

ADULT EDUCATION IN MONTENEGRO AND INTERNATIONALLY

EPALE National Support Service for Montenegro



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Podgorica, 2016

INTRODUCTION BY THE MINISTER OF EDUCATION OF MONTENEGRO

Predrag Bošković, Msc.

At the beginning of the 21st century international community achieved general consensus that knowledge is the basic driving force in human society and the main prerequisite for success. Differences in knowledge and its application have become the main parameters according to which countries are divided into developed, underdeveloped, rich or poor. Even in contemporary rich societies, the main developmental impetus is intellectual human capital, and its quality directly depends on education system.

Montenegro has been oriented towards Europe and developed countries of the world, so its future depends on the success of achieving this European orientation. Montenegrin education system has an active role in the process of transforming society, whose richness has been primarily reflected in human potential. The connection of natural potentials and permanent improvement of human resources ensures the progress of a country and wellbeing of a society.

Permanent education and training contribute to sustainable national development and thus to desired and continuous development of an individual. In developed and successful countries, education system is an “institution” of the highest national priority, and therefore they have been developing strategies which in a best possible way contribute to economic, social and cultural development of the society. Ministers of Education of OECD countries have accepted life-long learning and education as the leading principles of policy strategy which will be direct response to the needs for improvement of capacities of a society.

Adult education in Montenegro is a part of a single education system aimed at the creation of environment for involving the citizens into life-long learning process with a view of developing competitive market economy, reducing unemployment and social exclusion. The tendency towards life-long learning should ensure the creation of conditions for mobility and competitiveness in the process of European integration.

The creation of the publication “Adult Education in Montenegro and Internationally” contributes to a unique promotion of adult education system both on the national and international level. This document sets three referent pillars i.e. »European strategic benchmarks and recommendations«, which should provide a clear vision of further development of national adult education system. In addition to this, systemic achievements in this area on the national level are presented along with key challenges to which the system tends to respond in a best possible way. The publication has been created with the aim to assist professional public in adhering to European guidelines and instructions in the area of adult education, with the implementation of measures for monitoring the progress and defining the challenges, which will influence the shaping of the overall educational policy in Montenegro.

PROJECT »EPALE NATIONAL SUPPORT SERVICE FOR MONTENEGRO«



Upon the request of the European Commission, at the beginning of 2015, the Ministry of Education appointed the Centre for Vocational ***Education and Training to be EPALE National Support Service (NSS) for Montenegro***. In compliance with the Agreement signed by the Centre for Vocational Education and Training with EACEA^{1,2}, the implementation of the Project “EPALE National Support Service (NSS) for Montenegro” will take place in the period 1 January – 31 December 2016.

The Project has been implemented within Erasmus+ Programme with EU financial support. Erasmus + is the programme of the European Union, envisaged for the period 2014-2020, which includes life-long learning programme through the programmes: Erasmus, Leonardo da Vinci, Comenius and Grundtvig. Erasmus + ensures grants for a wide range of activities in the field of education, training, youth and sports. The Programme provides support to organisations to work on transnational partnerships and exchange innovative practices in the field of education and training.

General goals of the EPALE Project in Montenegro are the following:

- Raising awareness of stakeholders on the significance of networking and the use of different learning resources;
- Promoting the importance of adult education on the national and international level;
- Motivating general and professional public to use electronic platform;
- Promoting EPALE community in Montenegro.

With a view of strengthening the promotion of adult education both on the national and international level, this publication has been created within EPALE project. Its basic purpose is to inform primarily professional but also general public on the significance of adult education and trends in this area on the national and European level.

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1 Education, Audiovisual and Culture Executive Agency

2 No. 2015-3382/ 568784-EPP-1-2015-1-ME-EPPKA2-EPALE-NSS-ENV1

I CHAPTER

INTERNATIONAL STRATEGIC FRAMEWORK AND RECOMMENDATIONS IN THE AREA OF ADULT EDUCATION

UNESCO INTERNATIONAL CONFERENCES DEDICATED TO ADULT EDUCATION – FROM ELSINORE IN 1949 TO BELEM IN 2009³

UNESCO International Conferences Dedicated to Adult Education – from Elsinore in 1949, via Montreal in 1960, Tokyo in 1972, Paris in 1985, Hamburg in 1997 to Belem in 2009 represent a multiple scientific and professional insight into adult education, paying particular attention to specificities which reflect political or social characteristics of certain time.

UNESCO organisation, whose foundation was marked by signing the Articles of Association on 16 November 1945, was assigned to provide new encouragements to public education and culture spreading. However, this could not lead to a conclusion that UNESCO, from the beginning of its actions, was particularly committed to adult education. Intentions of UNESCO are characterised by a manner in which adult education has been continuously regarded, namely it has been regarded as a means for solving humanitarian, social and political problems. Then, due to the focus on social and economic crisis in developing countries, in the eighties, adult education has almost been equated and identified as making people literate.

1. The First UNESCO International Conference Dedicated to Adult Education in Elsinore

The First UNESCO International Conference Dedicated to Adult Education, held on 19-25 June 1949 at the International Public College Elsinore, was burdened by a range of problems due to which the first gathering in today's retrospective has been commented with slight scepticism: it was indicated that adult education had still not been accepted as a special sector within the context of national education, that its importance for removing current crisis phenomena was unclear and that adult education was still defined according to English and American understanding as target oriented education. In all comments at that time and as well as others which followed, general accusation was much clearer – the International Conference “remained the Western European regional conference on adult education “.

The conversations were grouped around certain characteristics of adult education: “Goals; Contents; Institutions and organisational problems; Methods and techniques; International cooperation in the area of adult education. “

Appropriate committees were established, while the first one adopted the concept of life-long learning entitled “The Content of Adult Education“, which at that time was still in the outsider position.

2. The Second UNESCO International Conference Dedicated to Adult Education in Montreal

The Second International Conference was held almost eleven years later, in the period 22 August – 2 September 1960, at the McGill University in Montreal. The second conference was different from the first one by geographical larger distance, participants, views, organisation and accompanying conferences on regional and national levels. Adult education was under the “lucky star”, and its acceptance increased even in state education policies.

The title of the Second International Conference was understandably chosen to be fully in line with the spirit of that time – “Adult Education the Changing World”.

Anyway, Montreal Declaration, more confidently than Elsinore, widened the field of opportunities, sober hopes and support which could be provided by adult education to individuals and society with self-confident enthusiasm which reads as follows: “ We believe that adult education has become of such importance for man's survival and happiness that a new attitude towards it is needed.”

3 Joahim H. Knol, University of Ruhr, Bohum, Germany (Andragogical Studies, 2008 no. 1, May 2008)

The topics for discussion that arose in Montreal could be defined as follows: liberalisation of professional and vocational education, moral dignity in the world, Europeanisation of the world, i.e. the absence of wars. The Second International Conference already announced the third and set about the contemplation on analysis and character of the situation in adult education worldwide.

3. The Third UNESCO International Conference Dedicated to Adult Education in Tokyo

The Third International Conference was held from 25 July to 7 August 1972 in Tokyo, and was different from the previous ones in several aspects: firstly, it was much more formal, it had elections and decision makings, as well as the role of the conference as governmental conference, NGO participation was decreased in comparison to Montreal, adult education organisations had observer status, so they could intervene in decisive issues. A total of 83 countries participated, mostly via ministers or high ministerial officials, with the support of professors from selected university and several particularly chosen representatives of 59 adult education institutions who acted as moderators between the practice and science. Adult education in the context of life-long learning was envisaged as the conference topic. The programme “towards education society” was accepted in advance.

The proposal of conclusions on the situation and perspective of adult education was prepared at the Conference, and later adopted at UNESCO General Assembly under a changed title “Recommendations on Adult Education Development“. It is difficult to assess the development of this model, it did not only initiate status quo of institutional, methodological and nation-specific framing of adult education, but this model also widely speaks about adult education within the context of life-long learning, adult education as elementary education (and education for all), on development and unification of adult education and further education, and on the concept of unity and diversity. UNESCO International Conference achieved and marked the top discussion in education policy to a world scale. Such a discussion has almost never been achieved again. When it comes to the up and down or the climax and stagnation, Tokyo was undoubtedly a distinct peak which was followed by the Paris Conference, classified as a downfall.

4. The Fourth UNESCO International Conference Dedicated to Adult Education in Paris

The Fourth International Conference in Paris, held on 19-29 March 1983, did not have favourable conditions which facilitated intellectual and strategic rise of adult education before and after Tokyo. Although it was possible to predict that Paris would not have as intense content as Tokyo 1972, surprisingly there was an increase of participating countries, as well as an increase of the significance of adult education in public sector. The number of conference participants was doubled with comparison to Tokyo, so it increased from 364 to 841, there were 122 participating countries, while the number of accredited NGOs increased to 59. The topic of the International congress was recognisably related to the previous conferences and the adoption of recommendations – “Development of Adult Education, Aspects and Trends“. General and open differences are noticed at a detailed examination of introductory working document and they are reflected in changes in understanding of the function of adult education and economic time spirit.

At the beginning, the Conference declaration left an impression that adult education would be assigned, as before, a significant task of overbridging cultural and social obstacles, i.e. that benevolent and educational function would be equally emphasised. However, a wide range of changes incurred in negotiation process. Firstly, the function of preservation and maintenance of piece via education was assigned a greater value, by which in the spectre of adult education task economic aspect was highlighted, as well as the aspect of training for work through education. In this context, attention was drawn to the “Theses for further education” related to educational market and programmes adequate for such market.

If economic, social and cultural function are regarded as the core task of further education and training, it is clear that, from now on, economic and partly social function of adult education are evident priorities, in comparison to Tokyo Conference, where cultural function of adult education gained particular attention.

Among others, specific questions were as follows:

- function of adult education within the context of technological development;
- necessity of new efforts for making people literate in developing countries, but also in industrial countries (this aspect from the perspective of industrial countries makes the Paris Conference particularly important)
- integration and re-integration, release from work for the sake of education (resolution on this topic was the initiative of German delegation).

Certainly, this conference addressed the next one, with specific emphasis to “the recognition of the right to learn – one of the best contributions we may provide for the salvation of today’s critical problems of the mankind”. General conclusion was that the Conference in 1985 did not reach further than the ritualised rhetoric and that it lacked “condition” and “modesty” to name the perspectives of further development of adult education more specifically.

5. The Fifth UNESCO International Conference Dedicated to Adult Education in Hamburg

The Fifth World Conference was held on 14 - 18 July 1997 in Hamburg. Contrary to Paris, which was rather ritualised and confusing, Hamburg was exceedingly visionary and clear.

There were around 1500 participants, but as a number of people from Hamburg and surrounding area were interested in the Conference, but they could not be participants in real terms, probably the number of participants was above the mentioned figure. In special edition of the report on CONFINTEA V, it was stated that there were 1411 participants, among whom “428 participants represented NGO”. At the end of the Fifth International Conference, two documents were adopted: Hamburg Declaration and Agenda for Future.

The fact that the Conference was reduced to publicist and educational-political motives is not its drawback. On the contrary, thus the time was required for adult education everywhere and for everyone – “one hour per day, one week per year”, which served as educational-policy requirement in national education systems.

A range of significant topics were discussed at the Conference:

- Learning in adult age – the challenge of XXI century,
- Improvement of conditions and quality of learning in adult age;
- Ensuring general right to acquiring literacy and elementary education;
- Support to equality of women through learning in adult age;
- Learning in adult age and changes of working environment;
- Learning in adult age in the context of environment, health and population development;
- Learning in adult age – Media and culture;
- Learning in adult age and special needs groups;
- Framework of economic conditions for learning in adult age;
- Intensification of international cooperation and solidarity.

CONFINTEA V took adult education into XXI century by the guidelines whose value will remain for long. The treasury of ideas was created and it improved scientific speculations, although it did not necessarily inspire state endeavours in this area.

6. The Sixth UNESCO International Conference Dedicated to Adult Education in Belem⁴

The Sixth UNESCO International Conference on Adult Education (CONFINTEA VI) was held in Brazil town Belem on 1 – 4 December. Participants of the Conference were national delegations of the member states and delegations of the countries which are not UNESCO member states, the representatives of UN agencies, multilateral and bilateral cooperation agencies, civil society organisations, private sector and adults. CONFINTEA VI gathered delegations from 155 world countries– around 1500 delegates. Adult education was recognised as one of the key elements of the right to education and therefore it was necessary to immediately act in the direction which would ensure youth and adults to achieve this right.

4 Andragogical Studies, 2010 no.1, April 2010

“Belem Framework for Action” was adopted in order to initiate the power and potential of adult learning and education for the sake of sustainable future for all.

The recommendations of the Belem Framework for Action are related to:

1. Adult Literacy

Literacy is an essential basis which ensures youth and adults to use learning opportunities in all phases of this continuous process. The right to literacy is inseparable part of the Right to education. Literacy is a prerequisite for personal, social, economic and political empowerment. Literacy is the basic means of building capacities of individuals to tackle permanent challenges and the complexity of life, culture, economy and society. Given the length and magnitude of the literacy challenges, as well as ineffectual exploitation of human resources and potentials, it is vital to redouble the efforts to reduce illiteracy by 50% by 2015.

2. Policy

Policy and legal measures in the area of adult education have to be comprehensive, inclusive and integrated in the perspective of life-long learning which is based on the wide sector and cross-sector approach, including and connecting all components of learning and education.

3. Governance

Good governance ensures the implementation of educational policies in the field of adult education and learning in an efficient, transparent and responsible manner, which entails equity. The presence and involvement of all stakeholders is irreplaceable as a guarantee that the needs of all learners will be met, especially the needs of marginalised groups.

4. Funding

Adult education and learning is a valuable investment which brings benefit to the society, as it contributes to the creation of democratic, peaceful, inclusive, productive, healthy and sustainable society. Significant financial investments are necessary in order to assure quality of services with regard to adult education and learning.

