary evening schools and two-year evening colleges), with quite a number of students, together with a constant improvement of andragogic workers, made the Croatian education system one of the most developed, not only in former Yugoslavia, but in Europe altogether. Thus, we may well say that in the sixties the system of adult education in Croatia was going through its “golden phase”.

The educational reform in the 70s destroyed, through administrative violence, the concept of adult education, and until then well-organized institutions – the pillars of this kind of education – were brought to the margin of developments in contemporary education and culture.

¹ The UN Universal Declaration of Human Rights, 1948.

2. THE INNOVATION OF ADULT EDUCATION IN THE CONTEXT OF LIFE-LONG LEARNING

The practice of adult education, in many of its components and characteristics, is almost equal to the practice of the developed countries. Croatia has a network of institutions for adult education almost all over the country, and a great number of different institutions that, along with their regular activities, implement programmes for adult education. Educational opportunities, especially in the area of non-formal education, are great, and, as a rule, have emerged as an answer to the educational needs of the citizens and corporations. There is a common public attitude that in adult education, as well as in other segments of the education system, the principles of the traditional system have prevailed.

This statement is to a large extent true for the sphere of formal education, and is derived from the fact that formal adult education is carried out by teachers in regular schools and a centralized system of curriculum making. In non-formal education the situation is different.

After a long period, during which the official Croatian politics and government had no understanding for adult education, and as a result of an intensive joining and opening toward the European and world integrations, there has been a noticeable shift.

In December 2002 the Croatian Academy of Arts and Sciences adopted and made public its "Declaration on Knowledge". This document emphasises the importance of knowledge as the main lever of growth, and the need for the advancement of education and science according to the global quality criteria, as the first step toward a knowledge society. The increase in the allocations for education and science must be the priority of the development policy and a confirmation of the country's European orientation.²

In March 2004 the Government of the Republic of Croatia and the National Council for Competitiveness adopted "55 recommendations for the growth of Croatian competitiveness", and highlighted four key national strategic objectives:

1. Realization of the sustainable growth of GDP;
2. Reduction of unemployment;
3. Improvement of the quality of life;
4. Increase in the level of community involvement.

² The Croatian Academy of Arts and Sciences, "The Declaration on Knowledge", 2002.

The attainment of these objectives is based on education for growth and development. "Every national economy and its competitive position depend mainly on the quality of the available human resources. The exploitation of these resources and the investment into their quality are the main factors of growth".³

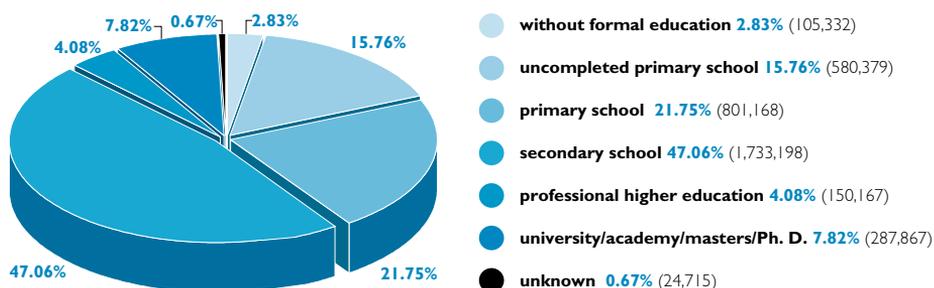
Education will contribute to the growth of competitiveness if the following is attained:

- increasing the level of education of the population,
- constant modernising of the contents and methods of education at all levels of the education system, and the orientation toward the development of basic competencies,
- establishing a system of evaluation and self-evaluation of the quality of educational processes and outcomes,
- increasing the allocations to education by the employers and the state,
- more involvement in the processes of education and learning (starting with the preschool system).

The motto "Doing nothing costs most!" suggests the urgency of action. Establishing permanent qualified study groups that would determine short-term, medium-term and long-term needs for knowledge and skills in key economic areas, based on an established system of collecting data on the needs of the labour market would make the development of appropriate educational programmes adapted to the development of the necessary knowledge and skills possible.⁴

The 2001 Census provides data on the educational structure of the Croatian population.⁵

Figure 1: Percentage of population ages 15 and up according to completed education level.



³ 55 recommendations for the growth of the Croatian competitiveness.

⁴ Ibid.

⁵ Source: Central Bureau of Statistics.

At the beginning of the 21st century a general consensus was reached that knowledge is the basic production force in human society and the main condition for its success. Differences in knowledge and its application have become the main factors according to which countries are divided into the developed and underdeveloped, rich or poor.

In modern rich societies the main lever of growth is the intellectual asset of people, and its quality depends directly on the system of education and training. It is beyond dispute that education and training substantially contribute to sustainable national development and a desirable and permanent development of an individual. The developed countries regard the education system a top priority, and implement those strategies of the development of education and training which contribute most to the economic, social and cultural development of the society and the individual. Thus, the possession of knowledge is the basis for an even distribution of world power, as well as for the preservation of national sovereignty and individual freedom, well-being and culture.

The modern strategy of education is based on the principle of lifelong learning, which relies on the fact that the quantity of new knowledge is extending very fast, so the knowledge acquired through a traditional education system becomes outdated and is not sufficient for the needs of an individual and the community.

The development of societies in the 21st century will also depend on the possibility of a critical mass of the active population to acquire a high level of new literacy. That is, "the literacy for the 21st century" is a condition for the development not only of each individual, but also of the common well-being.⁶ The requirements of the new literacy are based on the necessity for ongoing acquiring of new knowledge, skills and abilities.⁷

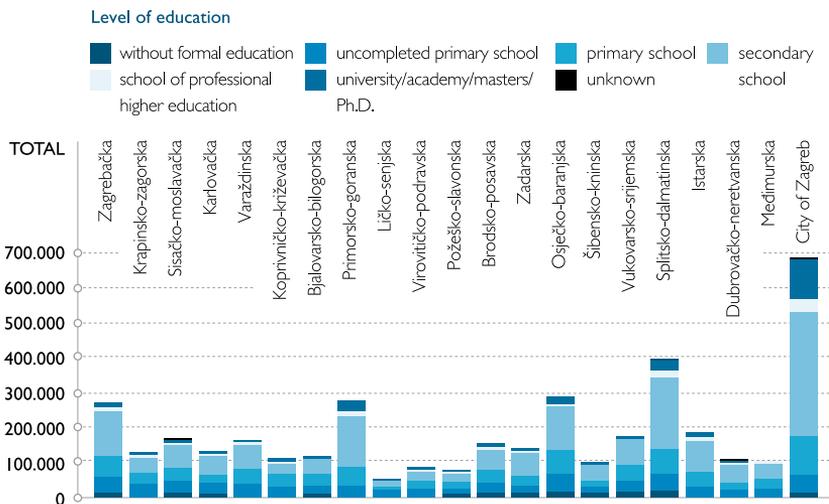
In the process of globalisation all countries are expected to preserve their existence and to develop their competitiveness through knowledge, that is, to cooperate in the development of their respective education systems, a process in which each country reserves the right to respect their own historical, cultural, educational and other traditions.⁸

6 Sanader, I: The patron's speech at the International Conference "Adult Education – Towards the EU", Zagreb, 20-21 May 2004.

7 Pastuović, N: Journal "Adult Education" 1/4-2000, The Andragogical Centre, Zagreb.

8 Pack, D: The European Policy of Adult Education/learning. Presentation at the International Conference "Adult Education – Towards the EU", Zagreb, 20-21 May 2004.

Figure 2: Population aged 15 and over according to the level of education, by counties:



3. THE OBJECTIVES OF THE STRATEGY

Upon receiving a positive recommendation (*Avis*) from the EU, Croatia committed itself to developing its own education system which will rely on the modern achievements of the united Europe.⁹ By way of this, Croatia has also accepted the obligation to adopt a coherent and comprehensive strategy for lifelong learning and an action plan by 2005.¹⁰

The European Commission has adopted a document “Establishing a European Area for Lifelong Learning”, which presents a coherent and consistent strategy founded on the following “building blocks”:

- developing a partnership approach,
- gaining insight into the educational needs of – individuals, organizations, the labour market and wider society,
- ensuring adequate resourcing: financial, material, human, creating a culture of learning by increasing learning opportunities, raising the number of students, creating “learning organizations” and “learning communities”,
- setting up mechanisms for the assessment of quality and quality assurance, evaluation and monitoring in order to ensure constant development and improvement with the goal of excellence.¹¹

On its way to the European family of the “knowledge-based society”, Croatia accepts lifelong learning as a basis of its whole education system, for the purpose of realizing and improving permanent employability and active citizenship.¹²

Consequently this strategy sets the following objectives:

- to develop measures, organisational, financial and in regard to human resources for realising lifelong learning as a right and an obligation of all the citizens of the Republic of Croatia: women, men, youth, senior citizens, retired people, the employed, the unemployed, housewives, employers, homeland war veterans, the poor, the illiterate; to include the imagination and abilities of all Croatian citizens

⁹ The Opinion of the European Commission on the application of Croatia for membership in the European Union.

¹⁰ The European Commission “Education and Training 2010 – Diverse Systems, Shared Goals”, Brussels, COM(2003) 685 final.

¹¹ Making a European Area of Lifelong Learning a Reality, Brussels, COM(2001) 678 final.

