



THE DEVELOPMENT AND STATE OF THE ART OF ADULT LEARNING AND EDUCATION

National Report of the Republic of Croatia

by

the Agency for Adult Education

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LIST OF ACRONYMS

AAE	Agency for Adult Education
AC	Andragogy Centre
AE	Adult Education
AIENIC	Action to Increase the Efficiency of National Intellectual Capital
ALE	Adult Learning and Education
ALMP	Active Labour Market Policies
AVET	Agency for Vocational Education and Training
CAEA	Croatian Association for the Education of Adults
CAF	Croatian Air Force
CARDS	Community Assistance for Reconstruction, Development and Stabilization
CAS	Croatian Andragogy Society
CASA	Croatian Academy of Sciences and Arts
CBRD	Croatian Bank for Reconstruction and Development
CBS	Central Bureau of Statistics
CCE	Croatian Chamber of Economy
CCTC	Croatian Chamber of Trades and Crafts
CEA	Croatian Employers' Association
CEC	County Expert Council
CEJ	Centro de Estudios Jurídicos / Centre for Judicial Studies, Spain
CEPOR	SMEs and Entrepreneurship Policy Center
CES	Croatian Employment Service
CNES	Croatian National Educational Standard
CODEF	Central State Office for Development Strategy and Coordination of EU Funds
CROQF	Croatian Qualifications Framework
CSOA	Central State Office for Administration
CSTC	Civil Service Training Centre
CTC	Counter Terrorism Committee
E4E	Education for Entrepreneurship
EAEA	European Association for the Education of Adults
EC	European Commission
ECDL	European Computer Driving Licence
EHEA	European Higher Education Area
EI	European Integration
ENM	Ecole Nationale de la Magistrature/ State School for Judges and Public Prosecutors, France
EQF	European Qualifications Framework
ESDP	Education Sector Development Plan 2005-2010
ESF	European Social Fund
ESSP	Education Sector Support Programme
ETF	European Training Foundation
ETTA	Education and Teacher Training Agency
EU	European Union
GDP	Gross Domestic Product
GEM	Global Entrepreneurship Monitor
HR	Human Resources
HRDOP	Human Resources Development Operational Programme
HRK	Croatian Kuna
HRM	Human Resources Management
IC	Intellectual Capital
ICT	Information and Communication Technology
ILO	International Labour Organization
IMG	Individual Mobility Grants

IPA	Instrument for Pre-Accession Assistance
ISAF	International Stabilization Assistance Force
IT	Information Technology
JEP	Joint European Projects
MAFRD	Ministry of Agriculture, Fisheries and Rural Development
MELE	Ministry of the Economy, Labour and Entrepreneurship
MFAEI	Ministry of Foreign Affairs and European Integration
MFVAIS	Ministry of the Family, Veterans' Affairs and Intergenerational Solidarity
MoSES	Ministry of Science, Education and Sports
NATO	North Atlantic Treaty Organization
NCC	National Competitiveness Council
NCEEE	National Centre for the External Evaluation of Education
NFCSD	National Foundation for Civil Society Development
NGO	Non-governmental organization
OCNDA	Office for Combating Narcotic Drugs Abuse
OECD	Organization for Economic Co-operation and Development
PAR	Public Administration Reform
PISA	Programme for International Student Assessment
R&D	Research and Development
RECLE	Reforming Croatian Legal Education
RLMC	Regional Labour Market Council
SAA	Stability and Association Agreement
SCM	Structural and Complementary Measures
SME	Small and Medium Enterprise
TA	Technical Assistance
TAIEX	Technical Assistance and Information Exchange Instrument
TEA	Total Entrepreneurial Activity
Tempus	Trans - European Mobility Scheme for University Studies
TNA	Training Needs Assessment
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
VET	Vocational Education and Training

COMMENT ON THE PREPARATION OF THE REPORT

The Croatian Ministry of Science, Education and Sports (MoSES) entrusted the preparation of the Croatian National Report on the Development and State of the Art of Adult Learning and Education for the CONFINTEA VI conference to the Agency for Adult Education.

Although measures are being undertaken to develop a data-collecting system, data availability in adult learning and education in Croatia is, at the moment, still limited, not only for providers operating outside the public sector, but also to a large extent for publicly funded adult training courses. The preparation of the National Report was thus used as an opportunity to coordinate a national effort involving contributions from all stakeholders. Since certain policies and adult education programmes are carried out on an interdepartmental level and with the participation of a number of institutions, the Agency for Adult Education invited more than 250 institutions and stakeholders in Croatia to participate in the preparation of the National Report by contributing detailed reports on the developments in their specific areas of expertise and jurisdiction. Those invited to participate were: ministries, relevant central state administrative offices, relevant offices of the Government of the Republic of Croatia, foundations, educational agencies, ministerial academies, chambers, relevant public institutions, relevant associations and organizations, relevant public institutes, higher education institutions, polytechnics and schools of professional higher education, trade unions, county administrative departments for social activities and relevant city offices.

As the last step in the national consultation process, the findings of the National Report were sent to the Adult Education Council, an expert advisory body of the Government of the Republic of Croatia which includes representatives of all stakeholders of the adult education system, for consultation and comments on the strategic and policy sections.

Out of the 250 institutions and stakeholders invited to participate in the preparation of the National Report, 132 sent their contributions, 88 of which contained relevant information used in the preparation of the Report. The list of contributors to the effort of preparing the National Report is given below. The National Report thus includes the illustrations and best practice examples from the adult learning and education system as presented by the stakeholders who participated in its preparation.

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The Agency for Adult Education would like to thank all institutions and stakeholders who participated in the preparation of the National Report on the Development and State of the Art of Adult Learning and Education in Croatia, as listed below.

MINISTRIES

1. Ministry of Science, Education and Sports
2. Ministry of Agriculture, Fisheries and Rural Development
3. Ministry of Defence
4. Ministry of the Family, Veterans' Affairs and Intergenerational Solidarity
5. Ministry of Finance
6. Ministry of Foreign Affairs and European Integration
7. Ministry of Health and Social Welfare
8. Ministry of the Economy, Labour and Entrepreneurship
9. Ministry of the Sea, Transport and Infrastructure
10. Ministry of Tourism

CENTRAL STATE ADMINISTRATIVE OFFICES

11. Central State Office for Development Strategy and Coordination of EU Funds
12. Central State Office for Administration

GOVERNMENT OFFICES

13. Office for Gender Equality

FOUNDATIONS

14. National Foundation for Civil Society Development
15. National Foundation for Science, Higher Education and Technological Development

EDUCATIONAL AGENCIES

16. Agency for Mobility and EU Programmes
17. Agency for Science and Higher Education
18. Agency for Vocational Education and Training
19. Education and Teacher Training Agency
20. National Centre for the External Evaluation of Education

MINISTERIAL ACADEMIES

21. Judicial Academy

CHAMBERS

22. Croatian Audit Chamber
23. Croatian Bar Association
24. Croatian Chamber of Architects and Civil Engineers
25. Croatian Chamber of Economy
26. Croatian Chamber of Forest and Wood Technology Engineers
27. Croatian Chamber of Medical Biochemists
28. Croatian Chamber of Pharmacists

- 29. Croatian Chamber of Trades and Crafts
- 30. Croatian Dentist Chamber
- 31. Croatian Medical Chamber
- 32. Croatian Psychological Chamber
- 33. Croatian Veterinary Chamber

PUBLIC SECTOR/PUBLIC INSTITUTIONS

- 34. Croatian Employment Service

ASSOCIATIONS

- 35. Croatian Employers' Association

SOCIETIES

- 36. Croatian Andragogy Society

EDUCATIONAL INSTITUTIONS/PUBLIC INSTITUTES

- 37. Institute of Public Finance
- 38. University of Osijek
- 39. University of Pula
- 40. University of Rijeka
- 41. University of Zagreb
- 42. Faculty of Teacher Education of the University of Zagreb

INSTITUTIONS OF HIGHER EDUCATION

- 43. "Matija Vlačić Ilirik" Faculty of Theology
- 44. American College of Management and Technology
- 45. Zagreb School of Business
- 46. RRiF – School of Financial Management
- 47. School of Business and Administration "Baltazar Adam Krčelić"
- 48. School of Journalism
- 49. School of Management in Tourism and IT
- 50. Zagreb School of Management

POLYTECHNICS AND SCHOOLS OF PROFESSIONAL HIGHER EDUCATION

- 51. "Nikola Tesla" Polytechnic, Gospić
- 52. Zagreb Polytechnic for Engineering
- 53. College of Agriculture, Križevci

TRADE UNIONS

- 54. Croatian Teachers' Union

CENTRES

- 55. CEPOR (SMEs and Entrepreneurship Policy Center)

COUNTY ADMINISTRATIVE DEPARTMENTS FOR SOCIAL ACTIVITIES

- 56. County of Dubrovnik-Neretva

57. County of Karlovac
58. County of Krapina-Zagorje
59. County of Međimurje
60. County of Osijek-Baranja
61. County of Požega-Slavonia
62. County of Primorje-Gorski Kotar
63. County of Šibenik-Knin
64. County of Sisak-Moslavina
65. County of Slavonski Brod-Posavina
66. County of Virovitica-Podravina
67. County of Vukovar-Srijem
68. County of Zagreb

CITY ADMINISTRATIVE OFFICE OF THE CITY OF:

69. Bakar
70. Beli Manastir
71. Belišće
72. Biograd na Moru
73. Čakovec
74. Cres
75. Daruvar
76. Delnice
77. Donja Stubica
78. Donji Miholjac
79. Dugo Selo
80. Đurđevac
81. Garešnica
82. Glina
83. Gospić
84. Grubišno Polje
85. Ivanec
86. Ivanić Grad
87. Komiža
88. Koprivnica
89. Kraljevica
90. Krk
91. Lipik
92. Makarska
93. Mursko Središće
94. Našice
95. Nin
96. Nova Gradiška
97. Novalja
98. Novi Vinodolski
99. Obrovac
100. Omiš
101. Opatija
102. Orahovica
103. Osijek
104. Otočac
105. Ozalj
106. Pakrac
107. Ploče
108. Požega

109. Pregrada
110. Prelog
111. Rab
112. Rovinj
113. Samobor
114. Šibenik
115. Sinj
116. Slatina
117. Solin
118. Split
119. Stari Grad
120. Supetar
121. Sv. Ivan Zelina
122. Varaždin
123. Varaždinske Toplice
124. Velika Gorica
125. Vinkovci
126. Virovitica
127. Vrbovsko
128. Vrgorac
129. Vukovar
130. Zagreb
131. Zlatar
132. Županja

and the Adult Education Council.

I. GENERAL OVERVIEW

1. CROATIA – GENERAL INFORMATION

Area:	56,594 km ²
Population:	4,437,460 million
Capital:	Zagreb (population 779,000)
Languages:	Croatian (official), minority languages: Serbian, Italian, Hungarian, Albanian, Slovene, Roma etc.
Religion:	Roman Catholic 87.8%, Orthodox 4.4%, Muslim 1.3%, Protestant 0.3%, others and unknown 6.2%
Government:	multi-party parliamentary democracy
Currency:	Croatian Kuna (HRK)
Annual GDP:	EUR 34.2 billion
Annual GDP per capita:	EUR 7,702
Economic growth:	4.8% (in 2006)
Inflation rate:	2.9% annual average (in 2007)
Unemployment rate:	9.1% (LFS 2007)
Membership of International Organizations:	United Nations, Organization for Security and Co-operation in Europe, Council of Europe, International Monetary Fund, World Bank, World Trade Organization, European Bank for Reconstruction and Development, Partnership for Peace

Source: Central Bureau of Statistics (2007); Croatian Chamber of Economy

As a Mediterranean and South-East European country with an average annual GDP growth of 4% over the last ten years, Croatia is one of the most dynamic transitional countries in this part of Europe. By opening negotiations with the Republic of Croatia, the European Union recognized the development of democracy in the country and Croatia's constructive contribution in extending this process throughout South-Eastern Europe. Overall political and economic stability, an effective legal system and free enterprise in a democratic environment are the essential prerequisites for economic development which have opened the door to full membership in the EU for Croatia.

Alongside full EU membership, Croatia's second strategic goal is NATO membership. NATO and Croatia cooperate actively in a range of areas, with particular emphasis on defence and security sector reform, as well as support for broader democratic and institutional reform. At the Bucharest Summit in April 2008, Croatia received a NATO invitation, which opened the way for the beginning of accession talks with the Alliance.