5. Participation, inclusion and equity

Inclusive education is essential for the development of human potentials and social and economic development. Creating conditions for individuals to develop their potentials significantly contributes to a dignified life and harmony. No one can be excluded due to their age, gender, race, status, language, religion, disability, belonging to rural environment, sexual identity or orientation, poverty, migration or prison stay. Fight against combined effects of marginalisation is of special importance. It is necessary to conduct measures which increase motivation and ensure the approach of education for all.

6. Quality

Quality in learning and education is a holistic, multidimensional concept and practice which requires permanent attention and development. Fostering the culture of quality of adult education demands certain content and appropriate manners of providing services, the assessment of needs targeted towards learners, acquisition of multiple competences and knowledge, professionalisation of teachers, enrichment of learning environment and empowerment of individuals and local communities.

CONFINTEA VI was a high level gathering – with the label of international conference category II. High-level national delegations, speeches of high-level officials and distinguished guests marked this Conference. Conference Agenda involved plenary speeches of high-level guests, presentations, round tables, panel discussions, 32 workshops, exhibition of participants from all continents, etc. The work of several central conference bodies was of special importance (The Steering Committee, The Drafting Committee and The Commission).

The main outcome of the Conference was the **“Belem Framework for Action”**, which unanimously

invites all governments to immediately, urgently, put adult education and learning on their agenda and to increase efforts towards achieving already set goals in this area, especially those goals defined in “*Education for All*” and “*Millennium Development Goals*”. Adult education and learning are treated in this document within the context of life-long learning, it is emphasised that it involves all forms, types and various contents of learning and it includes all ages, that adult education and learning have a key role in facing the challenges of contemporary world – economic, political and social, the significance of literacy is pointed out, as well as the necessity to increase the efforts to reduce the number of illiterate and functionally illiterate persons, as the first step in empowering an individual and exercising the right to education, but also the other rights. “Belem Framework for Action” also contains a set of very specific recommendations on how these goals may be achieved, which are categorised in several categories – Policy, Governance, Funding, Participation, Inclusion, Equity, Quality and Monitoring of the achievement of goals defined in this document.

THE EU STRATEGIC FRAMEWORK FOR ADULT EDUCATION

Europe 2020 Strategy for Smart, Sustainable and Inclusive Growth

With regards to the Europe 2020 Strategy, the EU member states are expected to define their own goals and results, as well as the measures to be implemented in the following financial period (after 2013) through national budget, structural funds and other sources of funding, so as to achieve the defined long-term joint objectives. Europe 2020 Strategy has been focused on three inter-related priorities:

1. **Smart growth** – development of economy based on knowledge and innovations (scientific and technological research and development, innovations, education and digital society);
2. **Sustainable growth** – simultaneously encourages competitiveness and production which treats the resources more efficiently;
3. **Inclusive growth** – better participation on the labour market, fight against poverty and social cohesion.

New Strategy defines where the EU should be in the following 10 years, by the means of five quantitative targets:

7. To raise the employment rate of the population aged 20–64 from the current 69% to at 75%, via greater participation of young people, older workers and non-qualified workers, as well as better integration of legal migrants.
8. To raise GDP percentage in research and development from 1.9 to 3%.
9. To achieve “20/20/20” climate – energy objective - reduce greenhouse gas emissions by at least 20% compared to 1990 levels (or even by 30% if the conditions are right), increase the share of renewable energy in final energy consumption to 20%, and achieve a 20% increase in energy efficiency.
10. To reduce the share of early school leavers to 10% from the current 15% and increase the share of the population having completed tertiary education from 31% to 40%.
11. To reduce the number of people living below national poverty lines by 25%, lifting 20 million people out of poverty.

In the second half of 2010, the Council of the European Union adopted the following ten integrated guidelines to ensure the implementation of 5 strategic targets by 2020:

1. Ensuring the quality and the sustainability of public finances
2. Addressing macroeconomic imbalances
3. Reducing imbalances in the euro area
4. Optimising support for R&D and innovation, strengthening the knowledge triangle and unleashing the potential of the digital economy
5. Improving resource efficiency and reducing greenhouse gases emissions
6. Improving the business and consumer environment and modernising the industrial base
7. Increasing labour market participation and reducing structural unemployment – (due to discrepancy between supply and demand)
8. Developing a skilled workforce responding to labour market needs, promoting job quality and life-long learning
9. Improving the performance of education and training systems at all levels and increasing participation in tertiary education
10. Promoting social inclusion and combating poverty

The first six guidelines are related to the issues of economic policy, while the remaining four are related to

employment policy. The inclusion of a specific guideline on the improvement of social inclusion and reduction of poverty (no. 10) should be emphasised as it confirms the Strategy focus on the fight against poverty.

STRATEGIC FRAMEWORK FOR EUROPEAN COOPERATION IN THE FIELD OF EDUCATION AND TRAINING “EDUCATION AND TRAINING 2020 (ET 2020)”

One of the main objectives of this Strategy which the EU member states tend to achieve by the means of open method of coordination is to make lifelong learning and mobility a reality by the implementation of lifelong learning strategies, development of qualifications framework and measures ensuring more flexible manners of learning and by the promotion of learning through mobility.

Strategic framework for European cooperation in the field of education and training “Education and Training 2020 (ET 2020)”, (2009/C 119) prescribes the following actions to be carried out on the national level:

- To provide strong motivation to the implementation of European qualifications framework by the creation of national qualifications frameworks;
- To ensure that competences necessary for participation the learning follow-up and on the labour market are acquired and recognised through the whole system of general, vocational, tertiary and adult education, including non-formal and informal learning;
- To develop partnerships between the world of education/training and the world of labour, primarily by the involvement of social partners into planning education and preparation of trainings.

This document defines the following key strategic objectives:

Strategic objective 1: Making lifelong learning and mobility a reality

Among others, it entails the following:

- to develop National Qualifications Framework (NQF),
- to ensure different learning pathways,
- to create conditions for the recognition of non-formal and informal learning,
- to ensure transparency of the process and the recognition of learning outcomes,
- to promote and support adult education,
- to improve career guidance,
- to make learning more attractive.

Strategic objective 2: Improving the quality and efficiency of education and training

Among others, it entails the following:

- to ensure the acquisition of key competences by everyone,
- to develop the excellence and attractiveness at all levels of education and training,
- to raise the level of basic skills such as literacy and numeracy,
- to make mathematics, science and technology more attractive and strengthen linguistic competences
- to ensure high quality teaching,
- to provide adequate initial teacher education, continuous professional development for teachers and trainers,
- to make teaching an attractive career-choice,
- to develop effective quality assurance systems,
- to improve the governance and leadership of education and training institutions

Strategic objective 3: Promoting equity, social cohesion and active citizenship

Among others, it entails the following:

- to acquire, update and develop over a lifetime both job-specific skills and the key competences,
- to provide high quality early childhood education,
- to improve inclusive education,
- to ensure conditions that persons with special needs and migrants complete their education
- to improve intercultural competences, democratic values and respect for fundamental rights and the environment
- to combat all forms of discrimination.

Benchmarks which define the achievements of strategic objectives are as follows:

- By 2020, an average of at least 15 % of population should participate in lifelong learning.
- (Average in EU – 10.7%, Montenegro – 3.1% (2013), Romania 1.5%, Denmark 31.7%)
- By 2020, the share of low-achieving 15-years olds in reading, mathematics and science should be less than 15 %.
- By 2020, the share of 30-34 year olds with tertiary educational attainment should be at least 40 %.

“EDUCATION AND TRAINING 2010” KEY COMPETENCES FOR LIFELONG LEARNING

In March 2000 in Lisbon, the Council of the European Union set a new strategic goal for the whole European Union: to become the most competitive and dynamic knowledge-based economy in the world capable of sustainable economic growth with more and better jobs and greater social cohesion. In order to achieve this, the European education and training systems have to adapt to the requirements of a knowledge-based society and the needs for the improved level and quality of employment. One of the main components of such approach is the promotion of new basic skills – specifically, the European Council in Lisbon invited the member states, the Council and the Commission to establish frameworks which define new – basic skills – which will ensure lifelong learning. These frameworks should include IT skills, foreign languages, technological culture, entrepreneurship and social skills.

A year later, the European Council in Stockholm adopted the document which identifies three strategic goals (quality, accessibility and openness of education and training system), divided into 13 related targets. In Barcelona 2002, the European Council adopted a detailed work programme for the achievement of these basic goals to 2010. This detailed programme extended the list of basic skills to the following:

1. literacy (including numeric literacy),
2. basic skills in mathematics, science and technology, informatics and use of technology,
3. developing learning skills, social skills, entrepreneurship and general culture.

The Council in Barcelona also emphasised the need for further steps which will improve the mastering of these skills. It particularly drew attention to digital literacy and foreign languages.

The main goal of the working group was to identify and define what the new skills are and how they may be better integrated in curriculum, maintained and developed through life. Specific attention was paid to those with special needs, early school leavers and adults.

Joint Report of the Council and the Commission from 2010 on the implementation of the working programme “Education and Training 2010”, emphasises that adult learning is equally important for the supply of these services in order to cover the range of key competences. This Report also states that it is a great challenge to ensure that all learners have benefit from innovative methodologies, including adult education.

“Europe 2020 Strategy for smart, sustainable and inclusive growth” recognises lifelong learning and skills development as one of the key responses to the current economic crisis, aging of the population and key element of economic and social strategy of the European Union. This crisis particularly emphasised the significant role of adult education in achieving the goals of Europe 2020, providing an opportunity to adults – especially to older workers and workers with insufficient skills – to improve their competences in order to adapt to the changes on the labour market and in the society itself. Adult education provides a lot of opportunities for the improvement of individual skills and change of qualification of the unemployed workers, those workers affected by the restructuring of companies or they are changing their careers, but it also contributes to social inclusion, active citizenship and personal development.

“European Agenda for Adult Education” (2011/C 372/01) defines priority areas for the period 2012-2014.

Taking into account the specific circumstances within each Member State, and in accordance with national priorities, Member States are invited, where appropriate with the support of the Commission, to focus on those areas outlined below which are most relevant to their particular needs:

1. Making lifelong learning and mobility a reality

In order to increase and widen the participation of adults in lifelong learning, in response to the agreed EU target of 15 % adult-learning participation, as well as to help boost to 40 % the proportion of young adults with tertiary and equivalent education qualifications, Member States are invited to focus on:

- Stimulating demand, and developing comprehensive and easily accessible information and guidance systems, with specific focus on disadvantaged groups, early school leavers, young people not in education, employment or training (NEETs), low-qualified adults, particularly those with literacy difficulties, and followed up with second-chance opportunities leading to a recognised EQF level qualification.
- Promoting the engagement of employers in workplace-based learning, with a view to developing both job-specific skills and broader skills, including by means of more flexible work schedules.
- Promoting flexible learning pathways for adults, including broader access to higher education for those lacking mainstream access qualifications and diversifying the spectrum of adult learning opportunities offered by higher education institutions.
- Putting in place fully functional systems for validating non-formal and informal learning and promoting their use by adults of all ages and at all qualification levels, as well as by enterprises and other organisations.

2. Improving the quality and efficiency of education and training

In order to build a strong adult-learning sector, Member States are invited to focus on:

- Developing quality assurance for adult-learning providers, for example by means of accreditation systems, taking into account already existing quality frameworks/standards in other sectors.
- Improving the quality of adult education staff, for instance by defining competence profiles, establishing effective systems for initial training and professional development, and facilitating the mobility of teachers, trainers and other adult education staff.
- Ensuring a viable and transparent system for the funding of adult learning, based on shared responsibility with a high level of public commitment to the sector and support for those who cannot pay, balanced distribution of funds across the lifelong-learning continuum, appropriate contribution to funding from all stakeholders and the exploration of innovative means for more effective and efficient financing.

- Developing mechanisms for ensuring that educational provision better reflects labour market needs and that it provides possibilities for acquiring qualifications and developing new skills which increase people's capacity to adapt to the new requirements of a changing environment.
- Intensifying cooperation and partnership between all stakeholders relevant for adult learning, notably public authorities, the different providers of adult-learning opportunities, social partners and civil society organisations, especially at regional and local level in the context of developing 'learning regions' and local learning centres.

3. Promoting equity, social cohesion and active citizenship through adult learning

In order to develop the capacity of the adult-learning sector to promote social cohesion and to provide people who need it with a second-chance route to learning and life opportunities, as well as to contribute to reducing the share of early leavers from education and training to below 10 %, Member States are invited to focus on:

- Improving adult literacy and numeracy skills, developing digital literacy and providing opportunities for adults to develop the basic skills and forms of literacy needed for participating actively in modern society (such as economic and financial literacy, civic, cultural, political and environmental awareness, learning for healthy living, consumer and media awareness)
- Increasing the supply of and encouraging individuals' engagement in adult learning as a means of strengthening social inclusion and active participation in the community and society, and improving access to adult learning for migrants, Roma and disadvantaged groups, as well as learning provision for refugees and people seeking asylum, including host country-language learning, where appropriate.
- Enhancing learning opportunities for older adults in the context of active ageing, including volunteering and the promotion of innovative forms of intergenerational learning and initiatives to exploit the knowledge, skills and competences of older people for the benefit of society as a whole.
- Addressing the learning needs of people with disabilities and people in specific situations of exclusion from learning, such as those in hospitals, care homes and prisons, and providing them with adequate guidance support.

4. Enhancing the creativity and innovation of adults and their learning environments

In order to develop new pedagogies and creative learning environments in adult learning, as well as to promote adult learning as a means of enhancing the creativity and innovative capacity of citizens, Member States are invited to focus on:

- Promoting the acquisition of transversal key competences, such as learning to learn, a sense of initiative and entrepreneurship, and cultural awareness and expression, in particular by applying the European Key Competence Framework within the adult-learning sector.
- Enhancing the role of cultural organisations (such as museums, libraries, etc.), civil society, sporting organisations and other bodies as creative and innovative settings for non-formal and informal adult learning.
- Making better use of ICT in the context of adult learning, as a means of widening access and improving the quality of provision, e.g. by exploiting new opportunities for distance learning and the creation of e-learning tools and platforms in order to reach new target groups, in particular those with special needs or who live in remote areas.