¹² European Commission: A Memorandum on Lifelong Learning, Brussels, SEC(2000) 1832.

and their active participation in all aspects of life with a view to “get Croatia moving”;

- to develop a system of adult education that will offer equal opportunities for quality learning throughout life to all people, and in which education is based on and results from the demands and needs for learning;
- to develop measures for joint and coordinated action of the relevant ministries, social partners and educational institutions;
- to create legal and professional prerequisites for establishing comprehensive adult education as an integral part of the Croatian education system;
- to adjust educational planning and programming, the strategies and ways of teaching and learning, so that people’s knowledge and skills match the possibilities and needs of individuals as well as the demands of jobs and occupations, work and the social environment;
- to encourage and equip people to participate in all spheres of modern life, especially in social and political life at all levels, including European level;¹³
- to encourage the use of new information and communication technology in lifelong learning and adult education, as it, among other things, enables an individual approach to learning that is more suitable for adults (the choice of the most convenient study time and other favourable conditions);
- to speed up the integration of labour and learning – in line with the OECD economies
- as new trends support a continuous link between education and labour, instead of the traditional separation between studying and lifelong labour.

Lifelong learning is considered to be a continuing process “from cradle to grave” and it rests on four basic pillars according to which individuals must: “learn how to know”, “learn how to do”, “learn how to be” and “learn how to live together”.¹⁴ People will only plan for consistent learning activities throughout their lives if they *want* to learn. The process of learning, as a rule, is continued by those whose experiences of learning in early life were successful and personally rewarding. If they are to carry on learning it is important to create accessible learning opportunities as far as timing, pace, location and financial means are concerned. They will feel more motivated to take part in learning if the content and methods take into account their cultural perspectives and life experience. And finally, adults will want to invest time, effort and money in further learning, for personal and career reasons, if the skills and the knowledge and expertise they have already acquired are recognised. Personal motivation for learning and a diversity of learning opportunities are basic conditions for a successful implementation of lifelong learning.

¹³ European Report on Quality Indicators of Lifelong Learning, Brussels, 2002.

¹⁴ Report by UNESCO Committee for the Development of Education for the 21st Century.

There are three categories of purposeful learning:

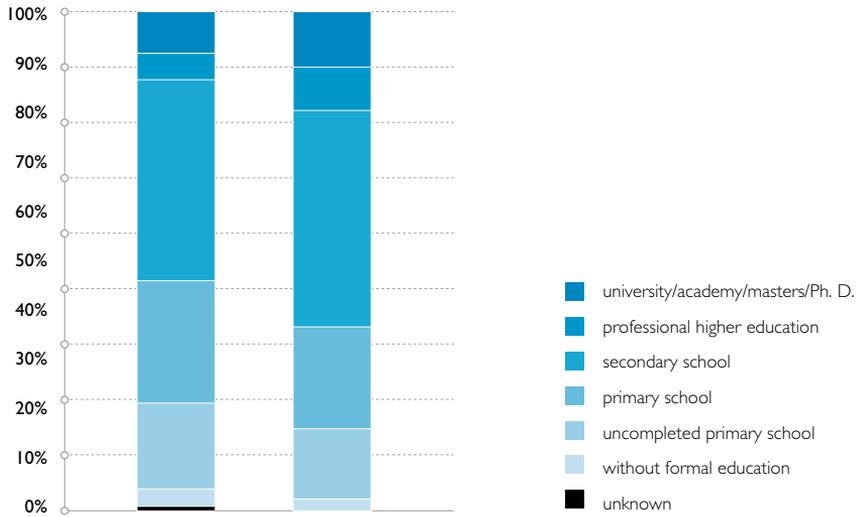
- *Formal education*, which takes place in different educational institutions and through which officially recognised diplomas and qualifications are obtained, starts mainly between the age of 5 and 7 and lasts until the age of 20 or 25;
- *Non-formal education*, which takes place aside from the official system of education and does not usually lead to formally recognised certificates. It may be organised in the workplace and through different civil societies' organisations, such as youth organisations, trade unions and political parties, or through organisations and services that complement formal education systems, such as music classes, sports clubs or pre-examination private tutoring;
- *Informal education*, which is a regular occurrence in everyday life. Unlike formal and non-formal education, informal learning is not necessarily intentional and may not be recognised even by individuals themselves as a factor that contributes to their knowledge and skills.

Until now, formal learning has determined policy-making, shaping the ways of acquiring knowledge and expertise, and affecting people's understanding of what learning is. In continuous lifelong learning non-formal education is far more important. The fact that computer technology had established itself in homes sooner than in schools underlines the importance of informal learning. Informal contexts provide enormous learning reserves, making them an important future source of innovation in learning and teaching methods.¹⁵ This is the source of a need for the recognition of non-formal learning. It is, thus, beyond dispute that adult education has now become more important than ever before. So, adult education must become an integral and equally important, but specific part of the whole education system, not only in practice, but also at the level of politics and state/society governing. The infrastructure of the adult education in the developed western countries, especially the EU countries, is *sine qua non* of a successful and diversified education and learning practice. It is characterised by clearly defined legislation, including the rights and financial obligations of the state, regional and local structures and funds, as well as by a well-established network of institutions, associations and foundations that implement the programmes and tasks of adult education, and finally, it is characterised by a transparent practice of the evaluation of the outcomes of adult education, both at the level of research and development projects and at the practical level.¹⁶

¹⁵ European Commission: A Memorandum on Lifelong Learning, Brussels, SEC(2000) 1832.

¹⁶ Bogdanović, S and others: A Development Model of a *Pučko otvoreno učilište*, HZPOU, 2001.

Figure 3: Expected educational structure of the population in 2011:



4. THE DEVELOPMENT OF ORGANISATIONAL, TECHNICAL AND FINANCIAL PREREQUISITES

4.1 Adult Education Policy and Legislation

Adult education in Croatia is nowadays partially regulated by legislation: the Law on Primary Education¹⁷ and the Law on Secondary Education¹⁸, which comprise special Articles that define the activities, means of realisation and the institutions licensed to carry out adult education, and the Statute on Secondary Adult Education,¹⁹ as a regulation on implementation.

The institutional framework for carrying out adult education is provided by the Law on Adult Learning Institutions [hereafter referred to as *pučka otvorena učilišta*],²⁰ introduced in 1997, which regulates the activity, the establishing and the structure of these institutions. It also defines the application of the Institutions Act.²¹

Due to the flaws in the Law on Adult Learning Institutions the following improvements must be made:

- the Law must be harmonized with more recent regulations (according to these laws, some services can only be carried out within corporations);
- mutual rights and obligations of the founder and the institution must be clearly defined (according to the existing law the founder has rights, and the institution has only obligations);
- consequences that arise due to a lack of regulations on the funding of services must be done away with (adult education is transferred to the market, and there is no public support or responsibility taken by the state or the local community).

The management of *pučka otvorena učilišta* was decentralised after the Institutions Act had been introduced. *Pučka otvorena učilišta* are run by the governing councils appointed by the founders and managed by the principals who are appointed by the governing councils. In almost all such institutions the principals must, during the election process, submit a programme of the development of the institution. Members of the governing councils and principals are re-elected every four years.

¹⁷ Law on Primary Education ("Narodne novine" No.69/03-cleared text).

¹⁸ Law on Secondary Education ("Narodne novine" No. 69/03-cleared text).

¹⁹ Statute on Secondary Adult Education ("Narodne novine" No. 112/00, 89/03, 194/03).

²⁰ Law on Adult Learning Institutions ("Narodne novine" No. 54/97, 109/99 – Decision of the Constitutional Court).

²¹ Institutions Act ("Narodne novine" No. 76/93, 29/97, 47/99).

Developed European countries have integrated the right to education in other areas of legislation as well, first of all in the labour legislation (e.g. leave of absence for education purposes).²² In Croatia that question is regulated only in principle by the Law on Labour²³ as the employer's obligation i.e. the worker's right to paid leave for the purpose of education, training and vocational training, while the means and the extent of the realisation of that right is a matter of the collective agreement. However, there are examples such as the Basic Collective Agreement for Employees in the Public Sector,²⁴ which provides only for unpaid leave for the purpose of education and vocational training related to the jobs performed by the employee or to their profession or the employer's line of work, which is a step backward, because according to the former collective agreement the employee had a right to paid leave. This is even more confusing, since in health care, for example, for which there is still no collective branch agreement, all professional workers have an obligation to continuously improve professionally in order to renew their licence for independent work.

Having accepted a number of international documents, since V. CONFINTEA in Hamburg,²⁵ Croatia committed itself to:

- passing laws and taking other measures and applying political mechanisms for the recognition of the right to education for all adults through cooperation with all partners;
- setting up services of mass communications and counselling through developing methods for the recognition of experiential and previous learning;
- developing strategies which would make adult education also accessible to all excluded groups, offering them assistance in choosing ways of learning which best suit their aspirations;
- emphasising the importance of the International Women's Day (8 March) and the International Literacy Day (8 September), and marking the OUN Lifelong Learning Week.

While simultaneously encouraging decentralisation and giving more authority to social and other partners, the state remains responsible for developing a framework and creating conditions for an adult education development strategy in the context of lifelong learning, as well as for monitoring its implementation and success.²⁶ The Government of the Republic of Croatia must approach adult education with inter-ministerial collaboration of all relevant ministries: the Ministry of Economy, Labour and Entrepreneurship, the Ministry of Family, Homeland War Veterans and Intergenerational Solidarity and others – with the Ministry of Science, Education and Sports at the helm.