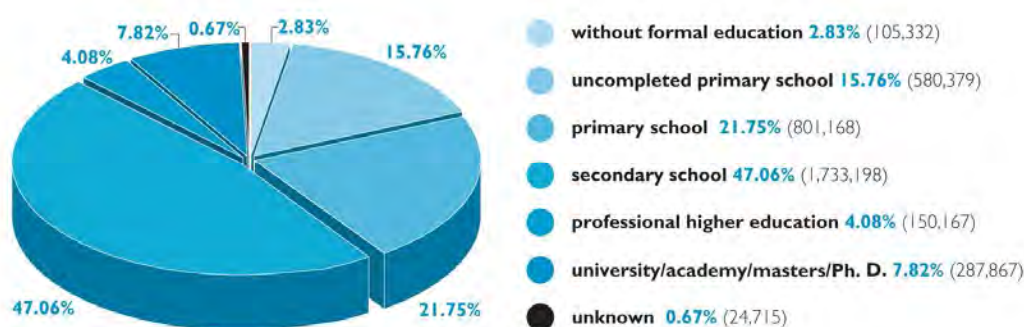
1.1. SOCIO-ECONOMIC CONTEXT FOR ADULT EDUCATION

The policy environment for adult education in Croatia is an economy and society characterized by an ageing and static population. Over the period from 1991 to 2005, the share of the population aged 65 and over increased from 11.8% to 16.6%, and this trend is expected to continue, unless offset by net immigration. Furthermore, there is a persistent trend of the number of deaths exceeding the number of live births, which is offset by net immigration, resulting in minimal population growth. Economic activity rates are rising, particularly among older workers. The overall economic activity rate increased from 61.6% in 2001 to 63.5% in 2006 for the population aged 15-64; but fell from 40.8% to 38.0% for the cohort aged 15-24, the decline being more pronounced for women than for men.

Although employment rates have been increasing steadily, they are still below EU levels. In 2006, the employment rate in the 15-64 age group in Croatia reached a yearly average of 55.4%, which was by 7.7% lower than the EU-27 average (the male employment was at 62.3%, female at 51.0%); the employment rate for the 55-64 age group was particularly low, at just 34.3%, in comparison to the 43.5% in the EU-27. Falling unemployment coupled with increasing economic activity rates has produced a decrease in Croatia's ILO unemployment rate from 16.1% in 2000 to 11.2% in 2006, only 3% above the EU-27 average. However, despite falling unemployment, Croatia has persistent long-term unemployment. In fact, 55% of all unemployed people are long-term unemployed. Croatia's long-term unemployment rate of 6.4% (2005) is considerably higher than the EU-27 average of 3.6% with an even higher female long-term unemployment rate of 8.4%. (Central Bureau of Statistics, 2007)

The 2001 population census, summarized in the figure below, indicates the distribution of educational achievement in Croatia.

Figure 1: Population aged 15 and over according to the level of completed education



Source: Central Bureau of Statistics, 2001 Population Census

2. INTERNATIONAL RELATIONS IN BRIEF

2.1. EUROPEAN UNION

Croatia is one of three candidate countries currently preparing for EU accession. It attained the status of accession country in June 2004. Following the opening of accession negotiations with Croatia (on 3 October 2005), the Council of the European Union adopted an *Accession Partnership* which updates the *European Partnership* of 13 September 2004.

Croatia has already made significant progress in the negotiation process. There are, nevertheless, a number of reforms that need to be undertaken in order to achieve further progress and to eventually close the remaining negotiation chapters. A significant number of chapters (20 out of 35) have been opened. Two chapters, namely those dealing with science, research, education and culture, have been successfully closed (Chapter 25: *Science and Research* and Chapter 26: *Education and Culture*).

Negotiations for Chapter 25, *Science and Research*, were opened and closed on 12 June 2006 at the meeting of the Council of the European Union because all important issues had already been resolved in the course of screening. During the negotiations the European Commission found that Croatian policy in the areas of science and research was developing in the same direction as the one of the European Union, and that Croatian science and research capacities were substantially developed to participate in European Union programmes. Negotiations for Chapter 26, *Education and Culture*, were opened and closed on 11 December 2006 at the meeting of European Union ministers since a high degree of harmonization was established between the Croatian education system and those of other European countries.

2.2. NATO

At the Bucharest Summit in April 2008, Croatia was invited to begin accession talks with NATO. Croatia has participated in NATO's *Membership Action Plan* (MAP) for a number of years in order to prepare for possible membership.

One of the first steps towards Atlantic integration was participation in NATO *Science Programmes*. One of the basic aims of the NATO *Science Programmes* is to support collaboration between scientists from NATO member countries with scientists from the countries of the *Partnership for Peace* and the *Mediterranean Dialogue*. Therefore, any scientific project aspiring to obtain financial support from NATO must be a joint work of at least one scientist from a NATO member country and one scientist from a *Partnership for Peace/Mediterranean Dialogue* member country.

2.3. MEMBERSHIP OF INTERNATIONAL ORGANISATIONS

Croatia has been a member of the United Nations since 1992. It is a non-permanent member of the Security Council for the period from 2008 to 2010. Croatia is an active member of the Organization for Security and Co-operation in Europe, the Council of Europe, the International Monetary Fund, the World Bank, the World Trade Organization, the European Bank for Reconstruction and Development, the Partnership for Peace and many other organisations.

3. EDUCATION SYSTEM

The Croatian system of education is under the authority of the Ministry of Science, Education and Sports (MoSES). The system encompasses preschool, primary, secondary, higher and adult education. The authority of the MoSES also includes the systems of science, technology and information society, which provide significant support to the system of education. Various levels of the education system are also supported by professional agencies and/or expert advisory bodies.

In 2003, the MoSES began the implementation of extensive reforms at all levels of the education system, with a view to meeting the development objectives set out in the *Education Sector Development Plan 2005-2010* (ESDP), the key education policy document in Croatia. The implementation of the ESDP has been supported by a World Bank loan in the amount of EUR 68 million.

Reform processes initiated over the past several years in all the segments of the education system have been supported by a considerable increase in investments in education. For instance, in the period from 2003 to 2008, the budget of the MoSES increased by 50.48% (EUR 538 million). In the period between 2004 and 2006, 109 schools were built, upgraded or reconstructed, owing to an investment of HRK 353 million. In 2007, HRK 80 million was secured for investment in school-building. Funding was secured from international sources. In the 2003 - 2007 period, investments into higher education went up by 49.0% (EUR 107.5 million), with capital investments in universities solely accounting for about EUR 109 million allocated from the state budget. Furthermore, loans in the amount EUR 429 million have been approved for the construction of university campuses that will solve the problem of insufficient capacity of many faculties¹.

In March 2008, the Government of the Republic of Croatia adopted the draft proposal of the *National Educational Standard* for preschool, primary and secondary education. Following the Government decision, the Croatian Parliament adopted the draft proposal in its session in May. The *National Educational Standard* will for the first time define the spatial-architectural, medical-hygienic, technical-information, personnel-related and other prerequisites in education. The introduction of the *National Educational Standard* will help standardize the Croatian system of education, helping it reach the quality level of developed European countries, while securing an equitable, financially efficient system, accessible to all under the same conditions. The full implementation of the *Standard* will cost HRK 9.5 billion (approximately EUR 1.3 billion) and is expected by 2022.

For adult education, the standard shall be defined through one of the by-laws complementing the *Adult Education Act*, the *By-law on Standards and Specifications in Adult Education Institutions*. The draft proposal of this by-law has passed through several stages of an extensive consultation process and received support by the Adult Education Council in April 2008, which represents the last stage in the preparation and consultation process.

3.1. PRESCHOOL EDUCATION

Public Authorities: MoSES, Education and Teacher Training Agency

At the moment, preschool programmes are implemented in 594 head kindergartens and 1,206 branch kindergartens. Local authorities are most frequently the founders of kindergartens, and they have the greatest responsibility in the organization of preschool education. The development goals for preschool education are focused on increasing enrolment in preschool programmes (currently at 43%) and increasing the number of children

¹ In the Croatian education system, a faculty is a university unit such as a college or academy.

covered by regular kindergarten programmes (in the year prior to enrolling in primary school), currently at 96%. These developments will depend primarily upon investments in infrastructure and human resources.

3.2. PRIMARY EDUCATION

Public Authorities: MoSES, Education and Teacher Training Agency, National Centre for the External Evaluation of Education, National Council of Pupils

Eight-year-long primary education in Croatia is obligatory and free of charge for all children from the age of 6 to 15 and for pupils with major special educational needs up to the age of 21. The expiry of the school year when the child turns 15 terminates the child's obligatory primary education. Persons older than 15 can also finish primary education in the system of adult primary education, financed from the state budget. At the moment, there are 875 head primary schools and 1,378 branch primary schools in Croatia.

The *Croatian National Educational Standard (CNES)* was developed in 2004. The CNES is a set of standards including standards for socialization/education content; standards for educational achievement (knowledge, skills and abilities); standards for teaching; standards for monitoring and evaluating pupils' accomplishments; and standards for the professional development and training of teachers. The CNES also contains standards for textbooks, teaching facilities; standards for equipping computer laboratories and school libraries, etc. In the 2005/2006 school year, CNES elements were introduced experimentally in 49 elementary schools and in the 2006/2007 school year, all elementary schools in Croatia began implementing the curriculum defined by the CNES.

In April 2005, the National Council of Pupils was founded by the *Decision* of the Minister of Science, Education and Sports as a representative body of pupils from primary and secondary schools and an advisory body to the Minister. The Council's activities are directed toward improving the education system and building up pupil-tailored schools. The Council is currently comprised of 21 pupils, representing all Croatian counties and the City of Zagreb.

The Council has participated in drafting the *Proposal of the Ordinance on Evaluation* and in creating experimental health-education programmes. The Council also drafted the *Proposal of the Pupil and Teacher Code of Conduct*. In line with the *2008 – 2010 Work Plan* proposal, in the school years 2008/2009 and 2009/2010 the Council will become more involved in the distribution of information regarding the implementation of national exams and the State Matura that pupils of grammar-schools and of four-year-long vocational and art schools will take from 2010. Bearing that in mind, and in order to achieve greater local, regional and national cooperation, the Council will initiate the establishment of pupil councils in every school and county in the country.

In 2007, the Croatian Parliament enacted the *Act on the National Foundation for the Support of Pupil and Student Standard* (Official Gazette 111/07), thus founding the National Foundation for the Support of Pupil and Student Standard. The founder of the Foundation is the Republic of Croatia, while the rights and duties of the founder are executed by the MoSES. The tasks of the Foundation are to gather and distribute financial assets in the form of awarding state scholarships and awards for talented pupils and students and providing support for programmes that contribute to raising the living and education standard of pupils and students.

The Foundation is the first of this kind in Croatia, and was founded with the goal of awarding an annual total of 1,000 scholarships in the monthly amount of HRK 1,000 to selected pupils and students. The founding capital of the Foundation is HRK 1.5 million, and for 2008 an

additional HRK 2.5 million has been secured from the state budget. Major Croatian companies have also gotten involved and the Foundation has raised over HRK 3 million.

3.3. SECONDARY EDUCATION

Public Authorities: MoSES, Education and Teacher Training Agency, Agency for Vocational Education and Training, National Centre for the External Evaluation of Education, National Curriculum Council, State Matura Council

Secondary education in Croatia includes four-year-long programmes of general secondary education in grammar schools and vocational education. General secondary education programmes prepare pupils for admission to institutions of higher education. Vocational education and training in Croatia encompasses programmes lasting from one year to four years, within 13 sectors. Education and training is delivered on the basis of 199 programmes. Four-year-long programmes for technicians and three-year-long programmes for crafts and industry are implemented according to several current models (the classical school model, the dual model, and the integrated model), while two- and one-year-long programmes provide training for low-skill occupations. The completion of a programme provides the pupil with an occupation/profession.

There are possibilities of advancement in master exams, job training and development.

In 2006, the Minister of Science, Education and Sports appointed the National Curriculum Council. The tasks of the Council are to develop the *National Curriculum Framework*, the national document for preschool, primary and secondary education, to propose educational values, goals and principles and to adopt educational standards for all educational fields and levels. The *National Curriculum Framework*, which will correspond to European standards, especially regarding VET, will serve as the basis for the national curricula for preschool education, primary obligatory education and secondary education, as well as for all other required documents and handbooks. The Council has developed the *Strategy for the Development of the National Curriculum for Preschool Education, Primary Obligatory Education and Secondary Education*, to be followed by the development of the *National Curriculum Framework*, which will introduce the values and goals of education, the basic competences that pupils must acquire through preschool, primary and secondary education, as well as vocational competences for the secondary-school-level professions. The standards for the competences of the direct carriers of educational activities (preschool educators and teachers, teachers of general and vocational subjects, school principals, counsellors) are also in the process of development.

In 2007, the Croatian Parliament adopted the *National Programme of Measures for the Introduction of Obligatory Secondary Education*. The *Programme*, based on Articles 62 and 65 of the *Constitution of the Republic of Croatia*, was developed by the MoSES on the basis of the *Feasibility Study* conducted by the Institute of Social Science 'Ivo Pilar' and the Institute of Public Finance. The objectives established in the *Programme* are as follows: to increase the number of young persons enrolled in secondary education, to create the preconditions for their better social inclusion, especially for young individuals with special needs, to create better conditions of living and education, to improve the working conditions of teachers, to define the tasks of the relevant bodies of state administration and of public institutions, to enhance cooperation in the fields of labour and education, to harmonize the Croatian education system with the European education system, to create the preconditions for lifelong learning.