In order to underpin the above priority areas in line with the four strategic objectives of the 'ET2020' framework, Member States are further invited to contribute to improving the collection, comparability and analysis of information and data on adult learning at European, national, regional and local levels:

5. Improving the knowledge base on adult learning and monitoring the adult-learning sector

Member States are invited to focus on:

- Participating actively in and implementing key messages resulting from major international surveys and studies such as the Adult Education Survey (AES), the Continuing Vocational Training Survey (CVTS) and the Programme for the International Assessment of Adult Competencies (PIAAC).
- Stepping up efforts to collect sufficient baseline data on, for instance, participation, providers, financing, the outcomes and wider benefits of learning for adults and society, and extending the data coverage to the age-range beyond 64 in keeping with the prolongation of working life.
- Strengthening the monitoring and impact assessment of the development and performance of the adult-learning sector at European, national, regional and local level, making better use of existing instruments where possible.
- Intensifying research and in-depth analysis of issues relating to adult learning, extending the range of research to include new fields and encouraging more inter-disciplinary and prospective analysis.
- Reporting on adult-learning policies as part of the joint progress report on “ET2020”.

YOUTH IN ACTION INITIATIVE

“Youth in Action” (COM2010, 477) is the programme of the European Union intended for young people. Its goal is to encourage active citizenship, solidarity and tolerance among the young and their active participation in the shaping of the European Union future. The Programme encourages mobility within and out of the EU, non-formal learning, intercultural dialogue, inclusion of all young people regardless of their education, social and cultural background. It was initiated by the European Commission. Its first segment was implemented within the period 2007-2013.

Together with the new financial period in the European Union, new programme for youth was developed: “Erasmus+, Youth in Action“ programme intended to the acquisition of skills and increase of employability of youth through formal and non-formal education and sports. Between 2014 and 2020 the programme will provide opportunities for over 4 million young people to study , train, gain work experience, and volunteer in European countries.

Funding for youth activities under Erasmus+ aims to improve the key competences, skills and employability of young people, promote young people’s social inclusion and well-being, and foster improvements in youth work and youth policy at local, national and international level.

Concretely in the field of youth, the “Erasmus+, Youth in Action“ programme offers three main opportunities:

- **Action 1 : Mobility opportunities for young people and youth workers.**
Young people have the opportunity to participate in youth-exchanges or to volunteer for a period up to one year in another country. A possibility for teachers and trainers, working with youth in educational institutions and civil society organisations, to advance and/or gain professional experience in another country. Youth or youth workers can take part in training and networking activities abroad or spend some time in a youth organisation in some of the European countries for a job shadowing or an observation period.
- **Action 2: Opportunities for cooperation for innovation and exchange of good practices.**
Organisations can apply for funding to work in partnership with organisations from other participating countries. The projects funded under this action foster transnational activities of mobility with Youth as a target group (students, trainees, interns and volunteers) and the staff (teachers, trainers) working with young people and people who work in organisations active in the field of education and training of youth.

- **Action 3: Opportunities to support policy reform.**

The Erasmus+ programme will fund strategic activities supporting policy reform across the EU. Funding opportunities in the field of youth under this action can take the form of meetings between young people and decision makers.

Organisations from the Western Balkans may take part into “Erasmus +, Youth in Action“ as leaders or partners:

They may take the lead in the following activities:

- Capacity building in the field of youth, especially in the context of Western Balkans. Each project has to contain at least one mobility activity: youth exchange, European volunteer service or youth mobility, for activities within Action 1.

Partners in the following activities:

- Youth exchanges, European volunteer service and youth mobility in the projects within Action 1.
- Strategic partnerships for youth in the projects within Action 2. (under certain conditions).
- Gatherings of youth and decision makers in the area of youth in the projects within Action 3.

AN AGENDA FOR NEW SKILLS AND JOBS: A EUROPEAN CONTRIBUTION TOWARDS FULL EMPLOYMENT ⁵

The Goal of this initiative is to facilitate the acquisition of appropriate skills and competences and ensure their active usage on the job. In order to achieve this, it is important to draft best possible forecasts on skills which will be needed in future and which will help during the development of such skills through education and training.

The EU set an ambitious goal – it defined targeted employment rate of 75% for women and men by 2020 for the people aged between 20 and 64, and this is feasible if a decisive action is initiated and aimed at the following 4 priorities:

1. Better functioning of labour markets, by applying flexicurity policy;
2. More skilled workforce, capable of fast adaptation to changes and new forms of work organisation;
3. Better job quality and working conditions – high quality of the work in the EU is accompanied by a high productivity and level of activity;
4. Stronger policies to promote job creation and demand for new workforce

The main responsibility and instruments to achieve these objectives rest with the Member States, in conformity with the Treaty and the subsidiarity principle. This ‘Agenda for new skills and jobs’ flagship initiative contains, via 13 key actions, their accompanying and preparatory measures. The Commission will also ensure the objectives of this Agenda are taken up in the countries aiming at joining the EU.

The Agenda’s priorities:

1. Reducing segmentation and supporting the change of a job and other transitions on the labour market – towards flexicurity,
2. Equipping people with the right skills for employment,
3. Improving the quality of work and working conditions,
4. Supporting job creation.

⁵ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – COM 2010, 682

ACTION PLAN ON ADULT LEARNING – IT’S NEVER TOO LATE TO LEARN ⁶

The Commission’s 2006 Communication on Adult learning: “It is never too late to learn” highlights the importance of adult learning as a key component of lifelong learning. It has a key role to play in developing citizenship and competence. This Action Plan focuses on those who are disadvantaged because of their low literacy levels, inadequate work skills and/or skills for successful integration into society. Depending on the Member State, these could include migrants, older people, women or persons with a disability. The Action Plan starts from the premise that the need for a high quality and accessible adult learning system is no longer a point of discussion, given the following challenges Europe has to meet in the coming years:

- To reduce labour shortages due to demographic changes by raising skill levels in the workforce generally and by upgrading low-skilled workers (80 million in 2006). Adult learning can contribute both rapidly and effectively to doing so;
- To address the problem of the persistent high number of early school leavers[6] (nearly 7 million in 2006), by offering a second chance to those who enter adult age without having a qualification;
- To reduce the persistent problem of poverty and social exclusion among marginalised groups. Adult learning can both improve people’s skills and help them towards active citizenship and personal autonomy;
- To increase the integration of migrants in society and labour market. Adult learning offers tailor made courses, including language learning, to contribute to this integration process. Furthermore, participation in adult learning in the host country can help migrants to secure validation and recognition for the qualifications they bring with them;
- To increase participation in lifelong learning and particularly to address the fact that participation decreases after the age of 34. At a time when the average working age is rising across Europe, there needs to be a parallel increase in adult learning by older workers.

The general objective of the Action Plan is to implement the five key messages established in the Communication “It is never too late to learn”:

- to remove barriers to participation,
- to increase the quality and efficiency of the sector,
- to speed up the process of validation and recognition of competences,
- to ensure sufficient investment,
- and to monitor the sector.

ADULT LEARNING: IT IS NEVER TOO LATE TO LEARN ⁷

Adult learning entails all forms of learning used by adults after leaving initial education and learning, whichever level they have achieved. This sector covers formal and non-formal types of learning.

The Decision of the European Parliament adopted on 16 January 2008 on adult education “It is never too late to learn” encourages the Member States to promote the acquisition of knowledge and development of lifelong learning culture, while taking into account the implementation of gender equality based policy, in order to make adult education more attractive, accessible and efficient.

General message of this Document is as follows:

Member States can no longer afford to be without an efficient adult learning system, integrated into their lifelong learning strategy, providing participants with:

1. increased labour market access;
2. better social integration and
3. preparing them for active ageing for the future.

6 Commission of the European Communities, Brussels, 27/09/2007

7 (EK, 23/10/2006) COM (2006) 614 final

THE EU RECOMMENDATIONS FOR THE DEVELOPMENT OF ADULT EDUCATION SYSTEM

RIGA CONCLUSIONS OF THE MINISTERS IN CHARGE OF VET, WITHIN COPENHAGEN PROCESS ON INTENSIFIED EUROPEAN COOPERATION IN VET

Ministers in charge of vocational education and training of the EU Member states, candidate countries and Iceland, Norway and Lichtenstein, confirmed new results to be achieved in the period 2015 - 2020, within Copenhagen process on intensified European cooperation in vocational education and training.

The ministers expressed their commitment to “raising the overall quality and status of VET”, in order to meet the ET 2020 strategic objectives and to reaffirm our support for the wider European growth and jobs agenda.

Riga conclusions confirmed by the European social partners and the European Commission are aimed at five priority areas:

- Promote work-based learning in all its forms;
- Further develop quality assurance mechanisms in VET and establish continuous information and feedback loops in I-VET and C-VET systems;
- Enhance access to VET and qualifications for all through more flexible and permeable systems, notably by offering efficient guidance services and validation of non-formal and informal learning;
- Further strengthen key competences in I-VET and C-VET;
- initial and continuous professional development of VET teachers, trainers and mentors in VET.

Strong cooperation of social partners and other actors is a key factor in the achievement of these objectives. The focus on learning outcomes and the use of jointly developed transparency tools are the future main principles, as well as efficient financing and encouragement of innovativeness.

RECOMMENDATIONS OF THE COUNCIL OF THE EUROPEAN UNION ON VALIDATION OF NON-FORMAL AND INFORMAL LEARNING ⁸

The validation of learning outcomes, knowledge, skills and competences acquired through the system of formal and non-formal learning can play an important role in enhancing employability and mobility, as well as increasing motivation for lifelong learning, particularly in the case of the socio-economically disadvantaged or the low-qualified.

Council Resolution of 28 November 2011 on a renewed European agenda for adult learning defined as one of its priority areas for the period 2012-14 the putting in place of fully functional systems for validating non-formal and informal learning and promoting the use by adults of all ages and at all qualification levels, as well as by enterprises and other organisations.

The Council Resolution of 19 December 2002 related to ET 2020 Strategy and the Copenhagen Declaration of 30 November 2002 requested the development of a set of common principles regarding the validation of non-formal and informal learning. European guide for validation of non-formal and informal learning was published by CEDEFOP in 2009.

The Member States should, with a view to offering individuals the opportunity to acquire knowledge and skills outside formal education and training, including through mobility experiences, ensure their use during their careers and further learning, therefore they should:

8 – 20/12/2010

- have in place, no later than 2018, in accordance with national circumstances and specificities, arrangements for the validation of non-formal and informal learning;
- promote the involvement in the development and implementation of recommendations for all relevant stakeholders, employers, trade unions, chambers of industry, commerce and skilled crafts, national entities involved in the process of recognition of professional qualifications, employment services, youth organisations, youth workers, education and training providers, and civil society organisations.

RECOMMENDATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL ON THE ESTABLISHMENT OF THE EUROPEAN QUALIFICATIONS FRAMEWORK FOR LIFELONG LEARNING ⁹

The Recommendation of the European Parliament and the Council on the establishment of the European Qualifications Framework for lifelong learning (2008/C 111/01) states the following:

1. to use the European Qualifications Framework as a reference tool to compare the qualification levels of the different qualifications systems and to promote both lifelong learning and equal opportunities in the knowledge-based society, as well as the further integration of the European labour market, while respecting the rich diversity of national education systems.
2. to relate national qualifications systems to the European Qualifications Framework and, where appropriate, by developing national qualifications frameworks in accordance with national legislation and practice.
3. to adopt measures, as appropriate, so that, by 2012, all new qualification certificates, diplomas and ‘Europass’ documents would be issued by the competent authorities contain a clear reference - appropriate European Qualifications Framework level.
4. to use an approach based on learning outcomes when defining and describing qualifications, and promote the validation of non-formal and informal learning in accordance with the common European principles, particularly paying attention to those citizens most likely to be subject to unemployment or insecure forms of employment, for whom such an approach could help increase participation in lifelong learning and access to the labour market.
5. to promote and apply the principles of quality assurance in education and training.

RECOMMENDATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL ON THE ESTABLISHMENT OF A EUROPEAN QUALITY ASSURANCE REFERENCE FRAMEWORK FOR VOCATIONAL EDUCATION AND TRAINING ¹⁰

This Recommendation is aimed at initial and continuous vocational education and training through required measures on the national level in order to establish quality assurance reference framework, including activities related to the support to education providers in terms of quality.

RESOLUTION OF THE COUNCIL OF THE EUROPEAN UNION ON STRENGTHENING POLICIES, SYSTEMS AND PRACTICES IN THE FIELD OF GUIDANCE THROUGHOUT LIFE IN EUROPE ¹¹

This Resolution emphasises the role of career guidance within the context of lifelong learning and the significance of activities which enable individuals to identify their own capabilities, competences and interests at any point in life and to make decisions in terms of their education, training and qualifications.

⁹ (2008/C 111/01)

¹⁰ (2009/C 155/01)

¹¹ (9286/04 EDUC 109)

THE BONN DECLARATION ON FINANCING ADULT EDUCATION FOR DEVELOPMENT

Recommendations of the Bonn Declaration for Action were adopted at international conference on financing adult education development, held in Bonn (Germany, 23 – 24 June 2009).

The Bonn Conference calls on national governments:

- to create a comprehensive legal foundation for adult education where it does not already exist, as a basis for appropriate financial support;
- to allocate a minimum of 6% of GNP to education within which a minimum of 6% is for adult education, reserving half of this for adult literacy programmes where required;
- to build lifelong learning concept, including provision for adult learning, into all strategic planning, resource allocation and implementation;
- to achieve Education for All, specifically goals 3 and 4, and the full spectrum of the Millennium Development Goals;
- to put an end to short-term illiteracy eradication campaigns and sustain investment in the programmes required, supporting continuity into programmes of lifelong learning;
- to recognise the importance of supporting lifelong learning including opportunities for post-experience continuing education for all groups and individuals, at all levels and ages, in all societies;
- to work with all of civil society, including private sector organisations and interest groups, to benefit fully from available resources;
- to concentrate more on financial initiatives for adult education coming from the end-beneficiaries rather than from the top;
- to prioritise women's education and development, including through gender mainstreaming and support of specific actions to empower women;
- to support skills development, including in taking into account the specific needs of small enterprises;
- to find the links between financing adult education and health and sustainable development;
- to achieve effective coordination between public sector departments; and to monitor how well activities across all departments enable learning.