22 Laws of the Federal Republic of Germany, France, Hungary.

23 Law on Labour ("Narodne novine", No. 38/95, 54/95, 65/95, 17/01, 82/01, 114/03, 142/03).

24 Basic Collective Agreement for Employees in the Public Sector ("Narodne novine", N. 03/02).

25 V. CONFINTEA (Declaration and Agenda for the Future, Hamburg, 1997).

26 Primorac, D.: Presentation at the International conference "Adult education – Towards the EU", Zagreb, 2004.

By accepting the initiative for the introduction of the Law on Adult Education, the Ministry of Science, Education and Sports must set up a special administration for adult education.

At the beginning of 2004 the Government of the Republic of Croatia appointed the Commission for Adult Education with a task to suggest measures and strategies for educational development of adults, and to draw a draft proposal of the Law on Adult Education.

4.2 Statistical Observation of Adult Education

Because of a lack of recognition of adult education as an equally important part of the whole education system, Croatia does not provide for systematic statistical observation of adult education. It is, therefore, impossible to completely rely on any information regarding the number and kind of institutions, the structure and quality of education, the structure and quality of students and teachers, the sources and purposefulness of funding, and other relevant indicators.

The Central Bureau of Statistics observes formal primary and secondary adult education as part of the activities classified as class 80.42. – Adult education and other education of the National Classification of Activities. It also observes the work of *pučka otvorena učilišta* for three years for the needs of the Ministry of Culture and other beneficiaries. Statistical observation is of crucial importance for the development of the activities. However, under the existing circumstances, the Central Bureau of Statistics highlights the problem of inaccessibility of data and defining report units and basic concepts.²⁷ It has for that reason accepted the initiative of the Andragogic Centre to take part in the project “Devising Instrumentarium for Statistical Observation of Adult Education”. It is important to ensure that the state provide financial support for that project.

Setting up statistical observation of adult education, in line with Eurostat, will substantially change the educational structure of the population.

4.3 Funding for Adult Education

According to the existing legislation there is no systematic public responsibility and national and local support for adult education. Individuals themselves bear the expenses of their education, or the employer when it comes to acquiring professional knowledge.

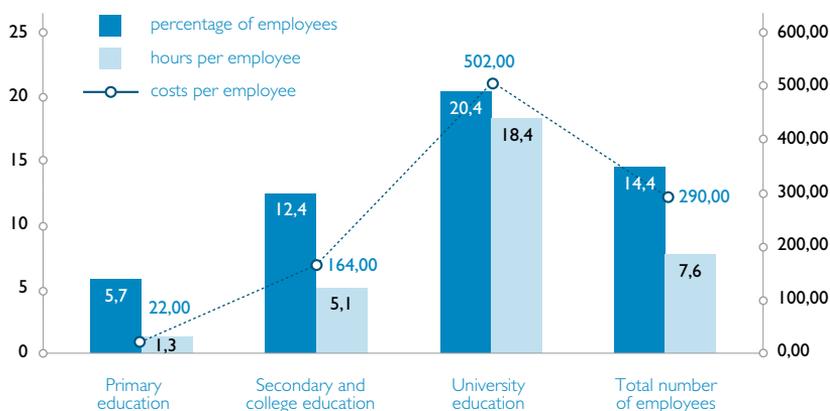
According to research on the competitiveness of the workforce, Croatian companies invest in the development of the competitiveness of their employees below all world or European standards.²⁸

²⁷ National Programme of the Republic of Croatia for Joining the EU – 2004.

²⁸ Pološki, N., Frajić, D.; Indicators on the Competitiveness of the Croatian Workforce – Results of Empirical Research.

However, according to the data from 1999, compared to the countries that were then candidates for joining the EU, with regard to the percentage of the companies that provide additional education for their employees, Croatia was between Estonia and Slovenia, thus holding a relatively high position.²⁹

Figure 4: Total percentage of the employees who have undergone additional education, total number of hours of additional education per employee, total costs of additional education per employee in kuna; per qualifications in 2002.



One of the biggest problems in adult education is the fiscal policy. The Law on Value Added Tax³⁰, despite its institutional approach, puts public educational institutions in the same class of tax payers with corporations, thus equating education with economy, for which the tax rate is 22%. Such fiscal policy does not encourage adult education, and this is in contrast with the practice of most developed countries. The exception is programmes of formal (primary and secondary) education verified by the Ministry of Science, Education and Sports.

The Sixth Council of Europe Directive on the harmonisation of the laws of the Member States regulates exemptions from Value Added Tax.

Article 13 of the Directive stipulates that the education of children or young people – school or university education, vocational training or retraining, including the supply of services and goods closely related thereto, and which are provided by the bodies governed by the public law or by other organizations defined by the Member States as having education as their target activity – be tax-free.

In this matter the condition for the exemption from Value Added Tax is the nature and the content of the activity.³¹

²⁹ Ibid.

³⁰ Law on Value Added Tax ("Narodne novine" No. 47/95, 106/96, 164/98, 105/99, 54/00, 73/00, 127/00, 48/04, 82/04).

³¹ Sixth Council of Europe Directive 77/388/EEC of 17 May 1977.

Due to an unequal status of adult education in the framework of the whole education system, the institutions for adult education are subject to Value Added Tax.³²

Many European countries stimulate and motivate their citizens to get an education through regulations on Value Added Tax, so they are granted various tax incentives and receive subventions for education. Taking into account a low educational structure and high development needs, Croatia should follow that example and ensure a system for the funding of adult education.

4.4 Supply of Educational Opportunities

In the context of lifelong learning, adult education aims at advancing the following:

- professional knowledge and skills,
- entrepreneurial and managerial knowledge,
- communication skills,
- social skills,
- creative expression skills,
- citizenship skills,
- skills for resolving different family problems,
- environmental skills.

A comprehensive supply encompasses *economy-oriented* educational programmes, aiming at enhancing long-term employability, *society-oriented* educational programmes, focused on promoting active citizenship, as a means of fighting all kinds of social exclusion, and especially *person-oriented* educational programmes targeting personal development.

The development of educational supply is facing several new demands, one of which has to do with openness. Education must be accessible to all and each individual must be given an opportunity to participate in the process of learning in the way that best suits their abilities and needs. Special attention must be paid to special target groups. The other demand refers to flexibility. Flexible economy and society require a change in the domain of educational qualifications. This means that in the future we must “part from the construct of employment based on qualificatory and pedagogic terms”.³³ Flexibility in education means:

- flexibility in finishing education – recognition of non-formal education (personal competence card, educational vouchers as a means of proving one's competences.³⁴ With regard to an estimated participation of adults in educational programmes, it can be assumed that the recognition of non-formal education in Croatia would result in a much better picture of the educational structure of the population;

³² Law on Value Added Tax (“Narodne novine” No. 127/00, 163/03).

³³ Gruber, E.: *Modernisation by Means of Flexibility of Further Education*, published in: *The Prospects and Tendencies of Adult Education in Europe*, HZPOU, Zagreb, 2000.

³⁴ The European Commission: *White Paper on Education and Training*.

- flexibility of curricula – modularisation, NVQ (National Vocational Qualifications) model, which is in Europe particularly emphasised in the field of vocational training and which ensures accessibility to education for all in different life situations and promises occupational mobility. Unlike other south-eastern European countries, which have already started developing their national NVQ models within the PHARE or CARDS projects, in Croatia this initiative was first discussed in 2003, initiated by the Electrotechnical Faculty, and should be further developed within the CARDS adult education project in 2005;
- flexibility of content – instead of focusing on delivery/acquisition of as much knowledge as possible, more and more emphasis is given to acquiring skills such as learning how to learn, creativity and problem solving;
- flexibility at the level of methodology/didactics – more and more emphasis is given to self-organised or self-governed learning.

Basic Skills and Primary Adult Education

According to the Action plan and the *EFA Goals*³⁵ a universal and just access to primary education is the most powerful weapon against poverty. Primary education is the basic precondition for further education. In Croatia primary education is compulsory and free.³⁶ However, 685,711 citizens 15 years of age and older did not finish primary school, 3% of whom did not have any education. Unlike in 1990, in 2003 the Government of the Republic of Croatia adopted a ten-year project on literacy for adults “For a Literate Croatia – a Path to a Desirable Future”, in accordance with the framework of the UN Resolution “Decade of Literacy 2003-2012”.³⁷ The Government allocated considerable funds for primary adult education: 1,200,000 kuna for 2003 and 10,000,000 kuna for 2004.

The target group of the project is the age group 15-50, a total of 91,391 (13.3%). Apart from being given an opportunity to finish primary school, the participants will also be given an opportunity to complete vocational training, required for less complicated jobs on the labour market.

The implementation of the project has shown some flaws which need to be corrected:

- lack of marketing and campaign that would provide necessary information to the public and those interested in the project;
- curriculum, which is only slightly modified in comparison with the curriculum of regular primary education;
- textbooks and other learning materials are almost non-existent, so the lessons rely solely on the teachers' notes;

³⁵ “Education for All”, World Education Forum, Dakar, 2000.