By extending obligatory secondary education, the state takes on the responsibility of providing for pupils' education until the completion of secondary school, that is, at least up to the point of receiving an initial qualification or occupation, which provides the pupil with

professional competence and the administrative prerequisites for further education. A number of activities were carried out prior to the launch of this project, such as constructing and equipping a number of schools, improving the material status of the teachers who will take on the additional workload due to the implementation of the project, securing the budgetary funds for the financing of free textbooks, free transportation and free accommodation in student dormitories, etc.

The *Draft Proposal of the Primary and Secondary School Act*, which would regulate both the primary and high school education system in Croatia, is currently being debated in the Croatian Parliament.

3.3.1. EXTERNAL EVALUATION

3.3.1.1. STATE MATURA

Under the *Amendments and Supplements to the Secondary School Act* (Official Gazette 81/05), secondary school education for pupils in grammar schools and four-year-long vocational and art schools ends with the passing of the State Matura Exam. The State Matura is a standardized instrument for quality assessment and improvement in education, which shall gradually replace admissions exams at many higher education institutions. The first generation to take the State Matura Exam at the end of their secondary school education will graduate in 2010.

The MoSES has appointed the State Matura Council, which supports the process of introduction of the State Matura to the Croatian education system.

3.3.1.2. NATIONAL EXAMS

Under the *Amendments and Supplements to the Secondary School Act*, national exams have been installed as a permanent system of external evaluation of educational achievement, with the aim of developing a nation-wide quality-assessment system and facilitating improvement in education. The exams are carried out by the National Centre for the External Evaluation of Education (NCEEE) in cooperation with secondary schools and institutions that implement programmes for secondary adult education. National exams will ensure harmonization of pupils' academic achievement nation-wide. In the interest of continuous improvement of the quality of their work, secondary schools are required to use the results of the national exams and other indicators of education outcomes in analysis and self-evaluation.

From 2 to 5 May 2006, national exams were carried out for the first time among first-year grammar-school pupils. 13,358 pupils registered for the exams, 98.98% of the pupils attended them and, in the same manner and under the same conditions, took the tests in Croatian language, mathematics, one foreign language (English, French, German) and Italian, as the mother tongue of the Italian national minority. The results of the exams were presented on 12 June 2006, and grammar schools were provided only with the results of their pupils, for the purpose of analysis and self-evaluation.

In 2007 national exams were carried out on 21 February among the second-year grammar-school pupils. 13,080 pupils registered for the exams, and 96.80% of the pupils attended them and took tests in one of 14 subjects. From 29 to 31 May this year, national exams were carried out among the first-year grammar-school pupils (sample of 2,500 pupils) and first-year vocational-school pupils (all 25,000 pupils), who took tests in Croatian language and mathematics. Members of national minorities (Czech, Hungarian, Serbian and Italian) took exams in their respective mother tongues. National exams were also administered, from 18

to 19 April, to eighth-grade primary-school pupils (sample of 10,600 pupils) who took the tests in Croatian language (98.35%) and mathematics (97.66%).

3.3.1.3. PROGRAMME FOR INTERNATIONAL STUDENT ASSESMENT – PISA

The Education and Teacher Training Agency (ETTA) carried out the first international evaluation of education quality within the scope of OECD's PISA project by testing pupils of the age of 15. The experimental evaluation was carried out in 2005 in 40 schools on a sample of 1,600 pupils. The first real examination was carried out in 2006 (5,250 pupils in 159 secondary and 9 primary schools). The results were published in 2007, offering an insight into the quality of education on an internationally comparable basis. Croatia ranked 26th out of the 57 countries participating in the PISA project.

3.4. HIGHER EDUCATION

Public Authorities: MoSES, Agency for Science and Higher Education, National Council for Higher Education, Science and Higher Education Funding Council, National Foundation for Science, Higher Education and Technological Development, National Bologna Follow-up Group

The system of higher education in Croatia is currently undergoing comprehensive reform. This reform process is driven by a desire to join the European Higher Education Area and inspired by the Bologna process, embarked upon by Croatia in 2001, when the country signed the Bologna Declaration in Prague.

The Croatian higher education system includes seven universities with some eighty faculties, art academies and schools of professional higher education; twelve public and two private polytechnics; and twenty private accredited schools of professional higher education.

The *Scientific Activity and Higher Education Act*, which came into force on 18 August 2003, and its amendments from 2004 and 2007 establish a binary system which supports the specialist education offered in polytechnics, schools of professional higher education and universities on the one hand, and the academic education which is conducted solely in universities on the other. Under the *Act*, university education is organized according to the system of transferable credits (ECTS) and has three cycles: undergraduate, graduate and postgraduate, in line with the Bologna process. Universities can also offer postgraduate specialist courses.

3.5. ADULT EDUCATION

Public Authorities: MoSES, Agency for Adult Education, Adult Education Council

A modern education strategy is based on the principle of lifelong learning, under which adult education becomes a key concept. In order to develop a strategic AE framework based on this principle, in 2004 the MoSES appointed the Adult Education Committee, which had the task of drafting a *Strategy for Adult Education* and an *Action Plan for the Implementation of the Strategy for Adult Education*. These two documents were adopted by the Government of the Republic of Croatia at the end of 2004. Following the guidelines of the *Strategy*, in 2006 the Croatian Government founded the Agency for Adult Education (AAE). The AAE is responsible for monitoring, developing and evaluating the system of adult education. It shall evaluate the implementation of programmes for adult education, provide professional advice, supervise adult education institutions and carry out training activities.

Subsequently, on 2 February 2007, the Croatian Parliament passed the *Adult Education Act*, thus creating for the first time the conditions necessary for the integration of adult education

into Croatia's education system as an independent subsystem equal in strategic relevance to the subsystems of primary, secondary and tertiary education. In addition to specifying the activities and objectives of the Adult Education Council and the Agency for Adult Education, the *Adult Education Act* defines the forms of adult education and regulates their provision. The *Act* introduces the concepts of vertical mobility, education leave, adult education financing and the principle of partnership.

According to the *Act*, adult education may be conducted as formal, non-formal, informal and/or self-guided learning. **Formal education** is any activity conducted on the basis of programmes approved by the MoSES with the purpose of acquiring vocational knowledge, skills and abilities. It includes the primary education of adults, secondary education of adults (includes acquiring a secondary school degree or qualification, low-skill professional qualification, professional re-training, training and supplemental training), as well as tertiary adult education. According to the *Adult Education Act*, formal adult education may be provided by open universities, primary schools, secondary schools, higher education institutions, language schools, institutions for the care of persons with special needs and disabilities, correctional and other institutions, if they fulfil the requirements stipulated by the *Act*. Formal adult education leads to the acquisition of a formal certificate. **Non-formal education** refers to organised learning processes directed at educating and training adults for work and meeting the needs of the labour market, participation in social activities and personal development. It is conducted in adult education institutions, commercial enterprises, non-governmental organizations (NGOs), trade unions, political parties, sports clubs, various centres, etc. Non-formal education covers a broad range, from education for democracy and peace, health, environmental protection and active citizenship to foreign language learning, business, management and leadership skills and IT literacy programmes. It is conducted independently of the formal education system and does not lead to the acquisition of a formal certificate. **Informal adult learning** refers to activities in which adults accept views, values, skills and knowledge through everyday experiences, as well as a range of other influences and sources from the environment, while **self-guided learning** implies the learner's control over the learning process as well as his or her responsibility for the end results.

Adult education institutions implement programmes for the acquisition of an initial qualification, in-service training, continuous training and re-training.

3.6. CROATIAN QUALIFICATIONS FRAMEWORK

In February 2006 the MoSES established a working group for the development of the *Croatian Qualifications Framework* (CROQF). The working group was formed after consultation with relevant ministries, professional organizations and stakeholders. The mission of the working group was to elaborate the *Foundation for the Development of the CROQF*. This document was completed in December 2006 and presented to all the relevant stakeholders. In July 2007, the Government of the Republic of Croatia adopted the *Foundation for the Croatian Qualifications Framework*, and in September 2007 the Government established the Committee for the Development of the CROQF.

The development of the CROQF is an important precondition for the regulation of the system of lifelong learning, which is the cornerstone of a knowledge-based society. The CROQF is based on the Croatian educational tradition, the current condition and level of development of the society, the needs of the economy, of the individual and of the society as a whole, the guidelines of the *European Qualifications Framework* (EQF) and the international regulations adopted by the Republic of Croatia. The construction of a competitive European (and thus, Croatian) economic area requires competences to be mobile, clearly recognizable and usable to the benefit of employees, employers and the entire community. The CROQF is an instrument that will facilitate employability and personal development of individuals, thus building social cohesion, which is particularly important in societies where economic and

technological change, alongside an ageing population, have imposed lifelong learning as a necessity in educational and economic policy.

The aim of the Croatian Qualifications Framework is to connect learning outcomes achieved in all educational institutions and position them in relation to each other in Croatia, and in an international context. The CROQF sets clear quality criteria for gaining a set of competences that a learner can expect to have after completing education for a qualification of a certain level and volume. The CROQF is a unified system that allows for learning outcomes to be measured and compared to each other. Its basic structure is simple and contains an integral and minimal number of basic elements. The significance of the CROQF is reflected in better connections between the needs of the labour market and the implementation of study and educational programmes, and in the evaluation of all learning outcomes.

The CROQF will encompass eight reference levels, with additional four sublevels reflecting the special characteristics of the Croatian education system. Each reference level will be described in terms of student workload, level, measurable learning outcomes, competences obtained and professional profile, and closely related to the national and institutional quality assurance systems.

By the end of 2008, the choice of the basic elements describing the framework (a qualification) will be made; the proposal of instructions for the development of qualification examples will be created, and a document containing the methodology and examples for all reference levels will be finalized and presented to the public. A plan of activities for the development of the CROQF by 2012 has also been developed, and it includes the following activities:

- training of sector councils in order to create new qualifications (in 2009)
- introduction of new qualifications through the work of sector councils, and the development of amendments on laws and other legislative documents (in 2010)
- development of new curricula through the work of sector councils (in 2011-2012).

II. ADULT LEARNING AND EDUCATION IN CROATIA

1. POLICY, LEGISLATION AND FINANCING

1.1. POLICY AND LEGISLATIVE ENVIRONMENT OF ALE

1.1.1. POLICY DOCUMENTS

A number of education policy documents that have recently been adopted in Croatia can be divided into those concerned with the education system as a whole, but with a special reflection on adult education, and those focusing specifically on the education of adults. Among the documents covering the field of **education** in general, the following can be listed as the key policy documents:

- 2001 Croatia in the 21st Century – Education, White Paper on Croatian Education, Government of the Republic of Croatia, National Competitiveness Council
- 2002 Declaration on Knowledge; 2004 Croatia Based on Knowledge and the Application of Knowledge, Croatian Academy of Sciences and Arts
- 2004 55 Recommendations for Increasing Croatia's Competitiveness, National Competitiveness Council
- 2005 Education System Development Plan 2005-2010, Ministry of Science, Education and Sports
- 2006 Strategic Development Framework 2006-2013, Central State Office for Development Strategy and Coordination of EU Funds
- 2004 Croatian National Educational Standard
- 2007 National Programme of Measures for the Introduction of Obligatory Secondary Education, Croatian Parliament
- 2007 Strategy for the Development of the National Curriculum, Ministry of Science, Education and Sports, National Curriculum Council

The most important of these documents are presented in more detail in section 1.1.6. of this report.

Regarding the **education of adults** specifically, the main policy document is:

- 2004 Strategy for Adult Education

1.1.1.1. Strategy for Adult Education

Driven by the realisation that the knowledge provided by the traditional education system is no longer sufficient in keeping up with the rapidly growing amounts of new knowledge, but that lifelong learning should become the basis for every modern education strategy, and understanding that the system of ALE is of key importance in the realization of the principle of lifelong learning, the Government of the Republic of Croatia, on 25 November 2004, adopted the *Strategy for Adult Education*, the key strategic document for ALE in Croatia. The *Strategy* was drafted by the Adult Education Committee, appointed by the MoSES. After emphasizing the century-old tradition of institutional adult education in Croatia, the *Strategy* stressed the importance of knowledge as 'the basic production force in human society and the main precondition for its success,' and recognized the need for acquiring the 'literacy for the 21st century' as a precondition for the development of both the individual and the society. It recognized the importance of lifelong learning, gave an overview of the existing adult education system, its educational infrastructure and steps previously undertaken in the direction of ALE system development, and set up the objectives serving as guidelines for the

further development of the system. The main objectives outlined in the *Strategy* are to develop measures for implementing lifelong learning as a right and obligation of all citizens, to develop a system of adult education that will offer equal opportunities and quality learning, to develop measures ensuring a partnership approach, to create legal and professional prerequisites for establishing adult education as an integral part of the education system and to address individual learning needs as well as the needs of the labour market and the society as a whole (see section 1.1.3.). The adoption of the *Strategy* was to serve as an invitation for all stakeholders to 'build partnerships at all levels in order to contribute to the development of the Republic of Croatia through lifelong learning'.

The policy presented in the *Strategy* was further developed in the *Action Plan for the Implementation of the Strategy for Adult Education* (2004).