RECOMMENDATION ON THE ESTABLISHMENT OF THE EUROPEAN QUALIFICATIONS FRAMEWORK FOR LIFELONG LEARNING

At the session of the European Council in Brussels, in March 2005, presidents of the governments of EU member states initiated the idea of creating open and flexible European Qualifications Framework – EQF). On 23 April 2008, the European Council and Parliament adopted the Recommendation on the establishment of the European Qualifications Framework for Lifelong Learning (2008/C111/01, Official Journal of the European Union), thus creating instruments for the comparison of qualifications level among European countries. Therefore, the European Qualifications Framework acts as transition instrument which makes national qualifications recognisable across Europe. This instrument promotes mobility of workers and students among the states and it facilitates their lifelong learning. The European Qualifications Framework has not been aimed at full equalisation of European educational systems, but at comparison of qualifications based on learning outcomes.¹² Nucleus of the European Qualifications Framework are levels, as joint referent points, defined on the basis of learning outcomes, which may be the result of formal, non-formal or informal learning. Final result of compliance with the European Qualifications Framework is the harmonisation of European educational systems and more simple mobility of students and other interested citizens. Accordingly, the

12 The European Parliament and Council recommended the Member States to relate their national qualifications systems with the European Qualifications Framework by 2010, while by 2012 each state should ensure that all individual documents related to qualifications (diplomas, certificates) have the reference on appropriate level of the European Qualifications Framework

goal of Montenegrin Qualifications Framework, regarding lifelong learning is to ensure the following:

- clear definition of learning outcomes,
- assessment of different qualifications within the whole qualification system,
- encouragement and development of lifelong learning,
- clear relation among different parts of the system,
- permeability and progression pathways (horizontally and vertically) across and within the system of education and training,
- international comparability of qualifications,
- promotion of the significance of key vocational qualifications¹³.

PAN-EUROPEAN STATEMENT ON ADULT LEARNING FOR EQUITY AND INCLUSION IN THE CONTEXT OF MOBILITY AND COMPETITION¹⁴

The representatives of 33 countries in the UNESCO Pan-European Region at this preparatory conference for CONFINTEA VI, declared their commitment to strengthening learning and education as a priority for all adults in the region. The recommendations from 48th UNESCO International Conference on Education (ICE), November 2008, (recalling the Article 26 of the UN Declaration of Human Rights which states that everyone has a right to education) are primarily related to the fact that inclusive education is fundamental to achieving human, social and economic development.

In addition, the recommendations are aimed at:

- The need for the Pan-European region to recognise its responsibility to act as a partner for the development of adult education and learning in the rest of the world.
- Obligation for the policy framework to cover the formal, non-formal and the informal forms of adult education and learning, take into account the personal, social, health, economic, cultural and intergenerational benefits of adult learning, encompass programmes that are based on the needs of learners and made more accessible through appropriate content and support, be developed and implemented through a horizontal, coordinated, and inclusive approach.
- Addressing governance issue with a view to creating the local, regional and national frameworks, structures and partnerships – including public authorities, social partners and civil society – essential for the development, co-ordination, funding, provision, quality management and monitoring of adult education and learning. The involvement of civil society in policy development, policy implementation and governance should be particularly promoted and supported.
- Adult education and learning being vital to the public and private interest, while robust public investment is essential for the development of adult education and learning. In many countries the financing of vocational and, in particular, non-vocational adult education is not sufficient.
- Funding to include public sources with support from national, regional, and local level, as well as multi-stakeholder contributions from the private sector and the individual. Marginalised groups need particular financial support.
- New financing mechanisms to be put in place to stimulate individual and collective participation and investment by enterprises.
- Improvement of access to adult education and learning. Low participation in adult education and learning, particularly among socio-economic groups that could benefit most from further learning, is a concern. More equitable access to, and participation in, adult education are recommended to be promoted and supported through concrete measures, such as Adult Learners' Weeks and learning festivals, targeted especially at those adults who are otherwise least likely to participate.

13 Law on National Qualifications Framework (published in "Official Gazette of Montenegro" no. 80 as of 31 December 2010)

14 (CONFINTEA VI, Preparatory Conference, UIL/2009/ME/H/4, 3 -6 December 2008, Budapest, Hungary)

- Recognising the critical importance of literacy, language, numeracy, social, ICT and VET competences as part of lifelong learning strategies in the panEuropean region and in the other regions of the world.
- Recognising and validating learning outcomes wherever, whenever and however achieved. This should take place within the context of coherent sub-national and/or national systems in the Region.
- Developing policies, structures and measures to assure the quality of learning. Competence profiles for ALE practitioners and a systematic approach to their initial and continuing professional development should also be developed as far as is practicable. Higher education, along with other providers, has a key role to play in this regard.
- Indicating that adult education and learning is a legitimate and essential research area. It is recommended to more invest in research, evaluation and documentation of ALE in order to promote better informed policy decisions and to improve quality. To demonstrate the wider benefits of participation in adult education and learning and substantially increase the overall comparability and visibility of adult education and learning for a wide range of stakeholders, comprehensive data collection systems should be developed.

RECOMMENDATIONS OF THE EUROPEAN PARLIAMENT AND THE COUNCIL ON KEY COMPETENCES FOR LIFELONG LEARNING¹⁵

In November 2005, the European Commission presented a document “Key Competences for Lifelong Learning – A European Reference Framework” which introduced the concept of key competences for lifelong learning, as the first comprehensive reference framework, which should provide support to reforms of curricula and development of lifelong learning strategies on national levels. This Document was adopted by the European Parliament and European Council in December 2006. According to it, competence is defined as a set of knowledge, skills and attitudes, while key competences are those which all individuals need to acquire during mandatory formal education and further develop via non-formal education and learning. Furthermore, key competences are regarded as necessary for personal fulfilment and development, active citizenship, social inclusion and employment. The Recommendations of the European Parliament and the Council, as of 18 December 2006, on key competences for lifelong learning (2006/962/EC) indicate that the Member States should develop availability of key competences to all individuals, as they are of key importance for lifelong learning. The Recommendations also suggest that adults should be ensured the acquisition of key competences during their whole lives, while particular attention should be dedicated to target groups, identified as priority within national, regional and/or local context, such as for example the persons that need to modernise their skills.

This European document was designed as a “reference tool”, with a view to ensuring that:

- initial education and training offers all young people the means to develop the key competences to a level that equips them for adult life, and which forms a basis for further learning and working life;
- appropriate provision is made for those young people who, due to educational disadvantages caused by personal, social, cultural or economic circumstances, need particular support to fulfil their educational potential;
- adults are able to develop and update their key competences throughout their lives, and that there is a particular focus on target groups identified as priorities in the national, regional and/or local contexts, such as individuals needing to update their skills;
- appropriate infrastructure for continuing education and training of adults (in parallel with their employment), as well as for validation and evaluation procedures, is in place;
- coherence is achieved through close links with employment policy and social policy, cultural policy, and support to collaboration with social partners and other stakeholders.

15 (2006/962/EC)

II CHAPTER

ADULT EDUCATION IN MONTENERGO

Education system reform process in Montenegro started in 1999, taking into account modern trends and the role of adult education and lifelong learning as well as the importance of social dialogue in this area, leading to the formulation of the new approach and a clear adult education concept. Education reform in Montenegro is a continuing and time consuming process which requires many changes in the overall system. It is for the first time with this process in Montenegro that adult education has been treated equally with other segments of the education system. This process has been presented in the Book of Changes¹⁶, which provides a long term vision of the system and what it wants to achieve in future. The Book was legally transposed into the Law on Adult Education.¹⁷

However, despite the on-going reform activities, the adult education in Montenegro, still and to a great extent, has a corrective function of the formal education system and is related to the preparation and implementation of training programmes for training, change of vocation, additional training, vocational training and the like. By May 2016, the competent Council¹⁸ has adopted 104 training programmes leading to the achievement of the national vocational qualification, and accredited 91 programmes for key competences.

Adult education training programmes in Montenegro are implemented by the licensed adult education providers. A license for work in these institutions is issued by the Ministry of Education in accordance with legal regulations on the establishment of education institutions. By May 2016, the Ministry has issued this license to 89 institutions in Montenegro¹⁹.

MONSTAT data on the share of Montenegrin citizens from 25 to 64 years of age in the lifelong learning programmes, which was 2.40% in 2010, 2.80% in 2011, 2.50% in 2012 and 3.10% in 2013, clearly indicate that further efforts should be invested in strengthening the lifelong learning concept, from both aspects of the promotion and of the implementation of activities, in order to increase the share of the adults in the lifelong learning programmes.

According to the ET 2020 Strategy it is expected that by 2020 this share in the EU countries will increase to 15%, from the current 9.8%.

16 <http://www.gov.me/files/1055251987.pdf>

17 "Official Gazettes of Montenegro", no. 64/02 and " Official Gazettes of Montenegro „, no. 49/07

18 National Council for Education, i.e. Council for Adult Education, which had been operational until the establishment of the National Council for Education in 2011

19 For more information, please visit: http://www.mps.gov.me/informacije/licencirane_ustanove

Legal framework

Adult education in Montenegro was governed by *the Law on Adult Education* from 2003, and the new Law on Adult Education was adopted by the Parliament in April 2011 (“Official Gazettes of Montenegro”, no. 20/11). The present legal regulations treat adult education as a part of the unified education system of Montenegro, which is based on the main principles of andragogy (lifelong learning, freedom of participation, equal access to education, assimilation of the standards of knowledge in formal and informal education and the like). Apart from the Law on Adult Education, this area is also governed by:

- **General Law on Education** („Official Gazettes of the Republic of Montenegro, no. 64/02, 31/05, 49/07, “ Official Gazettes of Montenegro”, no. 04/08, 21/09, 45/10, 45/11), which, among other issues, also stipulates where the teaching and learning process of adults may be organised and licensing of adult education providers, referred to in Articles 45, 46 and 46a of this law.
- **Law on Vocational Education** (“Official Gazettes of Montenegro”, no. 39/13) and the Law on Gymnasium (“Official Gazettes of Montenegro”, no. 39/13), govern the process and methods of adapting teaching to adult students, aiming at acquiring diploma of vocational school or gymnasium. Adult students who have completed certain curriculum may want to continue their education in another curriculum in order to acquire diploma. In that case, if successfully completed, subjects and modules which are common for both curricula will be recognised in accordance with the mentioned laws.
- **Law on National Vocational Qualifications** (“Official Gazettes of Montenegro”, no 80/08) provides individuals with possibility of acquiring nationally recognised vocational qualification by verification or assessment of previously acquired knowledge, testing upon completed training programme or its part or module, if that part is based on the occupational standard. Primary objective of establishing a system of vocational qualifications confirmed by certificate (certification of qualifications) is to develop and implement a verification procedure in order to recognise previously acquired knowledge and learning in accordance with nationally developed occupational standards.
- **Law on National Qualification Framework** (“Official Gazettes of Montenegro “, no. 80/10) promotes lifelong learning, and along with that, adult education within the concept of expression of qualifications through learning outcomes and their evaluation, regardless the context wherein they have been acquired and their transferability.

LEGAL REGULATIONS GOVERNING ADULT EDUCATION

In purpose of clear formulation of adult education system, public administration authorities competent for education have adopted the following subordinate regulations:

- Rules on Conditions, Manner and Procedure for Issuance and Renewal of Work Permits for Teachers, Directors and Deputy Directors of Education Institutions (“Official Gazettes of Montenegro”, no. 23/14 dated 30 May 2014).
- Rules on Professional Examination of Teachers (“Official Gazettes of Montenegro”, no. 67/03 dated 15 December 2003, 17/04 dated 4 April 2014).
- Rules on Contents and Maintenance of Adult Education Records and Documentation (“Official Gazettes of Montenegro”, no. 27/12 dated 31 May 2012).
- Rules on Contents, Forms and Methods for Education Quality Assurance in Institutions (“Official Gazettes of Montenegro”, no. 26 dated 24 May 2012).
- Rules on Forms and Issuance of Certificate (“Official Gazettes of Montenegro”, no. 6/11 dated 25 January 2011).

- Rules on Methods and Procedures for Recognition of Foreign Certificates (“Official Gazettes of Montenegro”, no. 6/11 dated 25 January 2011).
- Rules on Programmes for Examiners (“Official Gazettes of Montenegro”, no. 56/2010 dated 24 September 2010).
- Rules on Methods and Procedures for Issuance and Revoke of Examiners’ Licenses and Forms and Content of Examiners’ Licenses (“Official Gazettes of Montenegro”, no. 461/10 dated 6 August 2010).
- Rules on Composition and Method of Work of the Examination Panel (“Official Gazettes of Montenegro”, no. 46/2010 dated 6 August 2010).
- Rules on Qualification Profile of Lecturers, Trainers and other Professionals (“Official Gazettes of Montenegro”, no. 43/09 dated 3 July 2009).
- Rules on Methods of Assessment of Knowledge, Skills and Competences Acquired in Shorter Period of Time based on Programmes for Additional Training, Change of Vocation, Specialization, In-Service Education and Other Forms of Education and Training (2009).
- Rules on Procedures for Licensing of Education Institutions and Methods of Keeping the Registry of Licensed Institutions (“Official Gazettes of the Republic of Montenegro”, no. 45/2006 dated 17 July 2006).
- Rules on Detailed Conditions for Establishment of Education Institutions and Methods of Keeping the Registry of Licensed Institutions (“Official Gazettes of the Republic of Montenegro”, no. 40/2006 dated 22 June 2006).

STRATEGIC FRAMEWORK OF ADULT EDUCATION IN MONTENEGRO

Key strategic documents on which the guidelines for adult education system development in Montenegro are based include the following:

- Adult Education Strategy 2015-2025;
- Adult Education Plan 2015-2019 (which is elaborated for each year and each unit of local self-government in the Annual Plan for Adult Education);
- Strategy for Development of Vocational Education in Montenegro (2015-2020);
- Strategy for Lifelong Entrepreneurial Learning 2014-2018;
- National Strategy for Employment and Human Resource Development 2016-2020 – Labour Market in the European Path.