³⁶ The Constitution of the Republic of Croatia (“Narodne novine” No. 41/01 – cleared text).

³⁷ Resolution of the 54th UN General Assembly.

- classes are taught by teachers working in regular primary schools, who have no andragogic knowledge or skills, and a large number of them, no experience at all in teaching adults.

Together with the traditional concept of literacy – reading, writing and arithmetic, the new concept of “literacy for the 21st century” includes the ability to read with an understanding, communication skills, knowledge of foreign languages, ICT skills and the use of technology, a good understanding of natural and social events, problem solving and teamwork skills, accepting others and those who are different and competence for lifelong learning. Non-formal education plays an important role in satisfying these demands.

In 2003 at 14 *pučka otvorena učilišta* active in smaller towns (Ludbreg, Bjelovar, Nova Gradiška, Sesvete, Velika Gorica, Čakovec, Osijek, Šibenik, Kutina, Slatina, Samobor, Dugo Selo, Rab and Daruvar – four of which gravitate to Zagreb), 1,142 students finished different training programmes, 3,212 students took language courses and 390 took computer courses.³⁸

Secondary Adult Education

Secondary adult education includes programmes for acquiring school or vocational qualifications, programmes of retraining and vocational training and upgrading. The implementation of these programmes is supervised by the Ministry of Science, Education and Sports. During the process of verification all institutions must prove that they meet the requirements in regard to personnel and facilities. At the end of such programmes students receive certificates, with no external evaluation. From April to June 2004 some 150 legal entities applied to the Ministry of Science, Education and Sports for the verification of their programmes.

There are numerous examples of longstanding partnerships between the employers, the Central Employment Office and *pučka otvorena učilišta*, all of whom try to meet the educational demands of the labour market and to comply with modern tendencies in adult education. Taking advantage of legal possibilities, educational institutions develop such curricula that take into account previously acquired knowledge and skills of adult students as well as the demands of the employers, while the Central Employment Office and the employers bear most of the costs of such training.

Vocational training of adults is based on programmes that consist of two parts: general education and apprenticeship with the final apprenticeship examination. The apprenticeship programme consists of the technical-theoretical part (theory of occupation) and practical part. The programmes, pedagogical documentation and the programmes for the apprenticeship and master’s exams are issued by the Minister of Science, Education and Sports, the Croatian Chamber of Trade and the Minister of Crafts, Small and Medium Enterprises. In the process of retraining, the candidates’ general education is acknowledged and they

³⁸ Source: The Croatian Association for the Education of Adults.

are obliged to pass only the apprenticeship or master's examination. The precondition for taking the apprenticeship exam is at least a year of practical work in the trade, and the precondition for taking the master's exam is the completed general-education part of the programme and at least three to five years of experience in the trade. Since 1996, when the programmes were first introduced, 9,909 candidates have passed the apprenticeship examination and 3,484 have passed the master's examination.³⁹

Higher Education

In the context of lifelong learning, colleges and universities must also promote the principles of openness, flexibility and creativity, and establish a closer link to the economic sector.

Although it may seem paradoxical, those who are more educated seek education and are more often involved in learning activities than those less educated, who should feel a greater need for further education. Thus, a highly-educated population is the main driving force of the "knowledge-based society".

College and university lifelong learning is of special importance for maintaining the competence and work reliability of highly educated experts in different fields. In the last four decades constant changes in technology have caused fast changes in knowledge and have influenced the social conditions, perceptions and the philosophy of life, and most of all, the labour market. For that reason in the early sixties a culture of continuing education was developed, which was extremely well-organised by professional associations: courses, workshops, seminars and other ways of delivering education. In addition, leading foreign experts were invited to scientific and expert conferences to give lectures on the latest scientific and technical achievements. After all, participating at international conferences is an important contribution to the renewal of knowledge. Still, it is usually a non-formal transfer of knowledge and as such it is insufficient when it comes to leading technical and organisational knowledge and when the economy needs experts who will ensure the transfer of technology and who possess knowledge and skills.

Croatia lacks experts in natural and technical sectors, while other sectors are faced with the problem of unemployment. Thus, lifelong learning must include such additional training that will prepare people to be flexible.

We support organised participation of universities and colleges in the programme of lifelong learning. For example, colleges should develop specific courses, seminars and exercises as part of their basic programmes. Such training should be accessible to all professionals. An important dimension of this activity is lifelong learning of teachers, who also need to refresh their knowledge.

³⁹ Source: The Croatian Chamber of Trade.

“Second Chance for Education”

People who start, but do not finish their regular education, are a special problem for the community, because they account for about 18% in secondary education and 35% in higher educational programmes. A possible reason for that relatively high dropout rate is insufficient vertical and horizontal mobility of the education system, and an undeveloped model for the individualisation of learning. However, it is important to build a system of approaching each “discouraged” person and a model for additional motivation for their reintegration into the process of learning.

In the context of lifelong learning, there is more and more interest in university education of adults, motivated by various factors: promotion at work, change of occupation and the personal needs of individuals. To answer these needs university institutions can offer open and flexible programmes, which would definitely improve the educational structure of the population in this, for the development of society, very important segment of the education system.

Education of the Employed

Due to the “dying out” of certain professions on the labour market, the appearance of new ones and a long procedure, the classification of professions was outdated at the very beginning. Therefore, the labour market will in the future rely more on the catalogue of knowledge, rather than the catalogue of professions.

The employed are not exempt from acquiring new knowledge and skills. In more and more occupations, the licensing of new knowledge is being introduced, at the level of university, college and secondary education, which will make continuing employability possible.

Education of the Unemployed

Croatia has a high rate of unemployment, which stood at 17.4% in June 2004.⁴⁰ Apart from the reasons linked to the Homeland War and the negative consequences of privatisation in economy, one of the most important causes for unemployment is also low and inadequate educational structure of the working population. An important means for employing people is the measures of active labour market policy, which includes education and training. The provider of education for the unemployed is the Central Employment Office, which in the year 2003 defined the need for education of unemployed people in the sphere of short supply jobs (shipbuilding and civil engineering), as well as the need for acquiring additional knowledge and skills required by the labour market that most unemployed lack (ICT skills, foreign languages...). 3,000,000.00 kuna has been provided for the realisation of the education plan, which will not suffice for its completion. The emphasis will be on shorter programmes of vocational training and on jobs for which it is necessary to develop practical skills for performing simpler tasks.

⁴⁰ Source: Central Bureau of Statistics.

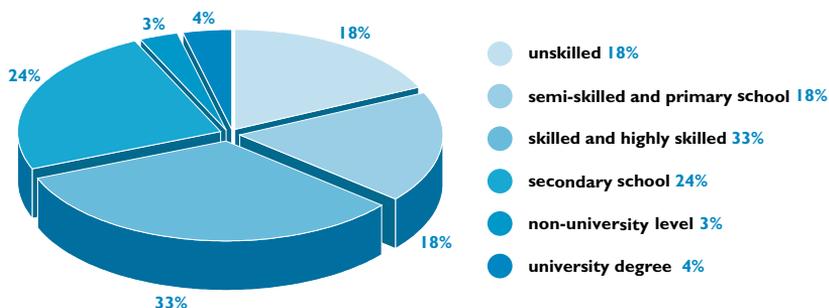
Education for the purpose of employment is provided by educational institutions that offer verified programmes and are licensed to issue official certificates. An unemployed person who joins such educational programmes is offered financial help by the Central Employment Office to the amount that equals the minimal financial compensation, travel expenses, actual costs of textbooks and expenses for the required protective clothing, footwear and other tools.

Apart from providing education based on verified programmes to the unemployed, the Central Employment Office offers workshops in which people learn how to find a job more efficiently and more easily, such as “Self-evaluation workshop”, “How to find a job”, and “How to present yourself to the employer”. 372,550 kuna has been spent for 7,451 individuals.

One of the measures for encouraging employment carried out by the Central Employment Office is called “A job for everybody through learning”. It includes, among other things, subventions for educational activities – introduction to the job, vocational training, additional training, retraining and vocational upgrading for a known or unknown employer. These measures are open to all who have been unemployed for more than 30 days, regardless of their age, level of education or previous work experience. 11,649 people have found employment through this programme, which has proved this measure to be the most successful one.

The measures for increasing employment implemented by the Central Employment Office are mainly aimed at unemployed persons younger than 25. In Croatia in 2002 there were more than 110,000 of them. However, special attention must be paid to older unemployed people who often have little education, very little self-esteem and are not motivated for further training. Due to very frequent bankruptcies of Croatian companies, during which older employees are the first to be laid off, the older population is very likely to fall into the category of the long-term unemployed. The adult education system has a special task to help those people to continue to be useful members of the community.

Figure 5: Structure of unemployed by education (average 2003).



Source: Bureau of Statistics

Regions that were devastated and demolished during the Homeland War are of special interest. Local economies are still underdeveloped and the unemployment rate is very high.

An active national policy on employment is of crucial importance. On the basis of the Law on Employment and the unemployment rights, the Government of the Republic of Croatia develops an annual plan for the fostering of employment. On the basis of that plan the Central Employment Office and other authorized legal entities implement measures for the purpose of fostering employment, developing entrepreneurship, enhancing the flexibility of the employers and the employees in line with the demands of the labour market and the application of the same conditions when employing women and men.