1.1.2. LEGISLATIVE FRAMEWORK

A number of acts are relevant in regulating the education system in Croatia, and the system of adult education as its important part. Only the most important of them are listed here, while there are other acts which also, to a lesser extent, regulate or influence the system of ALE and are implemented in practice. The following list is thus presented for illustration, and is not final.

The acts regulating the system of ALE in Croatia are:

- Adult Education Act (enacted 2007)
- Decree on the Founding of the Agency for Adult Education (adopted 2006)
- Act on State Subsidy for Education and Training (enacted 2007)
- Act on the Education and Teacher Training Agency (enacted 2006)
- Act on the Agency for Mobility and EU Programmes (enacted 2007)
- Act on the National Centre for the External Evaluation of Education (enacted 2004)
- Secondary School Act (enacted 2003; amended 2005)
- Primary School Act (enacted 2003; amended 2005)
- Act on Education in the Language and Script of National Minorities (enacted 2000; amended 2000)
- Act on the National Classification of Economic Activities (enacted 1994)
- School Inspection Act (enacted 1995; amended 1997)
- Professional Pedagogic Supervision Act (enacted 1997)
- Open Universities Act (enacted 1997; amended 1998, 1999)
- Institutions Act (enacted 1993; amended 1997, 1999)
- Primary and Secondary School Textbooks Act (enacted 2006; amended 2006)
- Crafts Act (enacted 2003; amended 2007)

Prior to the adoption of the *Adult Education Act* in 2007, various provisions regulating the complex landscape of adult education had been dispersed in acts and by-laws pertaining to primary and secondary education. The idea behind the *Adult Education Act* and its complementary by-laws is to develop an independent legislative framework for adult education that will encompass the main body of provisions related to AE. However, due to the complexity of this system and its interdependencies with various other sectors and regular levels of education, provisions that directly or indirectly affect AE are necessarily found in other acts as well. One of those is the *Act on State Subsidy for Education and Training*, enacted in October 2007.

1.1.2.1. ADULT EDUCATION ACT

Apart from regulating the activities and objectives of the Adult Education Council and the Agency for Adult Education, the *Adult Education Act* (Official Gazette 17/07) lays out the forms of adult education and defines who, and under what conditions, can provide adult education. The *Act* also introduces four new concepts: *vertical mobility*, *education leave*, *adult education funding* and *the partnership principle*.

Vertical Mobility

Under the *Adult Education Act*, adult education was recognized as an integral part of the Croatian education system, thus enabling anyone who had left the formal education system for any reason to re-enter the system and continue his or her education without any limitations. Under the vertical mobility principle, these people are given a chance not only to return to primary school and receive their initial qualification, but to receive secondary and tertiary education as well.

Education Leave

For the first time, the *Act* entitled employees to seven days' education leave, which may be used for acquiring some form of education. An employee can exercise this right as agreed with the employer. Education leave may be paid, if so agreed with the employer.

Adult Education Funding

Since lifelong learning is the essential principle of the adult education strategy, the goal of which is personal growth and the economic growth of the country, the *Act* assumes cooperation of all stakeholders. In line with that, funds for adult education are obtained from the state budget, the budgets of local and regional authorities, personal funding and funding by employers, as well as from other sources.

Partnership Principle

This principle is primarily embodied in the structure of the Adult Education Council, which consists of representatives of ministries, employers, unions and education institutions. Alongside its status as an advisory body to the Government, it is precisely the stakeholders who make up the Council that give it such a prominent role. Its main task, as an expert and advisory body to the Croatian Government, is monitoring the development of adult education and proposing measures for its enhancement. The Council also proposes funding for adult education programmes from the state budget.

The *Adult Education Act* shall be complemented by four by-laws, the drafts of which are as follows:

- By-law on Standards and Specifications in Adult Education Institutions
- By-law on the Contents, Form and Method of Keeping Andragogical Documentation
- By-law on Records in Adult Education Institutions
- By-law on Public Certificates in Adult Education

The draft by-laws have undergone a broad national debate among experts, and were reviewed by the Adult Education Council in April 2008, which concluded the consultation process.

1.1.2.2. ACT ON STATE SUBSIDY FOR EDUCATION AND TRAINING

The *Act on State Subsidy for Education and Training* was enacted on 5 October 2007 and put in force on 1 November 2007. This *Act* modifies the *Profit Tax Act*, particularly its section related to tax deductions and exemptions for education and training incentives. The *Profit Tax Act*, article 6, paragraph 1, point 7, allowed for deductions from the tax base for the costs spent for education and training of employees. However, this provision was against the criteria of the EU *acquis* for state subsidies for education and training, as it represented a

double tax deduction. With the introduction of the new *Act* this provision has been overruled, by providing a tool through which employers can lower the costs of the education and training of their employees (both education and training have been seen as an essential outcome of the fast technological developments and demands for lifelong learning).

This *Act* aims to contribute to increasing the competitiveness of the Croatian economy through the promotion of lifelong learning. In reaching this goal, the *Act* addresses several target groups with different deduction and subsidy plans. Big entrepreneurs can receive up to 50% tax deduction on tax base for general education and training, and 25% for costs of specific education and training of their employees. Small and medium entrepreneurs can receive up to 70% deduction on tax base for costs of general education and training, and 35% for the costs of specific education and training. Further groups that can count on particular tax deductions are entrepreneurs working in areas A and B as defined by the regional map of state subsidies, and entrepreneurs investing in the education and training of disadvantaged employees. Expenses for general education and training recognized by the *Act* are: tuition rates at institutions of primary, secondary and higher education and other institutions in which primary, secondary and higher education can be acquired (including undergraduate, graduate and doctoral degrees). The costs for seminars, conferences, workshops and specialisations are also included.

Regarding specific education, the following will be recognised as deductible expenses under the *Act*: costs of participation in seminars, trainings, congresses, specialisation and training both in Croatia and abroad. For both general and specific education, the costs of supporting materials and instructors are recognised.

The subsidies and deductions for employers stipulated by the *Act* have the following aims: to improve the qualification structure of employees, to secure existing jobs, to achieve greater employability of disadvantaged workers and longer retention of workers at one job. These subsidies should ensure that the Croatian economy is filled with competent labour and reaches high levels of efficiency. Also, these subsidies and tax deduction opportunities will allow entrepreneurs to open up their companies and workshops to a greater number of trainees, thus improving the opportunities and possibilities for education and training for a large number of potential students and trainees. Finally, these companies could become places where young workers are able to gain entrepreneurial skills and thus contribute to greater economic development.

1.1.3. PRIORITY GOALS FOR ALE

The *Strategy for Adult Education* sets the following objectives, which serve as guidelines in designing measures, projects and programmes by public ALE institutions and bodies:

- to develop measures, organizational, financial and in regard to human resources, for realizing lifelong learning as a right and an obligation of all the citizens of the Republic of Croatia: women, men, the youth, senior citizens, retired people, the employed, the unemployed, housewives, employers, Homeland War veterans, the poor, the illiterate; to include the imagination and abilities of all Croatian citizens and their active participation in all aspects of life with a view to 'activating Croatia';
- to develop a system of adult education that will offer equal opportunities for quality learning throughout life to all people, and in which education is based on and results from the demand and need for learning;
- to develop measures for joint and coordinated action of the relevant ministries, social partners and educational institutions;
- to create legal and professional prerequisites for establishing comprehensive adult education as an integral part of the Croatian education system;
- to adjust educational planning and programming, the strategies and ways of teaching and learning, so that people's knowledge and skills match the possibilities and needs

of individuals as well as the demands of jobs and occupations, work and the social environment;

- to encourage and equip people to participate in all spheres of modern life, especially in social and political life at all levels, including participation on the European level;
- to encourage the use of new information and communication technology in lifelong learning and adult education, as it, among other things, allows for an individual approach to learning that is more suitable for adults (the choice of the most convenient study time and other favourable conditions);
- to speed up the integration of labour and learning in line with the OECD economies, as new trends support a continuous link between education and labour, instead of the traditional separation between studying and lifelong labour.

1.1.4. ORGANIZATION OF ALE WITHIN THE GOVERNMENT

1.1.4.1. DEVELOPMENT OF THE ADULT EDUCATION SYSTEM

Although Croatia has a rich tradition in adult education, a new stage in the development of the adult education system has begun relatively recently. In February 2004, the Government of the Republic of Croatia appointed the Committee for Adult Education, which was given the task of proposing measures and activities for the development and improvement of adult education, as well as creating a *Draft Proposal for the Adult Education Act*. After determining the state of the art and conducting a needs assessment, the Committee began drafting proposals for the *Strategy for Adult Education* and the accompanying *Action Plan*. In November 2004, the Government adopted the *Strategy for Adult Education* and the *Action Plan for the Implementation of the Strategy*, which serve as the fundamental documents and the basis for further action. Continuing this policy, and with the aim of providing the institutional framework for the implementation of the *Strategy*, the Government established the Agency for Adult Education in May 2006.

Finally, the *Adult Education Act* was adopted by the Parliament on 2 February 2007, providing the legal framework for adult learning and education. The *Act* created, for the first time in Croatia, the full preconditions for the inclusion of adult learning into the comprehensive educational system. The *Act* defines the activities and tasks of the Adult Education Council and the Agency for Adult Education, defines forms of adult education and determines who, and under what conditions, can provide adult education. The drafting of implementation by-laws originating from the above-mentioned *Act*, which shall determine the competences and tasks of the Agency in detail (*By-law on Standards and Specifications in Adult Education Institutions; By-law on Contents, Form and Method of Keeping Andragogical Documentation; By-law on Keeping Records in Adult Education Institutions* and *By-law on Public Certificates in Adult Education*), is in its final stage. By a *Decision* of the Government on 30 August 2007, the Adult Education Council, an expert and advisory body of the Government of the Republic of Croatia, was founded. The constituting session of the Adult Education Council was held on 24 January 2008.

1.1.4.2. MINISTRY OF SCIENCE, EDUCATION AND SPORTS

The Ministry of Science, Education and Sports (MoSES) is not the only state institution dealing with the issue of adult education, but it is the key body regulating all segments of education, including formal adult education. Adult education institutions which conduct accredited educational programmes do so based on the guidelines set up by the Ministry, with the learner as the final beneficiary.

1.1.4.3. ADULT EDUCATION COUNCIL

The Adult Education Council is a body consisting of representatives of key stakeholders in adult education, facilitating cooperation and ensuring synchronized policy and strategy formulation, resulting from consensus among major stakeholders. The Council monitors the state of the adult education system and proposes measures for its development, provides opinions on legislative and implementing regulations and proposes financing mechanisms for adult education programmes. It consists of a chairman and twelve members, appointed by the Government of the Republic of Croatia on the basis of a proposal of the Minister of Science, Education and Sports. The candidates for chairman and members are nominated by the heads of central state administration bodies, adult education institutions, professional and business organizations, trade unions and employers' associations. They are appointed for a four-year-long mandate. The composition of the Council enables inter-departmental action for the Government. The Agency for Adult Education shall perform administrative duties for the Council.

1.1.4.4. AGENCY FOR ADULT EDUCATION

The Agency for Adult Education (AAE) was established by the *Decree of the Government of the Republic of Croatia* (Official Gazette 59/06) on 25 May 2006 as a public institution. The *Decree* defines the Agency's activities, structure, rights, obligations and sources of funding.

The Agency's goal is to provide the institutional preconditions for the development of the adult education system, recognized in Croatian educational policy as an important part of the educational system of the Republic of Croatia. The activities of the Agency shall include monitoring, development, evaluation and improvement of adult education.

The tasks of the Agency are:

- performing analytical and developmental tasks in the field of adult education
- coordinating proposals of professional bodies
- performing professional supervision of adult education institutions
- providing professional advice and counselling services
- professional education and training of employees in the field of adult education
- innovation, monitoring and evaluation of the implementation of adult education programmes
- stimulating cooperation and participation in the implementation of adult education programmes and projects
- maintaining a database and providing information to state administration bodies and the relevant ministry on records and other relevant data regarding the monitoring of the state of adult education and its development
- preparing analyses of management processes in adult education
- defining criteria for the establishment, implementation and monitoring of systematic funding of adult education with regard to programme, investment and material management
- other tasks as defined by the *Decree on the Establishment of the Agency*

The founding rights and duties are conducted in the name of the founder by the ministry in charge of education. The activities of the Agency are funded from the state budget, as well as other sources.