METHODOLOGICAL FRAMEWORK OF ADULT EDUCATION

Documents adopted by authorities competent for education, focusing activities on development of numerous programmes and other documents include:

- Methodology for Development of Training Programmes;
- Methodological Bases for Development of Occupational Standards;
- Methodology for Development of Vocational Education Curricula;
- Education and Professional Training Needs Analyses;
- Starting Points for Adapting Adult Education Training Programmes in the Area of Vocational Educations.

Other documents:

- National Report on the Level of Development and Conditions of Adult Learning and Education for International Conference on Adult Education CONFINTEA VI (2012).
- National Report on the Level of Development and Conditions of Adult Learning and Education (ALE).
- Report on Referencing the National Qualification Framework in Montenegro with the European Qualification Framework.

FORMS OF ADULT EDUCATION IN MONTENEGRO

Law on Adult Education stipulates that adult education makes an integral part of the unified education system of Montenegro. Adults participate, on their own choice, in education, training or learning, in order to improve their knowledge, skills and competences and to acquire appropriate qualification for more successful life, work and personal development. Adult education is being conducted through formal education, non-formal education, i.e. learning, informal learning and self-directed learning.

FORMAL ADULT EDUCATION

In accordance with the Law on Adult Education, formal education is an organised process of education implemented, based on the current public curriculum or its part (module, learning unit and the like), which provides acquisition of the level of education, i.e. one or more vocational qualifications.

Therefore, adults can acquire qualification of the level of education, which is confirmed by a diploma, (formal education), in accordance with General Law on Education, Law on Elementary Education, Law on Gymnasium, Law on Vocational Education and Law on Higher Education.

Organisation of education is adjusted to adults in order to acquire a diploma of vocational education or gymnasium, in accordance with the Law on Vocational Education and the Law on Gymnasium. Adult students who have completed certain curriculum may want to continue their education in another curriculum in order to acquire diploma. In that case, if successfully completed, subjects and modules which are common for both curricula will be recognised in accordance with the mentioned laws.

Basic Adult Education

The right to education under same conditions has been guaranteed by the Constitution of Montenegro. Elementary education is obligatory and free of charge. Exercising right to literacy is one of universal human rights. One of the goals of adult education defined by the Law on Adult Education is to achieve at least primary education and first qualification for all citizens.

In terms of this Law, an adult learner is a person older than 15, who fulfils all requirements for participation in adult training programme. Basic adult training programmes may include persons younger than 15, who do not have status of student.

Functional literacy is a basic ability to read, write and calculate, as well as mastering a minimum knowledge and skills required for successful and quality performance of different activities in working, family and social environment.

Elementary functional literacy is a prerequisite for acquiring knowledge, skills and habits, i.e. competences and qualifications which are necessary in a modern society. It is the first step on the way to the completion of full functional literacy.

Literacy is not only a basic human right, but also a component of the lifelong learning.

In accordance with the Rules on Detailed Conditions for Establishment of Education Institutions to Deliver Basic Adult Training programmes (“Official Gazettes of the Republic of Montenegro, no. 40/06 dated 22 June 2006”²⁰), the Ministry of Education has issued licenses for the following adult education providers:

²⁰ <http://www.mps.gov.me/biblioteka/pravilnici>

6. *Centre for Education and Training „ZOPT“ from Podgorica, to deliver elementary functional literacy programmes;*
7. *PI Elementary School „Marko Miljanov“ from Podgorica, to deliver elementary functional literacy programmes and adapted elementary school programme for adults;*
8. *PI Elementary School „Radoje Čizmović“ from Nikšić, to deliver elementary functional literacy programmes and adapted elementary school programme for adults;*
9. *Centre for Adult Education from Nikšić, to deliver elementary functional literacy programmes and adapted elementary school programme for adults;*
10. *Provider of adult education „QUEST“ from Bijelo Polje, to deliver elementary functional literacy programmes;*
11. *PI Elementary School „Pavle Žižić“ from Bijelo Polje, to deliver elementary functional literacy programmes and adapted elementary school programme for adults;*
12. *Provider of adult education „Workers' University“ – Herceg Novi, to deliver elementary functional literacy programmes and adapted elementary school programme for adults;*
13. *PI Elementary School „Vuk Karadžić“ – Berane, to deliver elementary functional literacy programmes and adapted elementary school programme for adults.*

According to the Census of 2011, conducted by MONSTAT, the working-age population (aged 15 to 64 years) makes 68% of the total population. The share of persons aged 65+ in total population is 12.8 %. Based on these data, the adults make around 80% of total population of Montenegro. There are 542 649 persons aged 10+ in Montenegro. Out of that number 8 149 persons are illiterate, which makes 1.5%, with 1.559, i.e. 0.6% males and 6.590, i.e. 2.4% females. The average age of illiterate persons is 62 years.

Elementary and incomplete elementary education account for 28% of adults. The share of adults who completed initial education in the EU countries is 6.5%, i.e. around 20 million persons. Basic skills in the EU countries have been integrated into education and training in different manners. In some countries the focus is on the programmes exclusively dedicated to basic skills, but the contents for improvement of the basic skills have been provided within other programmes as well. Basic skills and elementary education in Montenegro are acquired in accordance with the **Elementary Functional Literacy Programme**, which is equivalent to the completed first cycle of nine year elementary school and in accordance with the adapted elementary school programme for adults.

Elementary Functional Literacy Programme (1-3 grades of elementary school) has defined that teaching of the programme content may not take less than 16 weeks nor it may take longer than 20 weeks. Content of the programme is adapted to the students' profiles, their previous knowledge, experience, interests and specifics of the environment wherein the programme is implemented, thereby creating prerequisites for more flexible implementation of the programme. The programme is designed as subject-modular one and contains two subject areas and four modules:

- Elementary linguistic competence in mother tongue (200 lessons);
- (For programmes delivered in Albanian – Official as second language (72 lessons));
- Mathematical literacy (150 lessons);
- Education for Parenthood and Family with Basics of Health Education (20 lessons);
- Education for Environmental Protection (10 lessons);
- Education for life in the community (10 lessons);
- Functional skills (20 lessons).

It is intended that, upon the completion of the Elementary Functional Literacy Programme, students enrol vocational education and training programmes for simple occupations, thus creating the prerequisites for their successful integration into the world of work.

Adjustment of programmes of elementary school for adults (4-9 grades of elementary school) has been conducted as regard duration of education, mandatory testing and assessment of knowledge, enrolment conditions, conditions for progression and completion of education, so as regarding professional development of teachers.

Adapted programme of elementary school for adults comprises relations of subject content with life skills which provide immediate practical application in the concrete life situation.

General and vocational secondary education

In compliance with provisions of the General Law on Education, the National Council for Education adopts adapted curricula for adult education and guidelines for adapting them to provide acquisition of the level of education by adults. The National Council for Education stipulates, inter alia, validity and equal value of the curricula delivered in private adult education institutions with appropriate current public curricula. One of the goals of vocational education, according to the Law on Vocational Education is to ensure acquisition of qualifications, which provide students and adults with equal access to the labour market. Vocational education of adults is conducted in accordance with this law and special regulations. Formal education of adults, according to this law, has been recognised through the form of extra-curriculum student. Extra-curriculum student acquires education by attending preparatory teaching (instructive-consultative teaching) and by sitting for exams.

A curriculum determines the areas in which extra-curriculum students may acquire vocational education, as well as the manner of the delivery of practical education. Extra-curriculum student is obliged to attend the preparatory teaching. Subjects, teaching contents and lessons for each curriculum have been determined by the school Panel of Teachers. Total number of lessons may not be less than 50% of total annual number of lessons for the specific curriculum and is established in accordance with appropriate methodology adopted by the National Council upon the proposal of the Centre for Vocational Education. Extra-curriculum student sits for the class exam and the relevant exam upon the completion of the level of education. These exams are organised in June, August and January. During one school year, an extra-curriculum student may complete one grade. The class exam comprises one, more or all subjects in accordance with the curriculum. By sitting for the class exam, the extra-curriculum student sits for additional or differential exams, according to the curriculum, provided that only one grade may be completed in one examination term. Extra-curriculum student is obliged to pay compensation for these exams and preparatory teaching, which is determined by the Ministry. Positive marks earned during regular schooling at the end of the teaching process or school year or during previous examination term, shall be recognised. The method and procedure of examination is prescribed by the Ministry.

NON-FORMAL EDUCATION AND LEARNING, INFORMAL LEARNING AND SELF-EDUCATION

According to the Law on Adult Education, non-formal education, or learning is realized through organised and envisaged aims and support, in purpose of acquiring and improving knowledge, skills and competences, which may be tested and verified in the procedure for obtaining national vocational qualification, or, key skills.

Informal learning is conducted with no specific intent or organised aim, time and support in performing in-service daily activities, within family and social life and leisure time. Knowledge, skills and competences acquired through non-formal and informal learning may be tested and verified in the procedure for ob-

taining national vocational qualification, or key skill. Self-directed learning is conducted through activities within which an adult person manages the learning process and is responsible for the outcomes of such learning without immediate and continuing support of the others.

Acquisition of vocational qualifications

Vocational qualification up to the level of higher education is acquired in accordance with the Law on National Vocational Qualifications (“Official Gazettes of Montenegro”, no. 80/08 dated 26 December 2008, 14/09 dated 24 February 2009, 80/10 dated 31 December 2010, 18/11 dated 1 April 2011, 40/11 dated 8 August 2011).

According to the provisions of this Law, vocational qualification up to the level of higher education is acquired with:

- Completion of current public curriculum in compliance with the law,
- Completion of a module, in case that current public curriculum has been developed based on a number of occupational standards,
- Verification of knowledge, skills and competences upon the completion of a special adult training programme,
- Direct verification of knowledge, skills and competences, in accordance with the catalogue of standards of knowledge, skills and competences (examination catalogue) for the relevant vocational qualification,
- Recognition of foreign certificates;
- Vocational qualification in higher education is acquired with completion of:
 - Study programme, in accordance with the law,
 - Special programme of development in the area of higher education (special programme of development).

Adult education is intended for different target groups (unemployed without qualification or with qualification which are not required in the labour market any longer, employed persons, school leavers). Training programmes (for the change of vocation or additional training, upon which national vocational qualification may be acquired after testing) is determined by the National Council for Education and adopted by the Ministry of Labour and Social Welfare.

The Law on National Vocational Qualifications provides individuals with possibilities of acquiring nationally recognised vocational qualification, by testing, or assessment of previously acquired knowledge, by testing upon completed training programme or with completion of part of the programme or its modules, if that part is based on occupational standards. Primary objective of establishing system for vocational qualifications, which are to be confirmed by certificate (certification of qualification) is to develop and conduct a testing procedure in order to recognise previously acquired knowledge and learning in accordance with nationally established occupational standards. The result of the certification of qualification is a certificate – publicly valid document, which proves vocational qualification at certain level of complexity, but not the level of education. Certificate does not replace diploma, i.e. document on the level of education. Assessment of non-formal and informal learning meet the needs of the adults and those of the labour market, but also support principles of the lifelong learning.

Acquisition of key competences

Key competences represent transferable, multifunctional package of knowledge, skills and attitudes that all individuals need for personal fulfilment and development, inclusion and employment. They should be developed by the end of mandatory education or training and should represent a basis for further long-term learning. This definition of key competences, provided in the document of the European Commission “Edu-

cation and Training 2010”, has stressed that competences should be transferable, and thereby applicable in many situations and contexts, multifunctional, to help achieve several objectives, solve different problems and perform various tasks. Key competences are the prerequisites for an adequate personal attitude in life, work and later learning process.

Based on the legal regulations of Montenegro, key competences (in the field of information and communication technologies, foreign languages and the like), important for performing tasks within one occupation, are acquired in accordance with the Law on National Vocational Qualifications and are accepted in the procedure for acquiring vocational qualification.

Vocational qualification does not provide the level of education, but is recognised in the process of acquiring the level of education in accordance with special regulation of the Ministry.

Other programmes of non-formal education

Other non-formal training implies programmes acquired in accordance with Article 14 of the Law on Adult Education, concerning acquisition of knowledge and skills for civic democracy, environment protection, sustainable development, life in a family, successful social integration, raising quality of life, health education, social skills, third age and the like. These training programmes are adopted by the competent council, on the proposal of the Centre for Vocational Education or education provider, in compliance with the regulation. Prior to the proposal of the training programme, the competent council receives the opinion of the competent state administration authorities, Employment Agency of Montenegro, Chamber of Commerce of Montenegro, representative Union of Employers and representative Association of Trade Unions.

LIFELONG LEARNING AT THE UNIVERSITY OF MONTENEGRO

At the University of Montenegro the “Career Centre” has been established, which represents a service with its aim to link education and labour market. The Career Centre is primarily intended for students and academic staff, which provides students with career information and links them with industry, thereby enabling them to conduct professional practice and work engagement.

Lifelong learning at the University of Montenegro is promoted within the activity of the Faculty of Philology of the University of Montenegro (which was earlier the competence of the Institute for Foreign Languages). Former Institute for Foreign Language has been licensed as a provider of adult education and as of 2015/2016 academic year, these activities were taken over by the Faculty of Philology. In the framework of the Faculty of Philology, foreign language courses are organised (for English, German, Italian, French and Russian languages from I to IX level), so as the English Training Programme for the employed in tourism – (the programme has been developed upon the request of the Centre for Vocational Education), the Legal English Training Programme and the Business English Training Programme.

Apart from the former Institute for Foreign Languages, i.e. today’s Faculty of Philology, an adult education provider within the University of Montenegro is also the Mechanical Faculty licensed for delivering the training programme – Vehicle Inspection Service Controller. In order to be familiar with technological developments and update the knowledge, the Controller should be obliged to attend various seminars to improve skills and knowledge. Upon the seminar completion, the Controller is awarded a Certificate. The training provider organises and conducts professional exam. Classification of occupations defines the occupation of Vehicle Inspection Service Controller.