For the purpose of monitoring the implementation of that plan, the Government sets up a commission consisting of the representatives of the social partners, the relevant ministries and other interested groups active on the labour market, with the Prime Minister at the head.

It is determined by law that the measures for the fostering of employment include: programmes for creating new jobs; programmes for the adjustment of jobs for certain categories of the unemployed; programmes for employing special categories of the unemployed (older people, the disabled, long-term unemployed people, Homeland War veterans etc.); programmes for self-employment; programmes for the preparation of workers working for employers who are changing over to new production programmes or new technologies; programmes of regional and professional mobility and programmes of conducting studies, research and other projects regarding the labour market.⁴¹

The active employment policy ensures cooperation between the Government, the employees and the unions within the framework of the Governing Council of the Central Employment Office and the Socioeconomic Council at the national and county level.

The drafting of the final version of the National Employment Action Plan, which is based on the European employment strategy,⁴² the evaluation of the Croatian labour market and a set of special measures, is in progress: active and preventive measures for the unemployed and the inactive; creating new jobs and fostering entrepreneurship; fostering change and promoting adaptability and mobility on the labour market; investment in human capital and lifelong learning; increase in workforce and promoting active aging; gender equality; supporting integration and combating discrimination in the labour market for disadvantaged people; regional diversity.

Education of Homeland War Veterans

Among special groups of the unemployed, 27,256⁴³ Homeland War veterans stand out, 35.19% of whom do not have secondary education. The employment and education of the veterans, as well as the children of those killed in the war, is the responsibility

41 Law on Mediation in Employment and the Rights During Unemployment ("Narodne novine" No. 32/02).

42 European Employment Strategy, European Commission, Brussels, COM (2003/6) final.

43 Programme for Vocational Training and the Employment of Homeland War Veterans in 2004, Ministry of Family, Homeland War Veterans and Intergenerational Solidarity, 2004.

of the Ministry of Family, Homeland War Veterans and Intergenerational Solidarity. The state budget for 2004 allocates 30,000,000.00 kuna for the implementation of the following measures: vocational training for a known or unknown employer; measures for self-employment and promotion of small and medium-size businesses; encouraging the founding of war veterans' cooperatives and supporting individual business projects that will create new jobs.

Education for Entrepreneurship

The spirit of entrepreneurship is the basis of the market economy. The formal education system has not yet acknowledged the importance of, for this region, such a new way of thinking. It is, therefore, a great responsibility of adult education to make up for that fault, especially to achieve more success in self-employment.⁴⁴

Many institutions in Croatia are active in this field. Through their programmes they offer education and expert help to the entrepreneurs. The Ministry of Economy, Labour and Entrepreneurship and The Ministry of Defence support such programmes through various projects.

Education of Managers and Leaders

In the market economy, highly competent managers play an important role. Formal education of managers is possible in higher education, at all the faculties of economics and business schools, as a two-year or four-year study, or as a one-semester specialisation. Apart from the undergraduate studies, there are also postgraduate and doctoral studies.

Informal education of managers is carried out by various institutions – chambers, employers' associations, private consulting and other firms, and economic entities (mainly bigger ones).

Education for the Third Age

Due to a longer lifespan, education for the third age is becoming more and more important. The diversity of programmes makes it possible for older people to fulfil their desire for new knowledge and skills, which they could not gain before, mainly due to lack of time, and to gain new knowledge and skills which are imposed on every person, to lose the feeling of being a “weakened” member of the community. These programmes are becoming more and more part of the educational programmes that are offered by *pučka otvorena učilišta* and a number of nongovernmental organisations.

⁴⁴ European Commission: The Concrete Future Objectives of Education Systems, Brussels, COM(2001) 59 (final).

Figure 6: Structure of unemployed by level of education and sex.

Year	Month	Total		Without formal education and uncompleted primary school		Primary school		Vocational education (up to 3 years), skilled and highly skilled workers		Vocational education (4 or more years), grammar school		School of professional higher education, 1 st degree of university education, professional studies		University education, academies, masters, Ph.D.		
		Total	Women	Total	Women	Total	Women	Total	Women	Total	Women	Total	Women	Total	Women	
2004	I	324,965	188,844	22,273	12,057	75,880	44,948	129,259	65,812	76,084	52,772	8,709	5,502	12,760	7,753	
	II	326,029	189,581	22,280	12,055	76,749	45,373	129,783	66,348	76,229	52,949	8,605	5,367	12,383	7,489	
	III	325,238	189,134	22,122	11,961	76,254	45,214	130,195	66,497	75,901	52,724	8,552	5,322	12,214	7,416	
	IV	316,967	184,965	21,661	11,652	73,961	43,966	126,813	65,110	74,001	51,549	8,465	5,319	12,066	7,369	
	V	305,198	178,479	21,148	11,345	71,118	42,329	121,836	62,764	71,181	49,711	8,198	5,152	11,717	7,178	
	VI	295,646	172,823	20,756	11,110	68,745	41,042	117,676	60,549	68,762	47,882	8,196	5,195	11,511	7,045	
	VII	293,275	171,554	20,419	10,926	67,327	40,360	117,205	60,122	68,385	47,607	8,359	5,399	11,580	7,140	
	VIII	293,842	171,864	20,396	10,922	67,048	40,193	117,508	60,128	68,530	47,706	8,597	5,623	11,763	7,292	
	IX	299,469	174,544	20,232	10,820	67,173	40,327	120,767	61,515	71,529	49,568	8,215	5,255	11,553	7,059	
	X	0	0													
	XI	0	0													
	XII	0	0													
	∅	308,959	180,199	21,254	11,428	71,584	42,639	123,449	63,205	72,289	50,274	8,433	5,348	11,950	7,305	

4.5 Educational Infrastructure

Adult education, as a regular or additional activity, is the responsibility of the following institutions and organisations:

- *pučka otvorena učilišta* (public or private),
- primary and secondary schools that carry out adult education programmes,
- colleges,
- education centres in corporations,
- various private schools (e.g. for foreign languages),
- driving schools,
- professional associations and organisations,
- nongovernmental associations and organisations,
- political parties,
- employers' associations,
- trade unions,
- third age educational institutions,
- penal institutions and institutes,
- religious institutions,
- foreign institutions, schools and organisations.

This, at first sight rich and diversified range of adult education institutions in regard to non-formal education, hides an incoherent, voluntary "system" of educational infrastructure, unclear spatial and human potential and an unresolved financial status, caused by various *ad hoc* factors.

According to the commercial courts' data, in Croatia there are:

- 82 *pučka otvorena učilišta*, 2 *otvorena učilišta* and 18 *učilišta*,⁴⁵
- 7 people's universities, 5 of which were set up by the local government and 2 of which were privatised,
- 20 community centres and 3 culture centres, set up by the local government, some of which also organize educational activities along with cultural activities.

There are 23 legal entities registered at commercial courts (limited liability companies and stock companies) that carry out adult education activities. Out of 132 institutions, 59 were set up by local governments.

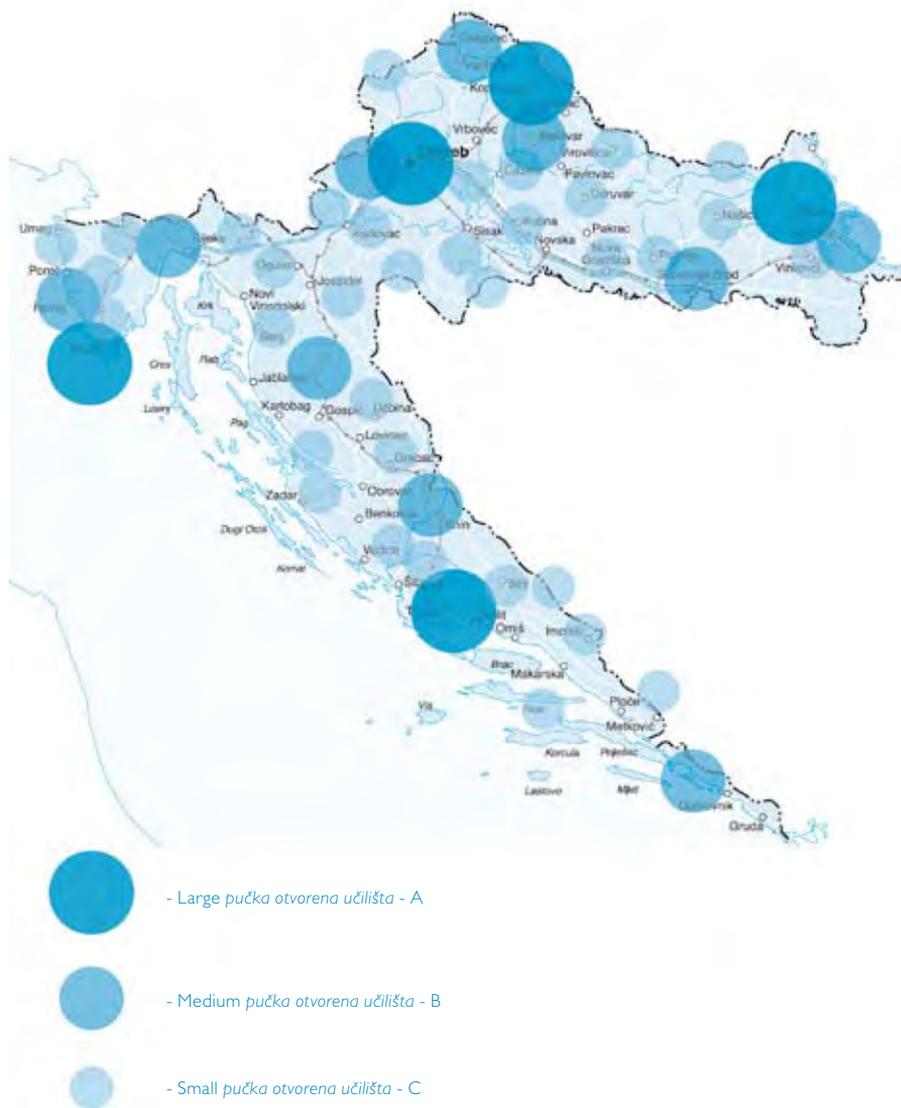
⁴⁵ Equivalent of *Pučka otvorena učilišta*.