At the moment, the Agency is developing its basic functions, within the tasks defined through the *Adult Education Act*, independently as well through the CARDS 2004 *Adult Learning* project. The basic functions of the Agency are:

- statistical monitoring of adult education – within the CARDS 2004 *Adult Learning* project, a database is being developed through which data on participants in adult learning, as well as on programmes, providers, trainers and financing in the ALE system shall be obtained
- professional advice and counselling activities – providing assistance to institutions in developing education and training programmes through professional and pedagogic reviews of programmes for which the adult education institutions seek approval for implementation by the MoSES; designing professional seminars/counselling sessions for employees in the adult education system
- supervision - the Agency employees are currently preparing to undergo a training programme that will enable them to supervise the work of adult education institutions
- programmes and projects – organizing the Lifelong Learning Week; developing, implementing and financing the *Jobs in Short Supply* project; preparing the publication on international and European standards in adult education and lifelong learning;

1.1.5. ALIGNMENT OF ALE POLICY AND IMPLEMENTATION STRATEGIES WITH OTHER GOALS

The Government of the Republic of Croatia approaches adult education with inter-ministerial collaboration of all relevant ministries, the most important of which are: the Ministry of the Economy, Labour and Entrepreneurship, the Ministry of the Family, Veterans' Affairs and Intergenerational Solidarity and others – with the Ministry of Science, Education and Sports at the helm. On the strategic and implementation guidelines, the Government is advised by the Adult Education Council, an advisory body to the Government.

1.1.5.1. MINISTRY OF SCIENCE, EDUCATION AND SPORTS

The MoSES serves as the implementing body for a number of national programmes which provide support to a variety of target groups. The programmes include:

- providing support for gifted students
- technical culture programmes
- programmes for the education of national minorities
- programmes on the national level, which include:
 - Programme of Activities for the Prevention of Violence among Children and the Youth
 - Programme for School Safety
 - Programme for Fighting Addictions in Schools
 - Human Rights Programme
 - Gender Equality Programme
- co-financing programmes
- validation of foreign primary and secondary school qualifications
- Educational Programme for the Roma

While most of these programmes focus primarily on children, a number of them are linked to adult education.

Since the activities of the MoSES regarding ALE are described throughout this report, here the *Drug Addicts Resocialization Project*, which includes several stakeholders on the national level, shall serve as an example of the Ministry's activities. The main adult education programme delivered by the MoSES – *For a Literate Croatia: The Way to a Desirable Future* – is described in detail in section 4 of this report.

1.1.5.1.1. Drug Addicts Resocialization Project

Based on the *National Drug Control Strategy in the Republic of Croatia 2006-2012, Action Plan for Combating Drug Abuse for the 2006–2009 period* and the *Annual Implementation Plan for 2007*, a *Drug Addicts Resocialization Project* was drafted in 2007 by the Commission for Combating Narcotic Drugs Abuse of the Government of the Republic of Croatia, and adopted by the Government.

The basic goal of the project is to provide a systematic and permanent solution to the issue of social reintegration of addicts after the completion of the addiction recovery and rehabilitation through an appropriate addict resocialization model which will have systematic and long-term implementation in all Croatian counties. Moreover, the project has the following specific goals:

- analysing, evaluating and improving the work of NGOs in the area of resocialization
- educating experts and volunteers to work in the area of resocialization
- coordinating experts and institutions to resocialize addicts
- making a resocialization project on the basis of the analysis of the number of rehabilitated addicts, their motivation to learn and find employment, and the needs of the labour market
- conceptualizing a programme of educational and professional retraining depending on the addict's professional background
- planning individual programmes and monitoring the learners after the treatment
- encouraging the employment of former addicts

Among those goals, an important goal is related to the education and retraining of addicts.

The project focuses on addicts who have completed one of the programmes of addiction recovery and rehabilitation in a therapeutic community or a prison establishment, as well as addicts who receive out-of-hospital treatment, have had a long period of abstinence and follow the prescribed method of cure.

Project implementation involves a series of stakeholders: the Office for Combating Narcotic Drugs Abuse (OCNDA), the MoSES, the Ministry of Health, Directorate for Social Welfare, the Ministry of Health, Directorate for Professional Medical Matters, the Ministry of Justice, Directorate for the Prison System, Croatian Employment Service Central Office, therapeutic communities, addiction recovery homes and prison establishments, educational institutions, social welfare centres, addiction prevention services of the Institute of Public Health, district offices of the CES and county committees for combating narcotic drugs abuse. All relevant institutions must submit annual reports on the implementation of the measures of the project in accordance with the adopted Protocol, to the relevant ministries and the OCNDA.

In December 2007, prisoners who expressed interest in retraining, additional education or employment underwent a survey and signed statements on participating in the project. Pursuant to the results of the examination and the identified psychological and medical indications, an expert team delivered the final opinion for each of the 39 prisoners with recommended jobs (chosen from the list of jobs in short supply), or counterindications for jobs in accordance with the job for which the candidate had expressed his or her interest, together with the assessment of the medical doctor about his or her working ability. However, the retraining process is yet to start.

1.1.5.2. MINISTRY OF THE FAMILY, VETERANS' AFFAIRS AND INTERGENERATIONAL SOLIDARITY

The Ministry of the Family, Veterans' Affairs and Intergenerational Solidarity (MFVAIS) is currently implementing a number of programmes, each focusing on specific target groups. Among those programmes, several belong to the field of adult education.

1.1.5.2.1. War Veterans

The MFVAIS began implementing the *Programme of Professional Training and Employment of Croatian Veterans* in 2001. The *Programme* included three measures: the *Measure of Vocational Training for a Known Employer*, the *Measure of Vocational Training for an Unknown Employer*, and the *Measure of Self-Employment*.

In 2004 the expanded version of this programme, entitled the *Programme of Professional Training and Employment of Croatian Veterans and the Children of Killed, Imprisoned or Missing Croatian Defenders for the Period from 2004 to 2007*, was accepted by the Government. The target group of the *Programme* are unemployed Croatian veterans and unemployed children of killed, imprisoned or missing Croatian defenders from the Homeland War. The funds for the implementation of the entire *Programme* are provided from the state budget.

In 2008, the Government decided to continue the *Programme* in the period from 2008 to 2011. The measure of professional training within the current *Programme* encompasses the following educational activities: education for an initial occupation (graduating from primary or secondary school), professional retraining or additional training, professional training for the purpose of self-employment or employment, gaining additional knowledge and skills, undergoing craftsman examinations. The general goal of the *Measure of Professional Training* is raising educational levels of unemployed Croatian veterans and children of killed, imprisoned or missing Croatian defenders, and the training for jobs needed on local labour markets, as well as the broadening of their formal education in accordance with new technological requirements.

1.1.5.2.2. Adults with Disabilities

The national strategy documents, the *National Strategy for a Common Policy for Disabled Persons from 2003 to 2006* and the *National Strategy for Equal Opportunities for Disabled Persons from 2007 to 2015*, define measures in the area of education for various forms of education for adults with disabilities. The other segments of the above mentioned documents also encompass plans to educate everyone involved in the different areas of the life of disabled persons to provide better care for disabled persons and ensure a better quality of life for them.

Over the past period (from 2004 to 2008), the MFVAIS has contributed to the goal of non-formal education of adults with disabilities and their families by financially supporting the implementation of 334 projects with the purpose of adopting skills and knowledge needed for social invigoration, personal development and improving the quality of life for disabled persons. The education of adults with disabilities is also financially supported through the projects *ECDL for the Blind and Visually Impaired Youth* and *ECDL Education for Disabled Persons*.

1.1.5.2.3. Victims of Family Violence

The *National Strategy for the Protection from Family Violence from 2005 to 2007* and the *National Strategy for the Protection from Family Violence from 2008 to 2010* define the

measures focused on developing programmes and implementing systematic education with the purpose of protection from violence.

For the purpose of economic invigoration of women victims of family violence, there is continuous support for the project *Economic Invigoration of Women Who Survived Family Violence*, which has included 405 women in individual counselling and education with the goal of self-employment and easier employment of women victims of family violence.

1.1.5.2.4. Young Adults

The MFVAIS targets young adults as a separate group, within three types of projects: youth-focused projects, projects combating drugs and other kinds of addiction, education for youth club leaders. The last type of education includes the following topics: strategic planning, lobbying and project presentation, writing draft projects and submitting financial statements, fundraising, education for democracy and human rights, volunteers, youth against violence: mobilising the local community and non-violent conflict resolution.

1.1.5.3. MINISTRY OF TOURISM

Since 2000, the Ministry of Tourism has been providing non-refundable financing to national professional associations for professional and educational programmes with the aim of improving the quality and professionalism of workers currently employed in tourism and catering. The funds are approved through programmes for improving knowledge and skills in accordance with the needs of the tourist demand.

The *Croatian Government Programme for the Mandate 2008-2011* includes, as an implementing measure, support for the education of workers and jobs in short supply in tourism, as well as lifelong learning programmes, with the aim of creating ten thousand new educated professional workers for the needs of modern tourism.

1.1.5.4. MINISTRY OF AGRICULTURE, FISHERIES AND RURAL DEVELOPMENT

The vocational training of adults for hunters and the in-service training of adults for forest rangers and trophy evaluators is provided by 6 schools according to programmes for vocational training and professional improvement, proscribed by the Ministry of Agriculture, Fisheries and Rural Development (MAFRD), and the decision of the same ministry approving the implementation of the programme of vocational training and in-service training.

1.1.5.5. MINISTRY OF DEFENCE

The Ministry of Defence has been implementing several projects which deal with adult education, mainly focusing on the education for the Croatian Air Force (CAF). The Ministry provides for a polyvalent model of civilian-military education and lifelong education for CAF members, so as to secure continuing professional development as well as to enhance career opportunities for CAF members after the completion of their military career. Professional development of the military is seen as a prerequisite for the implementation of adjustments that will ensure accession to NATO and the EU, for the development of quality personnel for the needs of the defence system and for the development of a legal and planned basis for the full professionalisation of the CAF.

1.1.5.6. MINISTRY OF JUSTICE, JUDICIAL ACADEMY

The Ministry of Justice focuses on adult education through programmes conducted in its Judicial Academy. The Judicial Academy of the Croatian Ministry of Justice was founded in March 2004 as an institute of the Ministry, with headquarters in Zagreb. It operates as a central state institution charged with the implementation of activities relating to the

continuous professional training of judges and public prosecutors, advisors and judicial and public prosecutor apprentices in judicial bodies. The Judicial Academy cooperates with courts, law faculties, professional organizations and bodies in Croatia in the development and implementation of professional training programmes, as well as with international institutions and bodies in the field of continuous training in the judiciary.

Most of the activities of the Judicial Academy are financed from the budget of the Ministry of Justice. Some of the activities are partly financed by donations and European Union pre-accession funds.

1.1.5.7. MINISTRY OF HEALTH AND SOCIAL WELFARE

Lifelong education is imperative for health workers. Some health professions have professional legislation proscribing the obligation of lifelong education as a precondition for the renewal of the license, while others do not have such a legal obligation, but have professional associations that organise various professional gatherings and workshops with the aim of continuous education for a specific profession. This kind of adult education is based on the *Health Care Act*, the *By-law on the Internship of Health Workers*, the *By-law on Specialist Professional Improvement of Health Workers*, and the *By-law on Specialisations*.

Doctors of medicine and dentistry, masters of pharmacy and nurses (a total of 41,417 health workers) have professional laws which require them to attend specific and planned educational activities, while others have professional associations that organise professional lectures and similar events.

All health workers, having completed their formal education, must complete an internship and pass the professional exam. Annually, internships are completed by approximately 1,200 health workers who have completed higher education and around 3,000 health workers with secondary school or college qualifications. Annually, around 550 persons become specialised and around 200 persons become narrowly specialised (mostly doctors of medicine).

1.1.5.8. MINISTRY OF FOREIGN AFFAIRS AND EUROPEAN INTEGRATION

Adult education at the Ministry of Foreign Affairs and European Integration (MFAEI) is carried out by the Diplomatic Academy and the Directorate for Information and Education.

1.1.5.8.1. Diplomatic Academy

The Diplomatic Academy was originally established as a Diplomatic School by the Government of the Republic of Croatia in 1994. In 1996 the Diplomatic School was transformed into the Diplomatic Academy, becoming an Office within the former Ministry of Foreign Affairs. The Diplomatic Academy carries out the diplomatic training and education for diplomats from the MFAEI, as well as for other civil servants from different state bodies and agencies. The main purpose of the Academy is to provide specialised trainings in the fields of international relations, foreign policy and diplomacy, particularly related to modern diplomatic skills and techniques, according to the priorities and professional needs of the MFAEI.

1.1.5.8.2. Directorate for Information and Education, Department for Education about European Integration

By establishing contractual relations with the European Union (EU) through the *Stabilisation and Association Agreement* (2001), attaining the status of candidate country for full EU membership (2004) and opening Accession negotiations (2005), the Croatian Government

defined its strategic goals. In order to meet the contractual requirements and to facilitate the process of European integration (EI), the Government adopted the *Action Plan for EI*, which identified the priorities and linked the implementation of the integration process with the annual state budget.

In the context of approaching the EU, Croatia has been working on the adoption of European standards in many different fields, one of the most important ones being capacity building of the Croatian administration on issues related to EU institutions and decision-making processes, law and policies, EU-Croatian relations and accession instruments, etc.

At first, the EI training activities included the Government Office for European Integration established in 1998, where two main projects had been developed: a scholarship scheme for postgraduate studies in the field of EI-related issues and the organisation of a number of seminars, workshops and lectures aiming to inform/train the Croatian public administration about the EI process. Since the year 2000, the Office was transformed into the Ministry for EI, which, in 2005, merged with the Ministry of Foreign Affairs, today the MFVAI.