University of Montenegro is also identified as a partner in the implementation of activities referred to in the *Adult Education Plan 2016-2019*. In its part concerning the „Establishment of the Centre for Lifelong Learning for Citizens, aiming at providing students and staff with a continuing professional development and education in the areas of arts, social, humanitarian, natural and technical sciences, according to the Adult Education Plan, the University of Montenegro will organise the lifelong learning programmes. These programmes will imply acquisition and improvement of knowledge, skills and competences, i.e.: „short courses, summer schools, extra curricula activities, seminars and workshops with ECTS credits. They are only some of the types of lifelong learning which will be offered to students by the University of Montenegro. Apart from students, lifelong learning programmes may be attended by other interested parties who would like to expand their knowledge, acquire new and improve their existing skills“.

Lifelong entrepreneurial learning at the University of Montenegro

The Lifelong Entrepreneurial Learning Strategy 2015-2019 comprises all levels of educations, which also implies active role of the University of Montenegro including:

- Strengthening of the role of University in achieving competitiveness and growth in Montenegro;
- Entrepreneurial learning at all faculties;
- Better opportunities for start-ups.

The Lifelong Entrepreneurial Learning Strategy implies:

- Raising awareness on entrepreneurship throughout the whole society, where the entrepreneurship awareness should be developed through all levels of education from pre-school to higher education;
- The effort to make entrepreneurial skills an inherent part of both formal and non-formal education;

- Development of human resources inclined to use entrepreneurial skills in purpose of encouraging social and economic development.

„Objectives of the lifelong entrepreneurial learning policy are aligned with key European strategic documents in this area including: “Europe 2020”, SEE 2020, Strategic Framework for Education and Training (“ET 2020”), EU Action Plan for Entrepreneurship until 2020 (EC 2013), Act on Small and Medium Sized Enterprises (SBA), Torino Process and the Bruges Communiqué”.

The Action Plan of the Lifelong Entrepreneurial Learning Strategy 2015-2019, has envisaged promotion of the importance of entrepreneurial skills for employment and entrepreneurship, as a choice of occupation through career (professional) orientation, which would result in acquiring skills and knowledge about how to become an entrepreneur, but also mastering of entrepreneurial skills in job searching. Within their teaching process, all faculties should promote a lifelong entrepreneurial learning strategy, which implies continuous process of development of knowledge, skills and competences. For the time being, Entrepreneurship as a subject is taught at the Faculty of Economy of the University of Montenegro, and in the basic studies there is also a Department for Entrepreneurship as a Master Programme with the same name.

At the University of Montenegro, theoretical knowledge is transferred into practical context, primarily through exercises, thus their applicability is proved. According to so far course of the reform process, introduction of the professional practice was planned to take place as of the next academic year within the syllabus at all faculties, which will be assigned specific number of ECTS credits.

LABOUR MARKET CHARACTERISTICS AND CHALLENGES FOR SUCCESSFUL EMPLOYMENT AND EDUCATION

Dynamics of movements and conditions in the labour market, measured by the basic indicators, present trends and structural relations indicate characteristics of the labour market including: high long-term unemployment rate, high youth unemployment rate, mismatch between supply, demand and employment, seasonal character of employment, significant increase in the number of unemployed university graduates, employment of foreigners, regional gaps in unemployment and a large number of hard-to-employ persons.

Significant disproportions in the labour market show a structural mismatch between supply and demand in two main forms: there is a demand for labour force with specific qualifications, which are deficit on the labour market and there is a supply of persons with qualifications that are not required. An obvious regional structural unemployment and high rate of long-term unemployment show the decline in employment, particularly of the first time job-seekers. This is additionally caused by the fact that employers, apart from the basic qualification acquired in regular education, increasingly require, other knowledge skills and competences as well as practical knowledge and skills for independent performance of jobs and tasks within the profession.

It is a challenge for higher education, vocational education and adult education in particular to overcome structural mismatch between labour force supply and demand and to provide quality, attractiveness and efficiency in education on the path to successful employment.

Survey of Employers²¹ shows that even a third of employers in Montenegro believe the greatest weakness of the higher system education is the lack of practical training. Very often the employers stress that secondary school students and high school students should have practical training during their studies, i.e. that it should be a mandatory part of the content of a study programme. When it comes to concrete recommendations for changes in the education system, most of employers consider that it is necessary to increase the number of subjects offering practical training.

Currently, a few higher education institutions provide practical trainings to students, which results in the lack of capacity of students to use the acquired knowledge in solving practical problems in the industry and to start up their own business. To overcome this problem, institutions of higher education should provide to their students mandatory acquisition of practical knowledge, skills and competences in their laboratories or with employers by signing the agreement for the performance of practical training. In addition, laboratories and cabinets for practical training should be equipped to enable successful simulation of the conditions of a real work environment. This would unquestionably contribute to more facilitated inclusion of the graduate students into the labour market.

In the context of the lifelong learning, the role of **professional orientation/career guidance** is especially worth mentioning, so as the importance of activities enabling individuals to identify at any time in their life their own capabilities, competences and interests, to make decision with regard to their education, training and qualification.

Career guidance allows individuals to perceive, in a reflexive manner, their knowledge, interests, competences and wishes. It makes them possible to understand the labour market and education system and to link them with their capacities. Positive effects of the career guidance are multi-fold and only some of them include: increase in the level of interest for education and training, encouraging inclusion into formal and non-formal education, positive effect on the learning outcomes which implies better skills in decision-making, a higher degree of sensitivity to learning opportunities, increased research of employment opportunities, so as increased need for information and motivation for job-seeking. In this way, career guidance has an impact on the in-

21 Survey of Employers for 2013/2014, Employment Agency of Montenegro

creased level of employability of those who are willing to develop skills for career guidance.

To achieve the above mentioned, the Employment Agency contributes to the awareness raising about importance of investing into human resources and promoting lifelong learning in purpose of improving skills of the unemployed by providing professional orientation services within the activity of professional information, counselling and professional selection and guidance of the beneficiaries of those services regarding their choice of occupation, type of the training, job-searching and the like.

ADULT EDUCATION AND TRAINING – A ROAD TOWARDS SUCCESSFUL JOB CREATION AND DEVELOPMENT OF QUALIFIED RESOURCES IN RESPONSE TO THE LABOUR MARKET NEEDS

Adult education and training has been recognised as a necessary tool which can and should contribute to job creation and boosting the competitiveness by improving business environment and developing qualified human resources in response to the labour market needs. Improvement of knowledge, skills and competences increase employment opportunities and need to develop lifelong learning. It is necessary to implement various training programmes appropriate for different target groups, in an effort to match the labour market supply and demand as far as possible, through developing knowledge, skills and competences, and thus increase employment and employability, especially of those that are most disadvantaged in the labour market when it comes to their competitiveness and social inclusion.

Career guidance, education and labour market are interdependent, supporting and interrelated and are a basis for the functioning of the entire economy of a country. It is a very complex relationship requiring high level of professionalism and responsibilities of its leaders and high level of dedication and focus on the pre-set goal – very educated staff, with professional and practical career guidance knowledge and skills in the labour market, offering new and diverse employment opportunities.

To align these relations, the Employment Agency is implementing series of measures and programmes. To that end, there is a need to stress the importance of training programmes which are implemented in accordance with current relationship between supply and demand, employers' needs or the expressed interests of the unemployed.

According to the Law on Employment and rights to unemployment insurance, so as with the Rules on conditions, scope, manner and criteria of conducting active employment policy measures (AEPM), tasks related to adult education and training are carried out within the implementation of the Programme on Active Employment Policy Measures. In addition, research of the labour market trends and preparation of analytical information make the basis for development of the employment policy.

EMPLOYMENT POLICY – PROGRAMME FRAMEWORK AND STRATEGIC PRIORITIES IN PURPOSE OF SOLVING MAIN LABOUR MARKET CHALLENGES

The main programme framework for development of the employment policy and human resources is the **National Strategy for Employment and Development of Human Resources (2012-2015)** aligned with the European employment policy and the most recent integrated guidelines for employment policies.

Action Plan of Employment and Development of human Resources for 2016 identifies measures and activities focused on the achievement of priorities and goals defined by the Strategy, based on the need to address current labour market challenges in order to mitigate consequences of the negative trends. The Strategy has defined three main priorities, as well as the goals and measures for their accomplishment in purpose of solving the main labour market challenges:

- Within the priority 1 – **Increasing employment and reducing the rate of unemployment**, goals and measures are focused on: stimulating job creation by enhancing business environment and labour market management, establishing appropriate balance among flexibility, productivity and safety in the labour market, increasing efficiency of the active employment policy measures – with special emphasis on the long-term unemployed, unemployed youth and unemployed women, increasing self-employment, so as stimulating entrepreneurship, particularly in the underdeveloped areas of Montenegro.
- Implementation of goals within the priority 3 – **Improving qualifications and competences aligned with the labour market needs** is focused on: promoting adults' access and participation in the lifelong learning, raising awareness on the importance of lifelong learning, improving the quality of education at all levels and adjusting the education system with labour market needs.
- Goals and measures within the priority 4 – **Promoting social inclusion and reducing poverty** are focused on: improving the system of social benefits and social services to better target and cover vulnerable groups, integration and employment of the disabled persons, so as integration and employment of RAE population, refugees and internally displaced persons.

ADULT EDUCATION AND TRAINING

In cooperation with adult education providers, the Employment Agency of Montenegro is implementing training programmes for acquiring vocational qualification and programmes for acquiring skills and competences. In addition to these programmes, in cooperation with employers, the programme of training for work in the work place is also being implemented.

Target groups of these programmes are long-term unemployed persons with inadequate knowledge and skills, or with abundant occupations, with no occupation, RAE population, beneficiaries of social allowances and other social benefits and other persons from the Registry of the Employment Agency who are interested in these programmes.

In the period from 2004 to 2015, the adult training programmes involved 31 526 persons from the Registry of the Employment Agency of Montenegro. Participation at an annual level is provided in the table below.

Year	Total	Known Employer	Adult training
2004	2 075	380	1 695
2005	3 501	427	3 074
2006	4 275	654	3 621
2007	4 931	667	4 264
2008	4 843	897	3 946
2009	2 211	273	1 938
2010	3930	214	3716
2011	1770	138	1632
2012	819	44	775
2013	600	65	535
2014	1596	137	1459
2015	975	83	892
Ukupno	31 526	3 979	27 547

TRAINING FOR WORK WITH EMPLOYER

Tasks of the programmes for training to work with employer are determined based on requirements of the labour market and the lack of possibilities for the unemployed to meet these requirements. Expressed disproportion between supply and demand in the market, demographic changes, rapid technical and technological changes, the downward trend in employment of long-term unemployed in the past few years, particularly in northern and less developed municipalities of Montenegro, are the main reasons for launching the programme, which will mitigate this negative trend.

Preparatory activities of employers who delivered the programme and the unemployed who participated in this programme were implemented in the manner and within the timeframes stipulated by the Programme of Work of the Employment Agency. Success of the unemployed persons in completing the training programme confirms a high level of alignment of the programme content with their capabilities, and the fact that selected employers hired all successful participants in the programme confirms that the activities chosen by the participants were successfully implemented.

TRAINING FOR INDEPENDENT WORK

According to the programme tasks of preventing consequences of the long-term unemployment, within available funds for this purpose in 2015, a programme of stimulating employment of 123 persons with no experience in the level of education was implemented. This category of the unemployed makes 35% of total unemployment.

In the field of programme implementation, the Employment Agency is cooperating with private sector employers who implemented programme contents adjusted to professional and personal characteristics of the beneficiaries and, having provided mentoring for them, they made them capable of independent job performance within their level of education.

PILOT PROGRAMME 'YOUTH ARE OUR POTENTIAL, LET GIVE THEM A CHANCE'

Starting from the need to mitigate negative consequences of the prolonged employment of university educated person and in order to improve entrepreneurial knowledge, specific professional and soft skills and competences of young university graduates, the Employment Agency initiated in April 2015 a pilot programme for encouraging employment of 50 young university graduates for the period of 12 months.

The programme has been designed as three months of theoretical training and 9 months of practical work. After the training which was organised in Podgorica for all participants, they continued with practical training in their municipalities with mentoring in the next nine months in the offices of the Employment Agency in their respective municipalities. In this manner, the participants were provided with possibility to acquire entrepreneurial knowledge and business skills, raise the level of their personal competences which they are going to actively use in the labour market, by either starting their own businesses or by promoting entrepreneurship development, mediation in fund raising with national and international funds, or by generating initiatives for development of business clusters in their municipalities.

Programme participants are young university graduates from all Montenegrin municipalities up to 30 years of age with work experience in their level of education. By stimulating employment of young persons in their place of residence, the programme comprised, at local level, two unemployed persons in each municipality, of which 58% are females. Participants have acquired entrepreneurial knowledge and specific business skills related to the development of project application, project management and implementation, organisation of clusters and benefits of the business cluster networking. Also, the programme enabled the use of the acquired

knowledge during the nine month period of work.

In so far implementation, the participants have:

- Contributed to the awareness raising of the unemployed persons about importance of entrepreneurship through peer education, so as primary and secondary school students who participated at workshops organised throughout Montenegro on the topic »Young people and Entrepreneurship«;
- Participated in the development of business plans for unemployed persons as possible loan beneficiaries;
- In cooperation with municipalities, business Centres, social welfare centres, schools, tourist organisations, non-governmental organisations, sport clubs and other organisations, participated in the development of project applications for fund raising from national and international funds. These are projects which are primarily related to employment and initiation of business, especially of young people, women, RAE population and persons with disabilities;
- Initiated achievement of three clusters.

'ENCOURAGING CAREER DEVELOPMENT OF DIRECTLY EMPLOYABLE UNEMPLOYED PERSONS' PROGRAMME

Encouraging career development of directly employable unemployed persons is intended for persons who are for the first time registered in the Registry of unemployed persons maintained in the Employment Agency, in order to encourage professional development of the job seekers.

The Programme is implemented as workshops lasting one to three days. It has been designed so that it summarizes a programme focused on the social form, programme focused on awareness raising, motivation and active job search.