Figure 7: Number and distribution of *pučka otvorena učilišta* in the Republic of Croatia on the day of March 7, 2007.⁴⁶

	City	Number of <i>pučka otvorena</i> učilišta	City	Number of <i>pučka otvorena</i> učilišta	
1.	Beli Manastir	1	41.	Osijek	2
2.	Benkovac	1	42.	Otočac	1
3.	Biograd n/m	1	43.	Ozalj	1
4.	Bjelovar	2	44.	Pakrac	1
5.	Buje	1	45.	Pazin	1
6.	Buzet	2	46.	Petrinja	2
7.	Čakovec	1	47.	Ploče	1
8.	Daruvar	1	48.	Poreč	2
9.	Donja Stubica	1	49.	Požega	1
10.	Drnj	1	50.	Pula	2
11.	Dubrovnik	1	51.	Rab	1
12.	Duga Resa	1	52.	Rijeka	1
13.	Dugo Selo	1	53.	Rovinj	1
14.	Dvor	1	54.	Samobor	1
15.	Đakovo	1	55.	Senj	1
16.	Garešnica	1	56.	Sesvete	2
17.	Gospić	1	57.	Sinj	1
18.	Imotski	1	58.	Sisak	1
19.	Ivanić-grad	1	59.	Slatina	1
20.	Karlovac	3	60.	Slavonski Brod	2
21.	Knin	1	61.	Slunj	1
22.	Komiža	1	62.	Solin	1
23.	Koprivnica	2	63.	Split	5
24.	Krapina	1	64.	Sveti Ivan Zelina	2
25.	Križevci	1	65.	Šibenik	3
26.	Kutina	2	66.	Trogir	1
27.	Jelsa	1	67.	Umag	2
28.	Labin	1	68.	Valpovo	1
29.	Lučko	1	69.	Varaždin	2
30.	Ludbreg	1	70.	Velika Gorica	1
31.	Mala Subotica	1	71.	Vinkovci	1
32.	Mali Lošinj	1	72.	Vodice	1
33.	Nova Gradiška	1	73.	Vrbovec	1
34.	Novigrad (Istra)	1	74.	Vrbovsko	1
35.	Novi Marof	1	75.	Zabok	2
36.	Novska	1	76.	Zagreb	17
37.	Obrovac	1	77.	Zaprešić	1
38.	Ogulin	1	78.	Zlatar	1
39.	Omiš	1	79.	Županja	1
40.	Oroslavje	1	TOTAL	117	

⁴⁶ According to the Commercial Court Registers, on the day of March 7, 2007 there was a total of 117 *pučka otvorena učilišta*.

Figure 8: Pučka otvorena učilišta in the Republic of Croatia, number and location.



The conditions and capacities of the premises of adult education institutions differ greatly. A few of those which have received substantial funding in recent years stand out. The situation is the same regarding equipment, such as modern teaching materials and tools.

Adult education in Croatia in the second half of the 20th century was developed following the German model, and is still very similar to it. Bearing in mind that the German Association of High Populist Schools is one of the leading European associations for adult education, this is a good foundation for future development.

Out of 59 *pučka otvorena učilišta*, established in the period between 1950s and 1970s by local governments, today 49 are members of the national association – The Croatian Association for the Education of Adults. The association was established in 1954, and since 1996 it has been a member of the European Adult Education Association and the International Certificate Conference for Learning Foreign Languages. Membership in the association is voluntary, and requires a decision of the governing councils of the institutions, with the consent of the founders.

The objectives and tasks of the association are promoting the development of adult education; mutual associating of the members for the purpose of accomplishing mutual interests; encouraging cooperation with other related institutions and organisations; representing and presenting members to third parties, especially the relevant state and local authorities; lobbying the relevant authorities to adopt the education policy in accordance with the needs of adults and modern trends in Europe and the world; international cooperation; providing expert and legal help to member institutions; ICT activities; improving the quality of the training programmes and the competence of professionals in member institutions. In order to improve and raise the level of competency, the Croatian Association for the Education of Adults has set up the Croatian Summer Andragogical Academy, which has been organised annually as an international gathering since 1995, and which reflects the needs and interests of modern adult learners (study of foreign languages, international ICT certificates, training of Homeland War veterans, adult education legislation etc.).

In 1971 an Andragogic Centre was established in Croatia as a public institution for the fostering of adult education. In the last century it was a nursery of andragogic workers for all of south-eastern Europe, the main bearer of the development and research projects. With a few of its specialised libraries it was in the centre of publishing activities, and it is known worldwide by its Summer Andragogic School in Poreč, Winter Andragogical School in Samobor and its journal “Adult Education”, which has been the only journal for adult education in Croatia since 1959. The Andragogic Centre has not had any state support since 1990, so it realises all its activities and income solely on the market. The activities of the Andragogic Centre encompass education, development, research and publishing.

This year, the Centre, in cooperation with the Croatian Association for the Education of Adults, organised the International Summer Andragogic Academy, for teachers training in adult education. The participants came from 8 East-European countries.

The Croatian Education Institute,⁴⁷ which became independent of the Ministry of Education and Sports⁴⁸ in 2003, has developed a new approach to adult education through establishing the Adult Education Centre as its special unit.

In the field of non-formal education there are a lot of associations, e.g. the Society for Lifelong Learning and the Croatian Andragogic Society.

4.6 Teachers in Adult Education

As it has already been mentioned, there are no reliable indicators regarding the number or structure of teachers in adult education. Considering the variety of educational programmes, classes for adults are held by experts from other fields more than by teachers.

Teachers in formal education with no teaching qualifications must acquire additional pedagogical and psychological education in order to become educators, which is organised by the faculties of philosophy. Thus sub-statutory acts, which define the teachers' qualifications and development, do not define adult education as a special field.

The Andragogic Centre, the only institution that specialises in adult education, organises workshops on new methods in adult education, and has been running a verified training programme for basic andragogic knowledge and skills since 2003. Following the example of the Slovenian Andragogic Centre, new modular training programmes will be developed in the future.

Since 1995, the Croatian Association for the Education of Adults has been organising the Croatian Summer Andragogic Academy, for the purpose of professional development of principals and professionals working in *pučka otvorena učilišta*.

Numerous conferences organised in the past few years suggest that there is a need for organising the study of andragogy at universities and institutions of higher education. Although Croatia has a rich tradition of educating experts in andragogy, at the faculties of philosophy and the Summer and Winter School of Andragogists, today there is only one department of andragogy, located at the University of Rijeka Faculty of Philosophy's Department of Pedagogy.

As a profession, teaching faces decisive changes in the coming decades: teachers become guides, mentors and mediators.⁴⁹ Adult education is essentially different from children's

47 Now the Education and Training Agency.

48 Now the Ministry of Science, Education and Sports.

49 European Commission: A Memorandum on Lifelong Learning, Brussels, SEC(2000) 1832.

education also according to the target groups. Each group, as well as each adult student in the group, brings various previously acquired knowledge and experience, the acceptance and respect which contribute to an adult learner's motivation to finish a particular programme and to continue with education. Sometimes, and recently quite often, that knowledge and experience is greater than the teacher's. Thus, adult students must be the subject of the educational process, while the educational process must aim toward fulfilling their needs. "The capacity and the confidence to develop and practise open and participatory teaching and learning methods should therefore become an essential professional skill for educators and trainers, in both formal and non-formal settings. Active learning presupposes the motivation to learn, the capacity to exercise critical judgement and the skill of knowing how to learn. The irreplaceable heart of the teaching role lies in nurturing precisely these human capacities to create and use knowledge".⁵⁰ For that purpose, the profession of educators must be made more attractive. The action plan must provide adequate measures for the continuous professional development of teachers-educators, which will have a positive effect on professional advancement.⁵¹

4.7 Research and Development Projects

A lack of research and development projects in adult education is one of the main reasons for its insufficient level of development.

The study of educational needs is necessary if we want to ensure successful and efficient improvement of educational programmes.

International projects are important not only from the aspect of European and global integrations, but also for the development of education within the country through the exchange of experience and examples of good practice, the presentation of achievements, the association of experts, institutions and organisations and through creating and developing networks.

There is hardly a single state in Europe which has not participated in international projects on adult education (SOCRATES, Grundtvig, Leonardo, CARDS etc.) – except Croatia. The main reason for the country's lagging behind is a lack of understanding of the importance of adult education.