Under the *Communication Strategy Aimed at Informing the Croatian Public about the EU and Preparations for EU-Membership*, the Department for Education about EI delivers general and specialized training (lectures, round tables, seminars, workshops, study trips, training-of-trainers and conferences) for various target groups such as judges, teachers, journalists, political parties, the business sector and the non-profit sector.

Financial support for these activities is secured from the state budget as well as through bilateral/multilateral technical assistance from foreign partners. The average annual number of the Department's training activities reaches up to 200 various activities covering different target groups in the Croatian society.

1.1.5.9. MINISTRY OF THE ECONOMY, LABOUR AND ENTREPRENEURSHIP

The MELE implements several programmes and initiatives in the field of adult education.

1.1.5.9.1. Lifelong Entrepreneurial Learning: Education for Entrepreneurship Project

The *Preliminary Report of the European Commission*, based on the *SME Policy Index Benchmarking among Seven Countries in the Region*, demonstrates that Croatia is the only country from the group having a clear policy for entrepreneurial education. The *Report* noted the existence of the *Government Programme for Small and Medium Enterprise (SME) Development 2004-2007*, with good indicators with regard to education. It also noted that a Strategy for Adult Education was adopted in 2004.

In the framework of the *Operation Plan of the Government of the Republic of Croatia*, the project *Education for Entrepreneurship* was created and implemented since 2002 by the MELE in partnership with a number of institutions (MoSES, ETTA, CCE, CCTC, CBRD, entrepreneurial centres, entrepreneurial incubators, regional development agencies, open universities, vocational schools, schools of professional education and other education providers). The project is undergoing continuous development and expansion.

The project provides educational seminars for start-ups (*Essentials of Entrepreneurship*), seminars for entrepreneurs in growth and development (*Advanced Entrepreneur*), *Education of Craftsmen* seminars, as well as seminars on *Cooperative Entrepreneurship*. The project also promotes entrepreneurship among the youth, by co-financing entrepreneurial incubators in the context of educational institutions, co-financing training companies and pupils'

cooperatives, running the *Educational Theatre* project for promoting entrepreneurship in primary schools, etc.

In 2007, the MELE introduced a new measure into the project, oriented towards the promotion of entrepreneurial learning at high schools and specialized post-graduate studies for entrepreneurs. Specialist studies encouraged by this project are one-year post-graduate specialist study *Strategic Entrepreneurship* at the Faculty of Economics of the University of Zagreb and post-graduate specialist study *Entrepreneurship* at the Faculty of Economics of the J.J. Strossmayer University in Osijek.

1.1.5.9.2. Regional Centre for Entrepreneurial Learning

The MELE has recently initiated the project of establishing a regional centre for entrepreneurial learning in partnership with the CCE and with collaboration of the MoSES. Project implementation will begin with a feasibility study. The outcomes of the study should provide sufficient information for decision-making on:

- political consideration by all governments and social partners in the region to support a regional entrepreneurship learning academy;
- technical assistance, training and other capacity building options required;
- interest and support of international donors in the region.

Countries included in the project are: Albania, Bosnia and Herzegovina, Kosovo, Macedonia, Montenegro and Serbia.

The general goals of the project are:

- to create a framework for the preparation of national strategies for the implementation of entrepreneurial education into national curricula of the countries of the region;
- to improve cooperation and the exchange of good practice.

The primary beneficiaries of the project will be the key stakeholders concerned with education and enterprise development in the pre-accession region, including their European integration authorities.

1.1.5.10. CENTRAL STATE OFFICE FOR ADMINISTRATION

Under the Central State Office for Administration (CSOA), the key activity regarding adult education is the in-service training and education of civil servants. The Civil Service Training Centre, a unit of the Office, is responsible for the in-service training and education system.

At the moment, there are approximately 55.000 civil servants in Croatia. In October 2004, the Government of the Republic of Croatia adopted the *Strategy on Vocational Training and Professional Improvement of Civil Servants* for the 2005-2009 period, whereby the necessary framework of a new civil servants training and education system was set. In July 2005 the new *Act on Civil Servants* (Official Gazette 92/05) was adopted, offering legal framework for the establishment of a new system of management and civil servants training. The goal of the in-service training and education is to improve the general level of skills and qualifications of civil servants at all hierarchical levels, which shall improve their independence, professional competence, efficiency and effectiveness, horizontal mobility and motivation through means of advancement possibilities and stimulating salaries, and through that it shall improve the overall efficiency and flexibility of the civil service in general.

Major *Strategy* guidelines are as follows: the establishment of a national specialised civil servants training institution; the obligation to prepare annual training plans in each state administrative organisation; the duty of civil servants to attend organised programmes and the duty of their employers to allow them to do it; payment of training costs from the state budget, i.e. civil servants are not obliged to cover training costs; keeping a unique IT-based

register of all civil servants' training activities; the obligation to provide at least 3% of the total expenditure on civil servants' salaries for their training needs.

1.1.5.11. AGENCY FOR VOCATIONAL EDUCATION AND TRAINING

One of the core tasks of the Agency for Vocational Education and Training (AVET) is the organization and implementation of in-service training for vocational teachers. The Agency plans all of its in-service training activities on the basis of the results of training needs analysis. Based on the given results a two-year plan is drafted and published, along with the programme for in-service training of vocational teachers. Participants apply for training through the web application VETIS (VET Informational System).

The in-service training plan is structured according to teachers' target groups and educational sectors, proportionally to the size of the educational sectors. There are two main types of in-service training of vocational teachers - strengthening of competences in the teachers' specialized field of work, and strengthening of competences in the field of didactics, methodology, psychology and pedagogy. The in-service training also helps in strengthening teachers' competences for the implementation of all VET system development reforms.

Annually, the AVET holds around 180 in-service trainings which involve around 2800 vocational teachers, who make about one third of the total number of vocational teachers. In-service training activities are financed from the AVET budget, while vocational schools cover the travel and accommodation expenses.

1.1.5.12. EDUCATION AND TEACHER TRAINING AGENCY

The Education and Teacher Training Agency (ETTA) organizes various forms of in-service training for preschool educators, teachers, trainers, professionals and principals.

The priorities of the in-service training provided by the ETTA, based on the *Education Sector Development Plan 2005-2010*, are:

- preparing primary school teachers for the implementation of the *Primary School Curriculum (Croatian National Educational Standard)*;
- preparing secondary school teachers for the implementation of national exams.

The priority goals are planned in cooperation with the MoSES and the NCEEE.

In 2007, the priority goal for in-service training was encouraging the continuous professional development of preschool educators, teachers, professionals and principals in preschool, primary and secondary education. In the same year, a total of 523 conferences were held within ETTA's *Conference Catalogue*, with a total of 33,971 education system employees participating. The conferences were planned by the ETTA and the MoSES, together with external associates from faculties, educational institutions and professional organisations. Alongside the trainings planned as part of the *Catalogue*, a total of 3,892 conferences were held, either on the local level, in cooperation with the County Expert Councils (CECs), or as international conferences in cooperation with various national and international institutions (the World Bank Country Office in Croatia, UNESCO, the British Council, etc.)

In the first six months of 2007, the ETTA coordinated the in-service training for the preparation of primary school teams for the implementation of the CNES. The training was lead by the CNES support expert team from the MoSES. A total of 1,390 leaders of CECs were named (910 from primary schools, 490 from secondary schools) for the in-service training and improvement of professional competences of employees in education on the local level, and HRK 6,255,000 was secured for their activities from the state budget. During the 2006/2007 school year, CEC leaders and expert advisers of the ETTA organized 3,892 conferences with a total of 94,194 participants.

Together with the MoSES, the AVET, the World Bank and a group of university professors from Austria and Croatia, the ETTA organized conferences on the following topics: *Continuous In-service Training of Teachers and Educators in Croatia – Improving Quality and Relevance* (in April 2007) and *Principals' Training and School Management – Improving Quality and Relevance* (June 2007).

Special attention was given to increasing effectiveness in education management through providing training opportunities for principals of preschool institutions, primary and secondary schools and student dormitories. A Committee for the Development of a Curriculum for the In-service Training of Principals of Primary and Secondary Schools was formed in 2007. The Committee has developed the *Principals' Training Programme* and the *Draft Proposal for the Implementation of the Principals' Training Programme* with the goal of developing and improving the professional competences of principals, with special emphasis on school system organisation and management. The training programme was implemented by three expert groups:

- *Improvement of Knowledge, Skills and Competences in Teaching, Administration and Management for Croatian Staff and Teachers* (organised in cooperation with the British Council)
- *School Management* (organized in cooperation with the Dutch School for Education Management)
- *Self-evaluation of Schools* (in cooperation with the Institute for Social Research, Zagreb)

In 2007, the ETTA also organized the *First Symposium of Croatian Language Teachers* and published the monograph *Communication in the Teaching of Croatian Language – Contemporary Approaches to Teaching in Primary and Secondary Schools*.

1.1.5.13. CROATIAN EMPLOYMENT SERVICE

The Croatian Employment Service (CES) uses several models to implement educational activities:

Measures of active employment policy: They include the co-financing of professional improvement for a known employer and the financing of education for an unknown employer, for which the funds are ensured from the state budget.

In the last three periods (1998-2001, 2002-2005, and 2006-2007), the CES has implemented a number of measures in accordance with the key national policy documents. For each period, specific measures were implemented:

- For the 1998-2001 period, *Measure 3 (Vocational training, retraining and additional training for jobs in short supply)* of the *National Employment Policy*, adopted by the Croatian Parliament in 1998, was implemented, with the goal of reducing the structural disharmony between labour supply and demand. The *Measure* applied to programmes of vocational training, retraining and additional training of unemployed persons for a known or unknown employer, as well as of employees in programmes for helping workers made surplus by technology upgrades.
- For the 2002-2005 period, after the Croatian Government adopted the *Conclusion* introducing the new *Employment Incentive Programme*, the CES, on behalf of the Fund for Development and Employment, implemented the following educational activities: introduction to employment, vocational training, retraining, additional training and professional improvement for known and unknown employers.
- For the 2006-2007 period, the CES implemented measures related to the allocation of funds for employment and professional improvement. The measures from the *Annual Plan for Employment Incentives* are based on the guidelines from the *National Employment Action Plan 2005-2008* and are harmonised with the *European*

Employment Strategy. In 2006, the education activities applied to Measure 5: *Professional Improvement for a Known Employer and Co-Financing of Education for an Unknown Employer*, while in 2007, the activities applied to two measures from the *Annual Plan of Employment Incentives: Measure 5: Co-Financing Education for a Known Employer*, and *Measure 6: Financing Education for an Unknown Employer*.

Education through local partnerships: Co-financing educational programmes for an unknown or known employer in cooperation with local self-government units, where the CES provides cash compensation, travel and insurance expenses during the educational programme, and the local self-government units and other sources cover the cost of training.

Education within project implementation: Education costs are secured by project funds, while the CES selects learners and directs them to educational programmes; sometimes participating in the co-financing of other costs, such as travel and insurance expenses.

Education financed with CES funds (funds from interests etc.), based on Article 18 of the *Employment Mediation Act*, is undertaken occasionally, depending on the current mode of financing of the CES and the possibilities of securing funds. In this way, short-term educational activities were financed in certain periods for the jobs in short supply on the labour market.

The *Employment Mediation and Unemployment Rights Act*, passed in 2002, identifies the preparatory activities for assisting unemployed persons to find employment: professional guidance, learning methods and techniques of active job hunting, education for employment and professional rehabilitation.

Education for employment includes the activities of preparing, selecting and guiding candidates into educational programmes, keeping track of their success and financing and co-financing educational programmes. Education for employment includes obtaining qualifications for the first job, vocational training, retraining, and gaining and improving knowledge and skills of unemployed persons to find employment and employed persons to keep their jobs. An unemployed person can be included in the education for employment if the professional plan of the unemployed person shows the need to educate that person in order to get a job. The person can be included in the education for employment if the educational programme is compatible with the needs identified on the labour market and his or her psycho-physical abilities.

Methods and techniques of active job hunting refer to gaining the knowledge and skills necessary to increase a person's employability and improve his or her professional development. For that purpose, the Service continuously organises workshops: *How to Hunt for a Job*, *Self-Assessment Workshop*, and *How to Present Oneself to the Employer*.

Depending on the specific nature of labour markets in certain regions, the CES also organises various educational workshops for specific target groups (Roma, disabled persons, self-employment candidates etc.).

The CES also organises educational activities in cooperation with private and public education providers which are chosen through tenders. Moreover, it cooperates with the non-governmental sector, allowing unemployed persons to gain specific knowledge and skills through programmes offered by various NGOs, contributing to the employability of unemployed persons.

1.1.5.14. NATIONAL FOUNDATION FOR CIVIL SOCIETY DEVELOPMENT

The National Foundation for Civil Society Development (NFCSD) was founded in 2003, as a public foundation with the basic goal of promoting and developing civil society in Croatia. The tasks of the Foundation are: providing expert and financial support to programmes that promote the sustainability of the non-profit sector, intersectoral cooperation, citizen initiatives, philanthropy, volunteer work, and improve the democratic institutions of the society.