THE ROLE OF SOCIAL PARTNERS IN ADULT EDUCATION

Social partnership is referred to in Article 38 of the European Council session in Lisbon, which provides strong support to the decentralization of the lifelong learning and the use of partnership based strategies.

Pursuant to Article 18 of the General Law on Education, social partners are: Commerce Chamber of Montenegro, unions of employers and trade unions.²²

Montenegro has accepted the lifelong learning concept as one of the basic postulates of the reform of education system and further education development. Through social partnerships of the Government of Montenegro, representatives of various interested parties have an important role in the reform of the education system. Successful coordination between social partners is a prerequisite for successful adult education.

As in the EU countries, social partners in Montenegro have an important place in development of the education system. Social partners, together with the state, establish new institutions and councils. They are actively involved in drafting new regulations, developing occupational standards (design, formulation, assessment and adoption of occupational standards), vocational education syllabi, developing and adopting training programmes, participating and working in the commissions for development of adult training programmes. They are also involved in the newly established bodies and institutions which took part in the reform of Montenegrin education system, including: National Council for Education, Council for Qualifications, sectoral commissions, Adult Education Committee, Vocational Education Committee, Council for Higher Education, committees in secondary schools, commissions for development of occupational standards and training programmes and the like.

THE ROLE OF THE SOCIAL PARTNERS IN THE REFORM OF EDUCATION SYSTEM AND DEVELOPMENT OF SOCIAL PARTNERSHIPS IN EDUCATION

Social partners have primarily contributed to the reform of education system by participating in institutions and bodies established on the basis of new legal framework in education, in particular the General Law on Education, the Law on Vocational Education and the Law on Adult Education.

Montenegro has recognised the role of social partnership and cooperation within the education reform. Importance of having the Commerce Chamber involved in the education reform is primarily reflected in the need to:

- Align education with labour market needs to the benefit of all citizens,
- Encourage decrease in unemployment,
- Reduce poverty,
- Encourage continuing development of human resources as a basis for development of market economy and
- Increase opportunities for the inclusion in the labour process of all citizens, especially of vulnerable groups.

²² General Law on Education ("Official Gazettes of the Republic of Montenegro", no. 64 dated 28 November 2002, 31/05, 49/07, " Official Gazettes of Montenegro", no. 4 dated 17 January 2008, 21/09, 45/10, 40/11, 45/11, 36/13, 39/13, 44/13).

In accordance with legal framework, in May 2013, the Government of Montenegro, together with social partners, established the Centre for Vocational Education and Training. Founders are the Ministry of Education and Science, the Employment Agency, the Commerce Chamber of Montenegro and the Association of Independent Trade Union of Montenegro. Amendments to the Law from 2013 stipulate in Article 39 that the Centre is formed by the Government.²³

The Centre for Vocational Education and Training is a central institution for development of vocational and adult education in Montenegro. Through cooperation with the Centre for Vocational Education and training, social partners are involved in the process of education reform in the part arising from their competences.

Special contribution of the social partners in the system of adult education is reflected through:

- Involvement in the development of occupational standards (design, formulation, assessment and adoption of occupational standards);
- Participation and work in the Committee for adult education, and in development of programmes of non-formal education. Prije utvrđivanja predloga programa obrazovanja nadležni savjet pribavlja mišljenje nadležnih organa državne uprave, Zavoda za zapošljavanje Crne Gore (u daljem tekstu: Zavod za zapošljavanje), Privredne komore Crne Gore i reprezentativnog udruženja poslodavaca i reprezentativnog udruženja sindikata (u daljem tekstu: udruženje). Prije utvrđivanja predloga programa obrazovanja nadležni savjet pribavlja mišljenje nadležnih organa državne uprave, Zavoda za zapošljavanje Crne Gore (u daljem tekstu: Zavod za zapošljavanje), Privredne komore Crne Gore i reprezentativnog udruženja poslodavaca i reprezentativnog udruženja sindikata (u daljem tekstu: udruženje).
- Prior to identification of the proposal of the adult training programme, the competent body obtains the opinion of the competent state administration authorities, the Employment Agency, the Commerce Chamber of Montenegro, representative union of employers and representative trade union.²⁴

The Law on Adult Education has defined the role of the Commerce Chamber of Montenegro and unions as referred to in Article 38, which reads as follows:

Commerce Chamber and Union:

- Organise different forms of education for employed persons (counselling, conferences, fairs and the like),
- Propose in-service training programmes in purpose of professional development and specialisation of employed persons,
- Participate in development of standards of practical knowledge,
- Provide opinion to the competent council on the programmes for professional development and training of adults,
- Propose employers who fulfil conditions for delivering practical part of the programme and supervision upon successfully completed programme,
- Keep registry of employers who deliver practical part of the programme,
- Upon the request of the competent administration, i.e. Centre, provide necessary data about employers who deliver practical work of the programme.²⁵

23 General Law on Education ("Official Gazettes of the Republic of Montenegro", no. 64 dated 28 November 2002, 31/05, 49/07, " Official Gazettes of Montenegro", no. 4 dated 17 January 2008, 21/09, 45/10, 40/11, 45/11, 36/13, 39/13, 44/13). Recommendation on Adult Education, 1977

24 The Law on Adult Education ("Official Gazettes of the Republic of Montenegro", no. 20 dated 15 April 2011)

25 The Law on Adult Education ("Official Gazettes of the Republic of Montenegro", no. 20 dated 15 April 2011)

In the reform of education system, social partners participate in the newly established bodies:

- National Council for Education
 - Committee for adult education
 - Committee for vocational education
- Council for higher Education
- Council for Qualifications
 - Sectoral commissions (15)
- Council for national partnership for entrepreneurial learning
- National career body for career guidance

In accordance with the Law on National Qualification Framework, the Government of Montenegro established the Council for Qualifications in order to improve system of qualifications, their approval and classification. For each of fifteen sectors of qualifications, identified by the law, the Council for Qualifications established sectoral commissions.

Sectoral commissions are partnership based professional bodies and are composed of the representatives of employers, trade unions, universities, line ministries and educational institutions.

Sectoral commissions:

- Discuss the status and trends in the labour market within the relevant sector,
- Discuss existing qualifications and their relations,
- Identify needs for qualifications in accordance with the labour market and society needs,
- Propose development of new qualifications at all levels of requirement (described through the learning outcomes, appropriate knowledge, skills and competences),
- Classify qualifications in accordance with the defined level descriptors.

Social partners participate in the work of the Council for qualifications, as well as in the work of sectoral commissions:

- Construction and spatial planning,
- Economics and law,
- Agriculture, food and veterinary,
- Health and social protection,
- Tourism, trade and hospitality,
- Transport and communications,
- Engineering, production technologies (mechanical engineering and metal processing, electrical engineering and automation, and the like),
- Education and training,
- Mining, metallurgy and chemical industry,
- Information technologies and
- Services.

According to the data of the International Labour Organisation, the average share of persons older than 35 who participate in adult training programme in the EU countries is 7%, while in Montenegro it is far less. International research shows that without systematic investment in education of employees, competitiveness in the labour market is significantly decreased.

Based on the data of the European Commission, in the EU countries, 62% of enterprises invest in education.²⁶ Research showed that nine from ten Europeans find the lifelong learning very important; however

26 Report of the European Commission on Investment of Companies

this awareness level varies among countries.²⁷

Globalization and the EU accession caused social partners to define the importance of continuing education of employees in their priority activities, as their new knowledge enables more efficiency and productivity thereby strengthening competitiveness of the industry. The Law on Adult Education sets forth that each employer, based on the needs and in order to adapt to the market requirements and changes, new technological and labour processes, organises different forms of training and professional development of employees.²⁸

In accordance with that, social partnership institutions organise series of educative activities in the area of finance, management, marketing, business communication, sales, project management and human resource management, thus making available for the employees of their member organisations, the most recent knowledge and skills in the areas of their interest.

Education and training in the Centre are chambers' mission. In European chambers at an annual level around 3.4 million people are trained within the chamber training system, including 2.1 million of young people going through the initial training within the system of formal education and almost 1.3 million of employees acquiring knowledge and skills by participating in lifelong learning training programmes.

Trainings available within all European chambers, comprise, by default, topics such as corporative management, trade regime and rules, entrepreneurship and industry sector, but also education focused on overcoming difficulties faced in the performance of regular business activities.

The share of the chambers involved in basic education sectors is:

1. Construction	50%
2. Tourism and hotel management	54.5%
3. Legislative activity	63.6%
4. Entrepreneurship	86.4%

Out of 110.000 people who work in European chambers, 35% is distributed to education and training jobs.

PARTICIPATION OF SOCIAL PARTNERS IN THE EU

Participation of social partners is actual in the EU countries and is recommended in the countries in transition aiming at decentralization of the education system. They participate in both formal and non-formal education.

In Finland there are committees for vocational education and an Advisory Committee for Cooperation in Education. They are involved in cooperation, planning and development of vocational education and training and promotion of interactions between education and labour life in cooperation with the Ministry of Education and the Finish National Board for Education. The tasks also include supervision and management of organisation of skill tests, confirmation of the approved qualifications and signing of qualification certificates (certificates for training). Also the Ministry of Education of Finland has estab-

²⁷ Business Excellence, Gordana Matković

²⁸ The Law on Adult Education ("Official Gazettes of the Republic of Montenegro", no. 20 dated 15 April 2011).

lished the Council for Adult Education, whose policy representative prepares reports on adult education and training and has a role to play concerning issues in focus and future policies. In Finland, social partners, also, participate in governing bodies and advisory commissions of educational institutions. These governing bodies and advisory commissions in education institutions are responsible for local co-operation and development of vocational education and training. They also take part in the management appointed by a tripartite Council for work and training jobs with a role to review employment policies and education and their challenges and strategies.

In Austria, the initial vocational education and training involves the Commerce Chamber of Austria, the Entrepreneurship Chamber and the Chamber of Labour. They give expert opinion about Draft Law on Education and Decisions, so as about curricula and syllabi. They provide information and advices on professional orientation. In addition, they are tasked to encourage cooperation between vocational education institutions and employers' communities, so as to initiate development of new vocational training programmes. In Austria, based on the social partnership, Centres for vocational education are established, which are linked with the Commerce Chamber and supported by the Chamber of Labour. Representatives of chambers participate in organisation of final exams. Social partners are equally authorized to propose development of the final exam. Besides, social partners are very active in adult education.

In Bulgaria, social partnerships are concluded between organisations of employers and municipalities and workers' organisations. Their task is to participate in development of draft list of occupations in vocational education. They participate in development, renewal and coordination of the national education standard for acquiring qualification within occupation. They also take part in organisation and conduction of exams for acquiring vocational qualifications. Social partners appoint their representatives in the Management Board and special commissions of the National Agency for Vocational Education. Also, social partnership is participated by Centre of trade unions. They participate in activities concerning organisation and conduction of exams for acquiring vocational qualifications and appoint their members in special commissions for vocational department of the National VET Agency.

In Holland, Socio-Economic Council was established at the national level, as an advisory body of the Holland Government. Its role is to provide advices concerning all economic and social issues and represent interests of trade associations and industry, so as to promote training of employees and unemployed persons. At sectoral level, COLO – Association of Centres in vocational education, training and labour market was established (tripartite body: representatives of employees, employers and national Centres for vocational education, training and labour market). Their role is to define programme (working professional) profiles, which are then elaborated by education institutions in educational profiles. At regional level, Regional Training Centres have been established. Their role is to participate in development of collective contracts within campaigns regarding training condition and lifelong learning of employees. They are involved in the control of the quality of conduction of exams in vocational education and training. They stimulate cooperation between education and training within trade and industry.

According to the European tendencies and having implemented Bologna Declaration, the higher education reform resulted in two and half time increase of the number of students from 8.333 to 21.000. The most resent mark of the higher education reform in Montenegro is 3.8 which is for 0.2 points better in comparison with the average 3.6 in Bologna signatory countries²⁹. This indicates that the higher education reform has been widely accepted at the universities in Montenegro and that Bologna principles are applied.

29 Mr Darko Peković, Effets of the higher education reform in the Montenegrin labour market with an emphasis on the issue of hyperproduction of university graduates. Labour market, no. 7, February 2011, page 21

BUILDING SOCIAL PARTNERSHIPS IN PURPOSE OF TACKLING COMMON CHALLENGES

The National Employment and Human Resource Development Strategy, the Strategy for Development of Vocational Education in Montenegro, as well as the Strategy of Adult Education in Montenegro, with their general strategic goals, call for inter-institutional correlation in the implementation of activities aiming at tackling common challenges, i.e. negative labour market trends.

In accordance with the objectives of the Strategy for Adult Education, in Montenegro participation of partners is present in the development of the Plan of Adult Education, which was designed as a support to national activities within adult education. The Plan is defined for the four year period, and the principle of common partnership is related to the development of the Annual Plan of Adult Education, so as the Report on implemented activities envisaged by the plan. In this manner, all institutions are involved which have a key role in the area of the development of adult education.

In addition, legislation in the area of education provides a good basis for establishing partnerships and improving cooperation by involving social partners in the creation of adult education policy and implementation of its measures.

THE ROLE OF CIVIL SECTOR IN ADULT EDUCATION

Knowledge acquired in the system of formal education is mainly not sufficient to respond to all challenges of a modern society. This is the reason why non-formal education and lifelong learning are considered as an important segment of personal development and progress. One of the reasons why adult education became relevant is a rapid scientific and technological development. Civil society in non-formal education and lifelong learning provides an effective consideration of the interests of individuals who need to acquire new knowledge and skills in purpose of their professional and personal development.

Adult education comprises a whole spectrum of formal, non-formal and informal education and learning. It also includes active participation in the society, personal fulfilment, social inclusion, as well as the aspects concerning employment. Principles which support adult education and have impact on its successful application through implementation of programmes of the civil society, emphasize the focus on the learner, importance of equal opportunities and equal access of those who the training is intended for.

Adult education conducted through programmes of non-formal education, which, among others, are made available by civil society organisations, implies different levels of learning and deals with many areas, integration of information and communication technologies, and development of communication skills, mobility, citizens' activism and the like.