The only state project on adult education was "Contribution to the Stability of South-Eastern Europe Through Fostering Local and Regional Structures of Adult Education" - the Stability Pact 2000-2003. The objectives of the project were:

- lobbying for the development of adult education; the National Debate on the Memorandum on Lifelong Learning was organised in cooperation with the Parliamentary Committee for Education, Science and Culture; an introductory seminar "EU and South-Eastern Europe" was organised in cooperation with

⁵⁰ Ibid.

⁵¹ European Commission, "Education and training 2010", Brussels, COM(2003) 685(final).

EAEA, also the First Conference on Adult Education, the presentation of PISA, as well as the first week of lifelong learning in Croatia and the Croatian Andragogic Academy (main topic: Legislation In Adult Education);

- capacity building – four workshops for teachers on new methods in adult education; participation at international conferences, observation abroad, supplying computer equipment for *pučka otvorena učilišta*, establishing *pučka otvorena učilišta* on the Central Dalmatian islands;
- improving educational programmes – introducing the Xpert European Computer Passport.

By way of the project, a specialised library “Theory and Practice of Adult Education” has been set up, with five publications and the journal “Adult Education”.

European Training Foundation (ETF) and *The European Centre for the Development of Vocational Training (CEDEFOP)* are important European institutions that support the development of vocational, i.e. adult education in the context of lifelong learning.

4.8 Partnership in Adult Education

Today partnerships are an unavoidable way of cooperation between all relevant parties, within or outside the formal system of education. At the national and county level, as well as at the level of employers and institutions, social partners must be provided with a multiple “users” role; investors, negotiators and promoters of learning. Local level partnerships are essential for complete and efficient implementation of learning strategies ‘on the ground’. These should include public administration and local government offices, socio-economic county councils, local advisory councils on employment, educational institutions and related services such as information, guidance and counselling, research centres, enterprises (as part of their corporate social responsibility), public employment services, nongovernmental organisations (especially various interest groups – potential learners).

4.9 Certification

In the knowledge economy, developing and using human resources to the full is a decisive factor in maintaining competitiveness. In this context, diplomas, certificates and qualifications are an important reference point for the employers and individuals alike on the labour market and in the enterprise. The rising demand for qualified labour by employers and increased competition between individuals to gain and keep employment is leading to much higher demand for recognised education than ever before.⁵²

Formal education always finishes with issuing a public certificate. In the sphere of non-formal education, especially learning of foreign languages and ICT skills, apart from private

⁵² The European Commission, A Memorandum on Lifelong Learning, Brussels, SEC(2000) 1832.

certificates there is a number of international certificates (British Council, Goethe Institute, ICC, or Microsoft, ECDL, Xpert European Computer Passport etc.).

4.10 Evaluation

Evaluating the quality and success of the delivering of education must be based on the competence that individuals will gain through a certain programme. The success of education must be evaluated regarding the increase in competences for a particular activity, which may include both knowledge and skills. Any programme offering retraining or new knowledge/skills will be evaluated on the basis of the gained competence for a particular field.

The evaluation of the acquired knowledge and skills in all programmes offered should be based on carefully designed tests and those programmes should be included in a points system. Learning outcomes should be listed in the certificate, so that they can be registered in the employment record card.

The evaluation of the quality of education is an important task, and it will be necessary to elaborate the procedures for all of the aforementioned activities.

The next level of evaluation is the qualitative evaluation of the training process, vocational upgrading and continuing adult education, i.e. how successfully the programmes, teaching and learning strategies, within the framework of lifelong learning, meet the personal needs of individuals and the society, as well as the requirements of modern technologies, that is, how the objectives of lifelong learning are achieved.

5. **MONITORING THE IMPLEMENTATION OF THE STRATEGY FOR ADULT EDUCATION**

By the end of this year the Government of the Republic of Croatia will develop an action plan for the following year and will assign bodies responsible for monitoring the implementation of measures and activities of the action plan.

For the purpose of monitoring the quality and pace of the implementation of the strategy and the action plan, it is necessary to develop a methodology of evaluation containing relevant indicators. The evaluation will be done at different levels of the system of adult education: structural and functional, i.e. how successful the established system is; are the outcomes expected; at what level should it be improved, changed and modified: at the level of institutions, cooperation networks, laws, regulations, funding, etc., at the national, regional or local level.

The Strategy for Adult Education and the Action Plan for its implementation for 2005 were developed by the Parliamentary Commission for Adult Education.

Members of the Commission:

1. Prof. Dragan Primorac, M.D., Ph.D., Minister of Science, Education and Sports - Chairman of the Commission
2. Želimir Janjić, State Secretary, Ministry of Science, Education and Sports, Deputy Chairman of the Commission
3. Vladimir Vranković, State Secretary, Ministry of Economy, Labour and Entrepreneurship
4. Antun Palarić, State Secretary, Central State Administration Office
5. Vitomir Begović, Head of the Office for Social Partnership in Croatia, Member
6. Zrinka Blažević, Director, Central Employment Office
7. Petar Turčinović, Director of the Ministry of Foreign Affairs and European Integration Diplomatic Academy
8. Damir Matković, President of the Croatian Association for Adult Education
9. Detlef Oppermann, Director of Saarland Association for Adult Education, Germany, Member
10. Anita Klapan, University of Rijeka, Faculty of Philosophy
11. Nevenka Lončarić Jelačić, Agency for Education and Training
12. President of the Socioeconomic Council
13. Vice-President of the Socioeconomic Council



**ADULT
EDUCATION
ACT**

ADULT EDUCATION ACT

(Official Gazette 17/07)*

I GENERAL PROVISIONS

Article 1

- (1) Adult education comprises the entire process of adult learning with the purpose of:
- exercising the right to an unrestrained development of personality,
 - training for employability: earning qualifications for a first-time career, professional retraining, acquiring and expanding vocational knowledge, skills and abilities,
 - enabling one for civic participation.
- (2) Adult education is part of the unique education system of the Republic of Croatia.

Article 2

- (1) Adult education is based on the principles of:
- lifelong learning,
 - rational use of educational opportunities, proximity and accessibility of education to all on equal conditions, in accordance with different individuals' abilities,
 - liberty and autonomy in the choice of style, content, form, resource and method,
 - respect for diversity and inclusion,
 - professional and moral responsibility of employees working in the field of andragogy
 - guarantee of the quality of educational choices,
 - respect for the personality and dignity of each participant.
- (2) Adult education shall be conducted as a public service, as stipulated by this Act.

* The Adult Education Act was passed on 2 February 2007 and published in the Official Gazette No. 17/2007. The Act entered into force on the eighth day of the date of its publication in the Official Gazette.

Article 3

- (1) Adult education shall be conducted as formal, non-formal, informal and/or self-guided learning.
- (2) Formal adult education shall mean such operations as take place within institutional and publicly verified forms of education, with the purpose of acquiring vocational knowledge, skills and abilities.
- (3) Formal adult education includes the following:
 - primary school education of adults,
 - secondary school education of adults; earning a secondary school degree or qualification, a lower qualification, receiving professional retraining, training and supplemental training,
 - higher education.
- (4) Formal adult education shall be governed by special provisions which regulate the said operations, except regarding the matters regulated by this Act.
- (5) Non-formal adult education includes organised learning processes. Its purpose is to enable adults to meet the needs of the labour market, to participate in a variety of social activities, and to reach a higher degree of personal development.
- (6) Informal adult education includes activities in which adults accept such views, values, skills and knowledge as are gained through everyday experiences, as well as a range of other influences and sources from their environment.
- (7) Self-guided adult learning includes activities in which an adult independently establishes control over the learning process, as well as a responsibility for the results of the said process.

Article 4

As stipulated by this Act, adult education may be conducted by adult learning centres [*pučka otvorena učilišta*], primary schools, secondary schools, higher education institutions, foreign language schools, institutions which accommodate and look after the welfare of persons with special needs, correctional and other institutions (hereinafter: adult education institutions), as long as they fulfil the requirements as stipulated by this Act.

II ADULT EDUCATION PROGRAMMES

Article 5

- (1) Adult education encompasses such educational programmes as enable adults to enhance their knowledge of, and skills in:
 - reading, writing and mathematical operation,
 - mastery of their mother tongue and foreign languages,
 - mastery of information/communication technologies,

- working within their given profession,
 - entrepreneurship and management,
 - creative expression and participation in arts and cultural events,
 - responsible practice of basic civic rights and duties and awareness of active civic participation,
 - protection/preservation of the environment, special social skills and abilities, as well as other types of knowledge, skills and abilities.
- (2) Adult education programmes (hereinafter: programmes) are adapted to the age, previous education, knowledge, skills and abilities of adults.
- (3) Programmes from Paragraph 1 of this Article are issued by an adult education institution, unless differently stipulated by a special ordinance.

Article 6

The programme shall identify:

- a) the title of a programme,
- b) the competencies to be acquired through a programme,
- c) enrolment requirements, progress made in and completion of a programme,
- d) the duration of the programme and the ways in which a programme can be conducted,
- e) the staff, as well as the didactic approach, facilities and other requirements for conducting a programme,
- f) the description of the system of evaluation of participants' performance.

Article 7

- (1) A programme may be conducted through: regular lessons, consultation-instruction, consultation-correspondence, open lessons, distance learning, multimedia approach and by other suitable means.
- (2) Programmes may have a modular structure.