The National Foundation holds 5 tenders every year, including the tender *Knowledge Without Borders*, which provides co-financing for the participation of representatives of civil society organisations from Croatia at international conferences or the presence of international experts at conferences organised by civil society organisations in Croatia, and the *Institutional Support for the Development and/or Stabilization of Organizations*, for a targeted three-year investment in the capacities of civil society organisations and their organisational development or stabilisation. Every year the NFCSD announces a public call for interest for cooperation (among others) in the area of international development assistance, supporting the transfer of knowledge and experience of civil society organisations from Croatia into developing countries.

In 2007, the Foundation started a five-year programme (which will end in 2011) related to the improvement of the skills of civil society organisations on local and regional levels. The programme, mainly focused on non-formal adult education, is implemented by regional networks of civil society organisations with relevant knowledge and competences in the area of non-formal education. Regional networks provide 3 basic types of services: information, counselling and education for the entire territory of Croatia. Within those regional programmes, representatives of civil society organisations are educated in the following areas: active citizenship, organisational development, writing project proposals, campaigning and advocacy, collaboration, equalities and diversity, income generation, leadership and governance, marketing and communications, modernising volunteering, performance management, responding to social change.

1.1.5.15. CROATIAN CHAMBER OF ECONOMY

The Croatian Chamber of Economy (CCE) is an independent professional and business organisation which promotes, represents and coordinates the common interests of its members before Government bodies and other authorities in the country and abroad. The Chamber is an organisation of all legal entities engaged in economic activity and having their seat in the territory of the Republic of Croatia, other than legal entities engaged in crafts. Among its other activities, the Chamber also develops entrepreneurial initiatives, participates in the development of professional training for the needs of the business sector, and organises additional training for business sector employees.

The *Chamber's Rules on Professional Training and Related Exams* allow the creation of education programmes which meet the needs of the Croatian economy and directly respond to labour market demands. Thus, by keeping track of the needs of the business community, the CCE ensures training for specific professions which cannot be received within regular school programmes. The *Rules* set standards for the adoption and implementation of programmes, for exams and the evaluation of programmes. They have been developed on the basis of European standards, ensuring flexibility and openness of curricula to emerging changes and demands in the labour market.

The Human Resource Development Centre, a unit of the Chamber, also places special emphasis on the implementation of a lifelong learning strategy with special focus on adult education, basic vocational training and continuous education.

Altogether, the activities conducted by the Chamber should provide the guidelines for human resource development which promotes a knowledge-based society ready to take on the challenges of the new global economy. At the same time, these activities contribute to the permanent employability and social mobility of human resources.

The *Agreement on Cooperation in the Field of Lifelong Learning*, which was signed between the CCE and the MoSES, the MELE, the CCTC and the Croatian Employers Association, respectively, shall simplify the implementation of the said activities.

The Chamber annually organises EDUCA PLUS, an exhibition of lifelong learning programmes which brings together providers of formal and non-formal educational programmes.

1.1.5.16. CROATIAN CHAMBER OF TRADES AND CRAFTS

Pursuant to the *Trades and Crafts Act* (Official Gazette 77/93, 90/96, 102/98, 64/01, 71/01, 49/03, 68/07), which regulates the basic issues related to trades and crafts (the notion and types of trades and crafts, operating conditions, business activities, education and training for trades and crafts, organisation, supervision and administrative measures), the CCTC was given public authority in the area of vocational training for trades and crafts, which includes adult education. The *Act* defined the education policy for the needs of trades and crafts on the secondary school level as well as further education or adult education on the levels between secondary school and higher education. In this way, the CCTC became responsible, within the *National Strategy for Economic Development*, to contribute to the development of trades and crafts and of small and medium enterprises, which is a significant economic branch.

The CCTC is authorised by the *Act* to organise craftsman examinations and vocational training, providing certificates as licenses to open craft businesses.

1.1.5.17. CROATIAN EMPLOYERS' ASSOCIATION

Since 2006, the Croatian Employers' Association (CEA) has been conducting the PUMA - CEA *Managers' Education Programme*, with the mission of creating a continuous management education system for the private sector in Croatia. The programme is based on co-operation with the leading Croatian companies, national educational institutions as well as leading world institutions.

Through lectures, debates, simulations, questionnaires and case studies, the seminars provide a synthesis of world experience applicable to Croatian conditions. Practical application of the transferred knowledge is taken into consideration in the development of concepts and seminar topics. After completing the seminar, the participants receive a certificate.

The target group of the Programme includes top, senior and middle tier managers and owners of small and medium size enterprises. The seminars take place in the CEA premises in the five major Croatian cities (Zagreb, Rijeka, Pula, Split, and Osijek), but in-company seminars are also available on demand. Through the realization of the PUMA courses, the CEA has established long-term cooperation with some of the major Croatian companies.

1.1.6. DEVELOPMENT CHALLENGES AND STRATEGIES IN RELATION TO ALE

In the first decade of the 21st century, the Government of the Republic of Croatia and other key stakeholders have adopted a number of documents which present the key strategies in tackling development challenges that exist in Croatia. These documents represent a strategic framework for the development of education system in Croatia, including adult education as its integral part.

1.1.6.1. CROATIA IN THE 21ST CENTURY: WHITE PAPER ON CROATIAN EDUCATION

Based on the principle of lifelong learning, i.e. the concept of a 'learning society', this study conceptualized education as the basis for Croatia's national development in the coming decades, during which Croatia should complete its economic, social and cultural transition and complete the process of European integration. The *White Paper*, created by the Office for Development Strategy of the Republic of Croatia, highlighted the importance of the concept of lifelong learning and the 'learning society' as the basis for contemporary education strategies, as well as the equal importance of all four main forms of education. It identified that adult education, as the most dynamic sector of lifelong learning, has been the most neglected element of the education system in Croatia – underdeveloped in terms of the number of adult learners, adult education providers and those employed in the system, as well as underprivileged with regard to financing and legal regulation. Placing the emphasis on the two key tasks (functions) of adult education - the compensatory function and the function of continuous education - the *White Paper* stressed the importance of transition from the former to the latter function, insisting on the development and legal regulation of the adult education system in Croatia, supported by the principle of partnership.

1.1.6.2. DECLARATION ON KNOWLEDGE; CROATIA BASED ON KNOWLEDGE AND THE APPLICATION OF KNOWLEDGE

In 2002, the Croatian Academy of Sciences and Arts published its *Declaration on Knowledge*, as a response to the 'state of the Croatian society regarding knowledge and the use of knowledge for development'.

Understanding that 'knowledge has become the basic production force in human society and the main factor of success', the *Declaration* acknowledges the need for Croatia to use knowledge as the key factor for rising above the circle of less developed countries. The restructuring of economy and revitalization of the society on a higher quality level and with a greater input of knowledge is an existential issue, and the key in moving forward to progress is knowledge, with talented and hardworking young people being the most important national resource.

The *Declaration* pointed out six key areas: the development of education, scientific work, the application of knowledge, forming 'transfer groups', the rule of law and forming a development forum as a body focused on recognizing development trends and coordinating the actions of decision-makers in various fields. In developing education, it was implied, focus should be placed on improving the quality of teaching and contents covered in the education process. Recognizing orientation to the transfer potential of learning as the key trend in the 21st century, the *Declaration* stated the orientation on development, the third scientific and technological revolution, interdisciplinarity in teaching, the development of creativity, development and encouragement to the working habits and entrepreneurship spirit, development of environmental awareness, as well as the education of free, complete and humane personalities, as important factors in education.

The ideas presented in the Declaration were further elaborated in the document *Croatia Based on Knowledge and the Application of Knowledge* of the Croatian Academy of Sciences and Arts in 2004.

1.1.6.3. 55 RECOMMENDATIONS FOR THE GROWTH OF CROATIAN COMPETITIVENESS

In March 2004 the Government of the Republic of Croatia adopted *55 Recommendations for the Growth of Croatian Competitiveness*, drafted by the National Council for Competitiveness. Out of the 55 recommendations, no less than 11 recommendations fall within the field of education. The document highlighted four key national strategic objectives: the realization of the sustainable growth of the GDP, the reduction of unemployment; the improvement of the quality of life, and an increase in the level of community involvement.

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

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

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

1.1.6.4. EDUCATION SECTOR DEVELOPMENT PLAN 2005-2010

The *Education Sector Development Plan 2005-2010* (ESDP) is a strategic document adopted by the Croatian Government in June 2005. The document presents a development plan for the education sector with clear goals and activities that should enhance the overall quality of the education sector and make it accessible to everyone.

The ESDP points out the following challenges which affect the development of the education system: a declining population, changes in the economy aimed at manufacturing and the service industry, the need to rapidly acquire new knowledge, skills and competences required in contemporary manufacturing and non-economic activities, the need for lifelong education, and the process of accession to the European Community.

The document acknowledges the responsibility of the education system to enable the adult population to develop the knowledge and skills necessary for everyday life, and emphasizes the important role of adult education in meeting the needs of the labour market. Adult education is an especially important area without which facets of future social development would be impossible: competition, increasing employment opportunities, social cohesion, active citizenship, the development of democracy and civil society, as well as the sustainable development of all regions.

The following are listed as development objectives for adult education and learning (points 1-3) as well as the education sector as a whole (4-5):

- adapting the adult education system to labour market needs and the ability of adults to learn, especially in the case of vulnerable target groups
- reducing illiteracy rates and creating the preconditions for the completion of primary and secondary education in order to increase the number of employable workers
- increasing adult enrolment in higher education programmes
- by 2010, increasing education expenditure as a share of the GDP to 4.9%
- by 2010, increasing regular expenditure for quality education, salaries excluded, as a proportion of public expenditure for pre-tertiary education from the current rate of 9.6% to 13% of total public spending for education

In order to achieve the development objectives, the following steps are proposed:

- increasing the investment by the business sector and the state in adult education at all levels
- the development of participation and responsibility of social partners
- defining the activities and measures for asserting the right to education for all citizens during their lifetime, especially for specific target groups (the unemployed, war veterans, the illiterate, young people with inadequate education, etc.)
- conducting continuous professional training of teachers who participate in education and training programmes for adults
- the use of information and communication technologies in education and learning will be encouraged

The improvement in the education structure of the population will be achieved by:

- decreasing the cost of education and training, while introducing sources and mechanisms for stable financing
- reforming the traditional education system and introducing flexible educational programmes
- harmonizing educational opportunities with labour market demands and increasing the availability of information concerning the existing educational provision
- validating the knowledge and skills acquired in different forms of informal education
- adapting the education system to meet the needs and capabilities of adults as learners
- strengthening adult education institutions by encouraging the development of adult education science
- establishing and developing a system of quality control in adult education

The *Education Sector Support Programme* (ESSP) has been designed to underpin the implementation of the ESDP. While the priority areas of the ESSP include curriculum development for primary and secondary education, teacher education and training, student assessment and examinations, capacity building in the MoSES and review of the tertiary education sector, and ALE is not listed among the top ESSP priorities (other than through the training of teachers/educators), the *Programme* has and shall have repercussions on the adult education system as part of the education system in Croatia. The ESSP is funded with a loan from the World Bank (USD 85 million) covering the 2005-2010 period.

1.1.6.5. STRATEGIC DEVELOPMENT FRAMEWORK 2006-2013

The Government of the Republic of Croatia adopted the *Strategic Development Framework 2006-2013* in August 2006. The *Framework* defines priorities and actions the implementation of which will ensure stable economic growth, employment, and a better standard of living in the seven years it encompasses. The essential starting points of the *Framework* are the following: economic openness, competitiveness and the need to change the traditional role of the state and to include all layers of society in the results of economic growth and development.

The instruments and actions described in the *Framework* are aimed at the realisation of the following main strategic goal: growth and employment in a competitive market economy acting within a European welfare state of the 21st century. This strategic goal may be achieved only by simultaneous and harmonised action in the following ten strategic areas: people, knowledge and education; transport and energy infrastructure; science and IT technology; social cohesion and justice; macroeconomic stability and openness; integrated financial services; environmental protection and balanced regional development; entrepreneurial climate; privatization and restructuring; and the new role of the state.

In each strategic area, the *Strategic Development Framework 2006-2013* defines a series of measures and actions that need to be undertaken to achieve the basic strategic goal. The following challenges and goals regarding adult education are identified:

Investment in people increases their flexibility on the labour market. It is necessary to develop an education system which will support flexibility through continuous employability. The desire for permanent employment and permanent security in one's job should be replaced by the desire for permanent employability.

An **increase in the level of total education** and the strengthening of the readiness and ability for lifelong learning and development require the extension of the duration of obligatory education, that is, the introduction of obligatory secondary schooling.

The **availability of education** to adults and flexibility in the forms and methods of this type of education is a first-class instrument to prevent social exclusion. Adult education, especially when it comes to the unemployed, requires the inclusion of the state through the strengthening of its institutional capacities for lifelong learning - such as the Agency for Adult Education. At the same time, in this field it is necessary for social partners, especially employers, to take a much more active role. Employers must define and prove their active role in the promotion of lifelong learning and, in general, in the promotion of a modern educational system through their interest associations (CCE, CEA, Croatian Association of Banks, and the like) and through bodies in which they take part (Economic and Social Council, National Competitiveness Council). In the development of the programmes of lifelong learning, it is necessary to intensively use the advantages of information and communication technology and distance learning.