The Plan of Adult Education, adopted by the Government of Montenegro, recognises civil society organisations as providers of adult education. Special attention in civil sector is paid to the acquisition of the so-called "soft skills" which are nowadays required in the labour market, and are developed and cherished in working in formal and non-formal environment through youth exchanges, volunteering, seminars, various forms of trainings and daily communication.

Labour market is constantly evolving and setting new requirements. Nowadays these requirements are soft skills and "multitasking" abilities. Skills, competences and qualifications are acquired by young person over time. For professional challenges, apart from basic skills acquired through formal education, they should be equipped with soft skills.

"Soft skills" – makes difference among professional profiles. They are a set of personal characteristics including social skills, communication (verbal and non-verbal), personal attitudes and habits, optimism and empathy. In fact, everything what is called „emotional intelligence“, which makes a person desirable or not desirable in working environment.

It is important to better identify availability of the needed skills, competences and qualifications. In this way, the lack of the required skills is prevented so as mismatch between the adult education provider and labour market. Communication between the labour market and system of formal and non-formal education is essential. System of formal education provides young people with possibility of acquiring soft skills. Acquisition of knowledge and skills in a non-formal manner, so as general adult education contribute to personal development and positioning of an individual in the labour market. The most required soft skills today in the European labour market are: communication and organisational skills, ability to make decisions, team work, analytical/research skills, autonomy in the work

and creativeness. These soft skills have been recognised as the key element for successful job performance. The role of the civil society organisations have been acknowledged through numerous possibilities they offer to all structures of the society, and not only to young persons. They include trainings and seminars provided by service and municipal organisations for all target groups in the community, internship for young people during their studies in order to acquire soft skills and work experience and volunteering for all who wish to actively participate in the development of their community and thereby develop their communication and social skills and team spirit as well.

Following European trends, as adult education providers, civil society organisations adopted the recommendations of the European Commission concerning adult education, to take account, through all kinds of training, of acquiring and improvement of the key competences. The competences are combination of knowledge, skills and attitudes which correspond to the defined context. They are also the main factor in innovations, productivity and competitiveness and contribute to motivation and satisfaction of workers and the quality of work. They provide an added value for employment, social cohesion which is explained by the importance of adult education in terms of accepting changes and integrations.

Key competences are necessary for self-affirmation and personal development, citizens' activism, equal participation in social trends and competitiveness in employment.

Key competences in the field of education created conditions to compare learning experiences gained in different environments, so that after each training, seminar, study visit, volunteer arrangement or similar non-formal educational activity conducted through civil sector engagement, a participant may judge which competence is perfectly developed and to what extent. Evaluation can be done individually or with support of the trainer. Short term training implemented in the civil sector does not cover the whole spectrum of competences and provides participants with possibility to improve only some of them. During each non-formal education activity, some of the competences will be improved, but this will have impact on others to some extent.

Adult education means a learning opportunity for all citizens regardless of age and contexts: on the job, at home and in leisure time activities, and not only in a usual manner as in schools and universities. The recognised non-formal adult education providers are civil society organisations, which made information, professional development and profiling of adults more available. Civil sector, whose primary role in the society is to provide a high quality service for citizens, recognised the need of the individual to acquire useful knowledge and skills. It is necessary to stress that service organisations offer certified programmes in education for acquiring communication skills, implementation of media campaigns, parents with children with developmental disorders, family violence, non-violent communication, citizens' activism, volunteering and the like. It is necessary to make a link among all non-formal education providers and make it available to all who want to use it. That is the reason why the role of civil sector in the adult training programme is essential, since it represents a natural channel of communication between citizens and institutions.

Adult education is considered a condition for survival and development of modern societies. The last decade in Europe is marked by numerous efforts of the European Union to create conditions for successful development of European programmes for education and professional training. The role of the civil sector is to promote lifelong learning and mobility as one of the key factor for the promotion of employability, active citizenship, social inclusion and personal development. The recommendation is to verify and recognise the acquired competences at all levels.

In Europe, different methods (instruments) to measure and document development of the specific competences throughout the life are used – from, one to another education activity. One of them is a Youthpass, intended for young people who participate in various non-formal education activities, and apart from it, the Youth Portfolio has also been created, which represents similar instrument, but unlike the previous one, it is intended for young leaders.

Definition of key competences, design of the instruments to measure and record learning outcomes, certificates acquired at students' exchange, summer schools and camps and weekend trainings will become equally relevant as diplomas acquired in formal education. The tendency of all countries is to create conditions wherein the non-formal education will finally perform its basic function, which is to become a tool for changes in the society, whereas civil sector has an important role in achieving this objective.

FUTURE CHALLENGES AND RECOMMENDATIONS IN ADULT EDUCATION:

In the context of strategic decisions in the area of adult education, the education system of Montenegro provided all citizens with equal education opportunities in terms of acquiring elementary literacy, elementary education, first qualification, possibility for the change of qualification, additional qualification, professional training and further development.

However, apart from the achieved results in the last decade and an obvious progress that was made in the development of adult education in Montenegro, activities still should be intensified regarding:

1. Social inclusion of adult citizens through lifelong learning activities;
2. Improvement of adult knowledge, skills and competences for employability, mobility in the labour market and competitiveness;
3. Increase of the competences of employees in purpose of achieving more rapid economic growth;
4. Establishment of the quality assurance system in adult education;
5. Providing flexible and sustainable system of adult education.

Within the mentioned five priority strategic goals which are the key challenges in the area of adult education, concrete activities should be focused on:

- Implementation in practice of regulations concerning recognition and verification of previously acquired learning and knowledge, skills and competences acquired throughout life and work experience of an individual;
- Licensing and professionalization of trainers in adult education;
- Creation of an e-database on beginners, programmes and adult education providers;
- Establishment of an e-platform for adult learning;
- Continuing implementation of activities aiming at quality assurance in adult education;
- Design of mechanisms for building links between the industry, employers and education;
- Development of Manual for teachers and didactic material for beginners in adult training programmes;
- Creation of the national framework of key competences which will make an integral part of the content of the training programme;
- Organisation of training for adults in higher education institutions;
- Promotion of flexible methods of adult learning, including wider access to higher education for those who do not have access to acquiring qualifications in the regular education system;
- Conducting researches on the alignment of educational needs and labour market demands;
- Organisation of short courses in various fields, which would help participants to periodically refresh their already acquired knowledge and skills;
- Encouraging the use of information and communication technologies in the context of adult education (ex. use of the new distant learning possibilities and creation of tools for e-learning and platform in order to include new target groups, particularly those with special needs and those living in the remote areas);
- Strengthening of inclusion of all relevant stakeholders at national, regional and local levels in the creation and implementation of the adult education policy.

Measures which are necessary to take in order to increase the share in adult education activities, striving to the EU goal of achieving 15 % of adults involved in the lifelong learning programmes by 2020 include:











- Promotion of the lifelong learning and adult education;
- Strengthening cooperation in purpose of promoting participation of adults in the learning process;
- Providing quality training for basic skills acquired through system of formal, non-formal and in-

formal learning (adult learning of basic skills through the use of the didactic and methodological approach for adults and high level of quality of the programme for adults, which include specific materials applicable in everyday life);

- Raising level of key competences of adults, high level of the quality of programmes for acquiring key competences;
- Development of formative and summative assessment methods and self-assessment of adults, who are going to motivate adults for learning and provide additional support.

To achieve these education and learning measures, the adult education policy in Montenegro, should primarily be coherent and coordinated at national, regional and local level, aligned with national strategic development trends and European strategies and recommendations in this area. In this way, all necessary prerequisites would be made for the development of the adult education system, which would contribute to increasing basic, but also general level of functional literacy and social skills, vocational and key competences, thus making Montenegro closer to greatest possible extent to the ideal of the learning society.

List of the System Institutions Relevant for Adult Education in Montenegro:

Name of institution/organisation	Logo	Link
Ministry of Education	 MINISTARSTVO PROSVJETE	www.mpin.gov.me
Ministry of Labour and Social Welfare	 CRNA GORA MINISTARSTVO RADA I SOCIJALNOG STARANJA	http://www.mrs.gov.me/
Centre for Vocational Education	 CENTAR ZA STRUČNO OBRAZOVANJE	www.cso.gov.me
Education Office	 CRNA GORA ZAVOD ZA ŠKOLSTVO	http://www.zzs.gov.me/
Examination Centre		www.iccg.co.me
Employment Agency of Montenegro	 ZAVOD ZA ZAPOŠLJAVANJE CRNE GORE EMPLOYMENT AGENCY OF MONTENEGRO	www.zzzcg.org
Chamber of Commerce of Montenegro	 PRIVREDNA KOMORA CRNE GORE	www.privrednakomora.me
Union of Employers	 UNIJA POSLODAVACA CRNE GORE	www.poslodavci.org
Human Resources Administration of Montenegro	 CRNA GORA UPRAVA ZA KADROVE	www.uzk.co.me
Association of Trade Unions of Montenegro	 Savez Sindikata Crne Gore	www.sindikata.me
Directorate for Development of Small and Medium Sized Enterprises	 CRNA GORA DIREKCIJA ZA RAZVOJ MALIH I SRDENJIH PREDUZEĆA	www.nasme.me

CONCLUSION

Adult learning and education is a significant component of the lifelong learning process that combines various forms and programmes of formal education, non-formal, informal and self-directed learning. This area of learning includes a variety of topics - from literacy and general (key , generic) skills, through the content of vocational education and training, to family, civil, environmental, media, education for leisure time and many other fields whose priorities depend on the specific needs of each country.

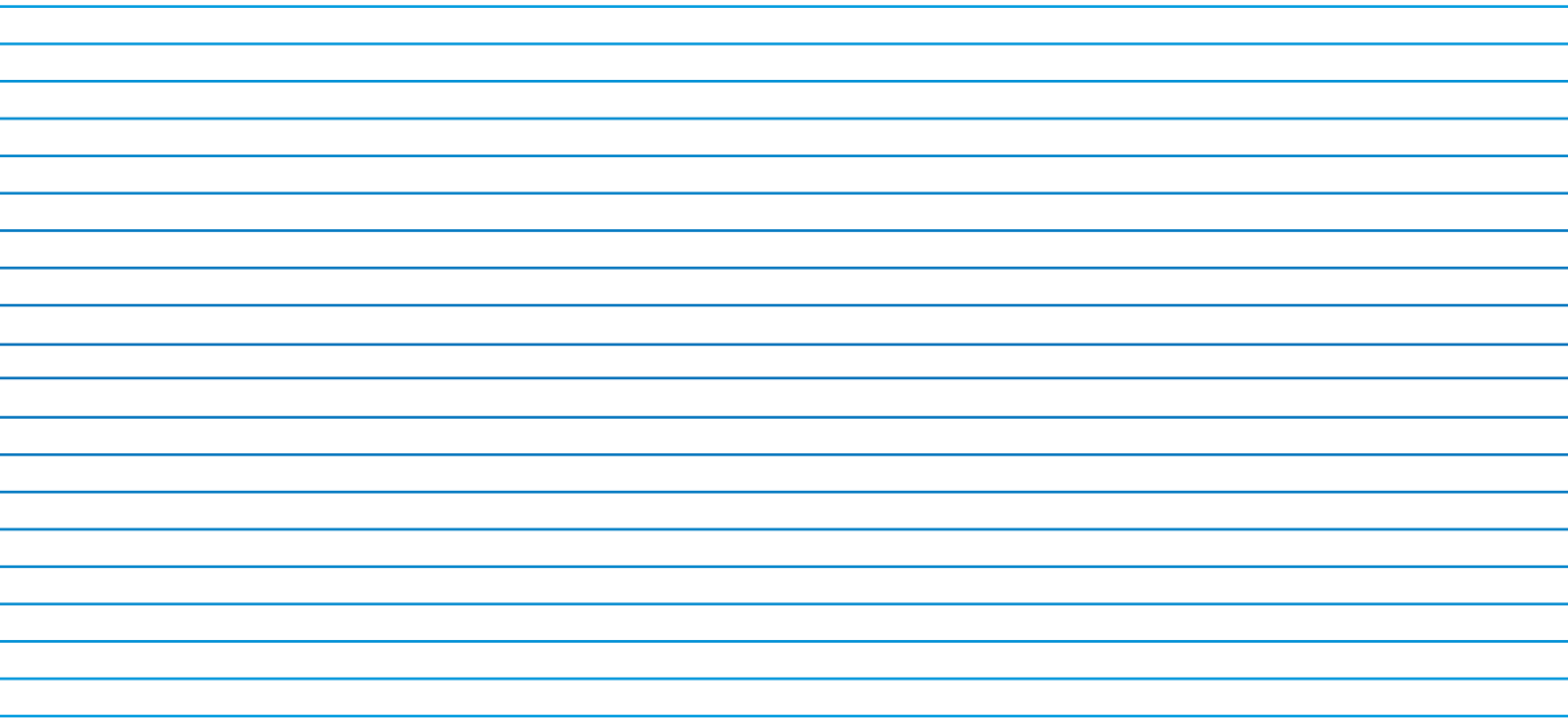
In developing countries, lifelong learning including adult education and learning are considered the best response to economic, social, cultural, environmental and other challenges. Awareness on the key role of adult education and learning has increased in almost all countries, while in many EU countries holistic lifelong learning strategies have been adopted as a response to the Lisbon Strategy and document of the European Council. The EU policy has been designed to be a support to national activities through sharing the best practice and contributed to tackling common challenges, including lack of skills of the labour force and global competence, aging of society, migrant crisis and the like.

Benefits of adult education are focused on the socio-economic growth and development of individuals and society as a whole. Adults who permanently work on themselves are most frequently more active and have better employment opportunities than those who do not invest in their education.

To that end, the purpose of this publication is to encourage, primarily professional public, a continuing focus on the importance of adult education and commitment to the development of this system in the overall education policy in Montenegro. Reference to key strategic and other recommendations of the European Union in the area of adult education, indicates clear guidelines to which the national adult education system should strive in future.

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- <http://www.cso.gov.me/biblioteka/strategije>;
- <http://www.cso.gov.me/biblioteka/zakoni>;
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