Article 8

- (1) A programme may be conducted by: teachers, instructors, professors, professionals, lecturers, coaches, counsellors and others (hereinafter: adult educators).
- (2) Adult educators shall fulfil the requirements stipulated by the given programme.

Article 9

- (1) Adult educators may become employees of adult education institutions pursuant to the provisions as stipulated by the Law on Labour.

- (2) If an adult educator does not clock in more than one-half of the full-time working hours in a school year, the adult education institution may enter into a temporary contract with such an employee.

Article 10

Adult educators shall have the right and an obligation to participate in professional andragogic supplemental training.

Article 11

- (1) Adults shall have the opportunity to demonstrate their knowledge, skills and abilities, regardless of the means by which these were acquired, by taking an examination.
- (2) Examinations from Paragraph 1 of this Article shall be organised and conducted by such institutions of adult education, as also execute programmes for the acquisition of such types of knowledge, skills and abilities, except for the graduation examination [*state matura*], which is conducted by the National Centre for External Evaluation of Education.

Article 12

- (1) Knowledge, skills and abilities acquired by adult education under the terms and provisions of this Act shall be certificated by a public document.
- (2) The title, content and form of the document from Paragraph 1 of this Article shall be prescribed by the minister in charge of education (hereinafter: the minister).

Article 13

Taking apprenticeship, master's and professional qualification examinations for the purpose of working in affiliated fields shall be performed pursuant to Trades Act regulations, and with regard to the following: the title, content and form of the certificate being attained as a result of passing an examination, as well as the monitoring of the legal compliance of the organisation and conducting of examinations.

III ADULT EDUCATION INSTITUTIONS

Article 14

- (1) An adult education institution may be established by the following:
 - the Republic of Croatia,
 - units of local and regional self-government,
 - other legal or natural persons.
- (2) The Institutions Act applies to adult education institutions.

Article 15

Adult education institutions shall fulfil their duties independently, through mutual cooperation, cooperation with other educational institutions and through other legal persons.

Article 16

- (1) An adult education institution may conduct a programme if it is registered as a provider of adult education services and if it fulfils staff, facility and material requirements as specified by the programme, which must be in accordance with the standards and norms required in order for the programme to be conducted.
- (2) Standards and norms from Paragraph 1 of this Article and the methods and accreditation procedures are prescribed by the minister.

IV STUDENTS

Article 17

- (1) An adult education student may be a person who is at least 15 years of age and fulfils other requirements prescribed by the programme.
- (2) The status of student is acquired by enrolment in a programme.
- (3) The status of student shall be terminated at the end of a programme, by dropping out of a programme or by other means which the educational contract sanctions and through which the student and the adult education institution regulate their respective rights and obligations.

Article 18

- (1) In order to participate in programmes that are conducted in accordance with this Act, employees may exercise their right to educational leave for the duration of at least 7 days per annum.
- (2) Realisation of educational leave rights shall be determined by an agreement between the employee and employer.
- (3) For the purpose of exercising his rights to educational leave, the employee shall be obliged to provide the employer with the programme application form, as well as certificates of participation and completion of the programme. The adult education institution shall issue certificates and proof of participation in the programme without charging any fee.

Article 19

- (1) The right to educational leave may be realised with or without compensation.
- (2) In the educational leave period for which the employee is receiving compensation, the employee shall receive compensation in the amount equal to the sum that would be received for regular labour.

V MONITORING AND DEVELOPMENT OF ADULT EDUCATION

Article 20

The following shall participate in the monitoring and development of the adult education system: the Adult Education Council (hereinafter: Council) and the Agency for Adult Education (hereinafter: Agency).

Article 21

The Council is an expert advisory body of the Government of the Republic of Croatia, and it shall have the following tasks:

- monitoring conditions and proposing measures for the development of adult education,
- proposing and providing opinions about proposals in regard to legal provisions and regulations for implementation,
- suggesting ways of financing adult education programmes, for which funds are secured in the state budget.

Article 22

- (1) The Council shall be comprised of a president and 12 members, appointed by the Government of the Republic of Croatia, and proposed by the minister, for a period of four years, ensuring all the while that ministries, adult education institutions, employers and unions are well-represented.
- (2) The minister shall name Council member and presidential candidates on the basis of a public proposal submitted by heads of central state administration bodies, adult education institutions, business and professional organisations, trade unions and employer associations that have a social partner status.
- (3) The work of the Council shall be conducted in accordance with the relevant rules of conduct.
- (4) The Agency shall perform administrative duties for the Council.

Article 23

- (1) The Agency is an institution whose task shall be the monitoring, developing and evaluation of the adult education system in the Republic of Croatia.
- (2) In performing the tasks from Paragraph 1 of this Article, the Agency shall engage in the following activities:
 1. Perform analytical and developmental tasks in the field of adult education,
 2. Harmonise proposals of professional bodies,

3. Monitor operations of adult education institutions,
 4. Provide professional advice,
 5. Perform professional and supplemental training of employees in the field of adult education,
 6. Provide innovative solutions, monitoring and evaluation of the implementation of adult education programmes,
 7. Stimulate cooperation and participation in the implementation of adult education programmes and projects,
 8. Maintain a database and provide information and records to bodies of state administration and the relevant ministry, as well as other key data, regarding the monitoring of conditions and the development of adult education,
 9. Prepare analyses of functional operations in adult education,
 10. Name criteria for the establishment, implementation and monitoring of systematic financing of adult education with regard to programme, investment and material operations,
 11. Performing other tasks as prescribed by the statute on the establishment of the Agency.
- (3) The Agency shall perform tasks and duties of the national agency for the implementation of the Integrated LifeLong Learning Programme and the Youth in Action Programme of the European Commission.

VI FINANCING ADULT EDUCATION

Article 24

Funds for financing and stimulating adult education shall be provided from the state budget, from budgets of local and regional self-governing units (hereinafter: public funds), or shall be received directly from students, employers and other sources, in accordance with the Law.

Article 25

Funds from the state budget shall be provided for:

- costs of conducting primary school education programmes for adults,
- costs of conducting secondary school education programmes for adults who have only completed primary school, as well as for other educational programmes,
- costs of monitoring, improving and developing adult education.

Article 26

From budgets of local and regional self-governing units, funds may be provided for:

- investments and maintenance of investments in adult education institutions founded by local or regional self-governing units,
- material business costs with the purpose of performing adult education activities in adult education institutions founded by local or regional self-governing units,
- costs of conducting programmes.

Article 27

Financial incentives may be granted to adult education institutions from the state budget and budgets of local and regional self-governing units for the following:

1. Provision of instructional material and other equipment,
2. Development and implementation of innovative programmes.

Article 28

Funds from the state budget and local and regional self-governing units from Article 25, Subparagraph 2 hereof, Article 26, Subparagraph 3 hereof and Article 27 hereof shall be allocated to adult education institutions by way of public tender.

VII SUPERVISION

Article 29

- (1) Administrative supervision and inspections of adult education institutions shall be performed by the ministry which claims jurisdiction over education.
- (2) Supervision of professional work of adult education institutions shall be performed by the Agency.

VIII DOCUMENTATION AND ADULT EDUCATION RECORDS

Article 30

- (1) Adult education institutions shall keep relevant records,
- (2) The content, form and method of storing and protecting data shall be prescribed by the minister.

Article 31

- (1) Records shall be kept on adult education institutions, programmes, students, employees and other data instrumental for the monitoring of operations and development in the field of adult education.
- (2) The content and method of record keeping from Paragraph 1 of this Article shall be prescribed by the minister.

IX PENAL PROVISIONS

Article 32

- (1) An adult education institution shall be penalised for offences by a fine in the amount of 5,000 to 20,000 kuna, if:
 1. The institution acts in violation of regulations from Article 12, Paragraph 2 hereof; Article 16, Paragraph 1 hereof; Article 17 hereof; Article 30, Paragraph 1 hereof; Article 31, Paragraph 1 hereof,
 2. The institution spends public funds for unspecified purposes,
 3. The institution charges students for expenses which are financed by public funds.
- (2) Responsible persons at an adult education institution shall be penalised for acting in violation of Paragraph 1 of this Article by a fine in the amount of 1,000 to 10,000 kuna.
- (3) As a protective measure, an adult education institution may be prohibited from conducting a programme for one to three years, if in violation of Paragraph 1 of this Article.
- (4) The minister and director of the Agency, or individuals authorised by them, shall have the authority to file a suit for any violations of Paragraph 1 of this Article.

X TRANSITIONAL AND FINAL PROVISIONS

Article 33

- (1) The minister shall issue regulations from Article 12, Paragraph 2 hereof; Article 16, Paragraph 2 hereof; Article 30, Paragraph 2 hereof; and Article 31, Paragraph 2 hereof within three months of the date of this Act entering into force.

(2) Ordinances on Secondary Adult Education (Official Gazette, Nos. 112/00, 89/03, 194/03) and Ordinances on the Completion of Primary Adult Education by Taking Examinations (Official Gazette, No. 70/91) shall remain in force until the entry into force of regulations issued pursuant to the provisions of this Act, with the exception of such provisions as are in conflict with the provisions of this Act.

Article 34

Adult education institutions shall be obliged to harmonise their programmes pursuant to the provisions of this Act within one year of the date of this Act entering into force.

Article 35

This Act shall enter into force on the eighth day of the date of its publication in the Official Gazette.