A **better flow of information** from the labour market towards the education system has to be ensured, as well as the opening of the education system towards knowledge and skills that increase the 'ability' to learn, that is, that 'teach how to learn'. The practice of learning facts needs to be replaced by increasing the ability to understand, solve problems and to apply knowledge in practice. It is this kind of orientation of the education system that will create the foundations for the better employability of the future labour force and for lifelong learning. The existing activities in the field of developing the *Croatian National Educational Standard* are steps in the right direction and should be consistently implemented and perfected. Changes in the education system need to be rounded off with the reform of the national qualifications framework.

The precondition for the participation of the active labour population in the information and knowledge society, in particular of young generations that are still in the education system, is the **ability to use information and communication technology** (ICT). The education system must face the challenges and meet the needs of the information society and use the opportunity offered by ICT in relation to access to knowledge, information and the possibility for lifelong learning and education. Considering the influence that ICT has on today's working environment, it is clear that information and computer literacy are nowadays as important as

general literacy. The promotion of computer literacy will be accompanied by online lifelong learning programmes.

Better **harmonization of the education system** with market needs also requires the continuous improvement of the competences of teaching staff. Teachers are a bridge for the transfer of contemporary knowledge to new generations. The improvement of the system of in-service training and material rewards of teachers needs to be an example and backbone of a lifelong learning practice.

1.2. FINANCING OF ALE

Adult education in Croatia is financed from a number of sources: state budget, budgets of the regional and local self-governments (decentralized/local budgets), profit sector, civil society organizations (NGOs), users/adult learners, as well as through international funds and projects. However, due to the dispersed nature of adult education and the large number of various sources of funding, data on overall investments in adult education is not available. Therefore the data presented here serves primarily as illustration of the various sources of funding. However, it needs to be noted that the AAE is currently developing a database which shall contribute to gathering information on the sources of ALE financing in Croatia.

The information provided in this report shall serve as an illustration of a variety of sources of ALE funding available in Croatia on a number of levels: public funding, funding provided from the budgets of self-government units (counties) and by chambers, as well as from international sources.

1.2.1. PUBLIC INVESTMENT IN ALE

1.2.1.1. STATE BUDGET

Croatia has a strong tradition of public financing for ALE. In the following section, however, only a number of examples shall be presented in order to illustrate the variety of institutions and programmes for which funding is provided from the state budget.

1.2.1.1.1. Agency for Adult Education

In 2007, the Agency for Adult Education received a total of HRK 7.55 million². The budget of the Agency in 2008 is HRK 13.5 million.

While the Agency for Adult Education is, at the moment, primarily focused on developing the functions necessary for providing support to the adult education system, a number of specialized agencies annually receive funding for the adult education of their target groups. These include the Education and Teacher Training Agency, the Agency for Vocational Education and Training, and the Civil Service Training Centre of the Central State Office for Administration.

1.2.1.1.2. For a Literate Croatia: The Way to a Desirable Future

In the period from 2003 to 2007, the overall funding secured in the state budget for the project *For a Literate Croatia: The Way to a Desirable Future*, an adult literacy project targeting adults who have not completed primary education, amounted to HRK 29.0 million. The project, which is fully subsidized through the state budget, is covered in detail in section 4 of this report.

² All amounts are presented in Croatian Kuna (HRK), the exchange rate on June 17, 2008 being EUR 1 = HRK 7.24, USD 1 = HRK 4.67.

1.2.1.1.3. Ministry of the Family, Veterans' Affairs and Intergenerational Solidarity

Due to the large number of projects related to adult education³ that the Ministry of the Family, Veterans' Affairs and Intergenerational Solidarity implements, substantial funding is spent on ALE.

1.2.1.1.3.1. War Veterans

In the period from 2001 to 2003, the spending for the *Measure of Vocational Training for a Known Employer* and the *Measure of Vocational Training for an Unknown Employer* amounted to HRK 5.1 million.

In the period from 2004 to 2007, the total funds for the implementation of the *Programme of Vocational Training and Employment of Croatian Veterans and Children of Killed, Imprisoned or Missing Croatian Defenders* amounted to HRK 135.0 million. From 2004 to 2007, a total of 2,022 requests were realised for the *Measure of Vocational Training for a Known Employer* and the *Measure of Vocational Training for an Unknown Employer*, costing a total of HRK 11.08 million.

The *Programme of Vocational Training and Employment of Croatian Veterans and Children of Killed, Imprisoned or Missing Croatian Defenders* for the period from 2008 to 2011, is a continuation of the implementation of the previous *Programme*. The state budget for 2008 provided funds for this programme in the amount of HRK 40.0 million.

1.2.1.1.3.2. Adults with Disabilities

In the period from 2004 to 2008, the MFVAIS has contributed to the goal of non-formal education of adults with disabilities and their families by financially supporting the implementation of 334 projects with the purpose of adopting skills and knowledge needed for social invigoration, personal development and improving the quality of life for disabled persons. The MFVAIS provided HRK 20.3 million for the implementation of these projects in 2004, 2005, 2006 and 2007.

Formal education of adults with disabilities has also received financial support through the projects *ECDL for the Blind and Visually Impaired Youth* and *ECDL Education for Disabled Persons*, which have been funded with HRK 81,293.

1.2.1.1.3.3. Victims of Family Violence

For the purpose of economic invigoration of women victims of family violence, there is continuous support for the project *Economic Invigoration of Women Who Survived Family Violence*, which has included 405 women in individual counselling and education with the goal of self-employment and easier employment of women victims of family violence. The funds for the implementation of the project in the 2004-2007 period amounted to HRK 728,690.

1.2.1.1.3.4. Young Adults

In the period between 2004 and 2007, a total of HRK 4.0 million was awarded for 134 projects of non-formal and informal education of youth, while in the same period HRK 11.5 million was awarded for 224 projects focused on combating drugs and all kinds of addictions. The financial support for these projects was awarded through public tenders.

³ The projects implemented by the MFVAIS are described in more detail in section 1.1.5.2. of this report.

The MFVAIS also financed one- and two-day-long education programmes for youth club leaders, which were held in 2004, 2005 and 2006. The topics of the education programmes were: strategic planning, lobbying and project presentation, writing draft projects and submitting financial statements, fundraising, education for democracy and human rights, volunteers, youth against violence: mobilising the local community and non-violent conflict resolution. In the period between 2004 and 2007, the Ministry also awarded funding in the amount of HRK 537,986 for additional 14 youth projects of special importance.

1.2.1.1.4. Ministry of Tourism

In the past seven years, the Ministry of Tourism has allocated substantial funding to various professional associations, with the purpose of co-financing a number of seminars and short courses. The following courses received funding:

- sommelier courses
- courses for professions in accommodation and catering industries (chef/pastry chef, waiter/bartender, receptionist, hotel hostess)
- educational seminars for employees in tourist agencies
- educational seminars on village tourism for active and potential village households
- educational seminars on the establishment of cleaner production for hotel industry employees

Table 1: Funds awarded by the Ministry of Tourism in the period between 2000 and 2007

	YEAR IN WHICH THE FUNDING WAS AWARDED							
	2000	2001	2002	2003	2004	2005	2006	2007
Funds awarded (HRK)	769,072	763,495	614,269	465,000	1,420,000	2,020,000	2,700,000	2,250,000
TOTAL: HRK 11,001,836								

1.2.1.1.5. In-service Training and Education of Civil Servants

The budget for the development and delivery of horizontal in-service training and education programmes for civil servants was approved for the first time in 2007 - HRK 2.0 million for the Central State Office for Administration (CSOA), and HRK 273,000 for the operational costs of the Civil Service Training Centre (CSTC). The salaries of HR (10) and CSTC (13) staff were not covered from these funds. However, in the year's budget, all state administrative institutions had their own additional training and education budgets for their civil servants, because at the time of the preparation of the state budget the *Training Decree* which introduced the new training system had not been adopted yet. Therefore, in order to calculate the exact amount dedicated to the training and education of civil servants in 2007, all special budgets, as well as funds provided by foreign projects, should be taken into account.

In 2008, HRK 2.3 million has been approved on the special CSOA position in the state budget and HRK 280,000 has been approved for the operational costs of the CSTC (for general education and training programmes and for general specialist education and training programmes). Additionally, as it was the case in 2007, all state administrative institutions

have their own additional training and education budgets for specialist education and training programmes.

1.2.1.2. DECENTRALIZED/LOCAL BUDGET

Croatia is composed of 21 units of regional self-government (20 counties and the City of Zagreb, which has both city and county status) and 547 units of local self-government (122 towns and 425 municipalities). In accordance with the process of decentralisation, the *Act on Local and Regional Self Government* (Official Gazette 33/01, 129/05) aims at providing local government bodies with enhanced responsibilities. This refers in particular to the affairs related to education, health service, urban planning, economic development, environmental protection, traffic infrastructure and culture.

Local and regional self-government units have the right to their own revenue. The central state government is under the obligation to assist the financially weaker units of local self-government. In Croatia there are some underdeveloped or smaller local communities where the normal functioning of local bodies and institutions is hampered by the lack of funds.

Information on the amounts of funding individual counties invest in ALE is of limited availability. However, examples available show that there is a great discrepancy between the amounts invested in different regional self-government units, as well as in their overall adult education policies. Two examples shall be presented here.

1.2.1.2.1. County of Primorje-Gorski Kotar

According to the 2001 census, the County of Primorje-Gorski Kotar has 305,505 residents. With the share of 6.9% in the overall population of Croatia (4,437,000) it is the fifth largest county after the City of Zagreb (779,145), the County of Split-Dalmatia (463,677), the County of Osijek-Baranja (330,506) and the County of Zagreb (309,696).

The County provides financial support for adult education. In the 1994/1995 academic year, the co-financing of *'highly differentiated programmes'* was introduced in the programme of public needs. This was specific support for professional improvement in Croatia and abroad for young scientists employed by the University of Rijeka. The programme was discontinued in 2001, but was replaced by similar programmes.

Table 2: Adult education funding in the County of Primorje-Gorski Kotar

YEAR	AMOUNT ALLOCATED (HRK)
1997	180,000
1998	180,000
1999	100,000
2000	211,000
2001	127,650
2002	390,000
2003	503,000
2004	590,000
2005	661,000
2006	835,000
2007	870,000
TOTAL	4,647,650

1.2.1.2.2. County of Osijek-Baranja

According to the 2001 census data, 330,506 inhabitants reside in the territory of the County of Osijek-Baranja. As determined by the census, 83.89% of the population in the territory of the county were Croat, 8.73% Serb, 2.96% Hungarian, 2.64% of other nationalities and 1.78% of the undecided. This population resides in 113,583 households in 264 residential areas.

Table 3: Adult education funding in the County of Osijek-Baranja

YEAR	AMOUNT ALLOCATED (HRK)
1997	13,892.36
1998	12,438.00
1999	2,634.38
2000	1,360.00
2001	10,616.34
2002	95,778.17
2003	178,813.87
2004	361,247.91
2005	540,061.78
2006	702,565.49
2007	498,467.55
2008	7,826.00
TOTAL:	748,292.52

1.2.2. FOREIGN DONOR INVESTMENT IN ALE

1.2.2.1. PREVIOUS DONOR INVESTMENT

1.2.2.1.1. Contribution to the Stability of South-Eastern Europe through Fostering Local and Regional Structures of Adult Education - the Stability Pact 2000-2003

The *Stability Pact 2000-2003* was primarily focused on achieving the following three project objectives:

Lobbying for the development of adult education; As part of the project, the National Debate on the Memorandum on Lifelong Learning was organised in cooperation with the Parliamentary Committee for Education, Science and Culture. An introductory seminar *EU and South-Eastern Europe* was organised in cooperation with the European Association for the Education of Adults (EAEA). Project results included an important international conference on Adult Education, a presentation of the PISA project and the organization of the first Lifelong Learning Week in Croatia, as well as the Croatian Andragogy Academy, with the main topic: *Legislation in Adult Education*.

Capacity building; The project encompassed four workshops on new methods in adult education for teachers, participation at international conferences, supplying computer equipment for open universities, and support to the establishing of open universities on the Central Dalmatian islands.

Improving educational programmes; The introduction of the Xpert European Computer Passport was a part of the programme improvement plan.

Also, through the project, a specialised library *Theory and Practice of Adult Education* was set up, with five publications and the journal *Adult Education*. The project beneficiary in Croatia was the Croatian Association for the Education of Adults (CAEA).

1.2.2.1.2. VET Sector Reform Projects

Reform of the vocational education and training (VET) sector was one of the primary targets of the EC CARDS programme. In particular, the process of modernisation of the Croatian VET system has received continuous TA support. While the implemented CARDS projects were not primarily focused on ALE, ALE was in the focus of some of the project components. Therefore, the following CARDS projects with AVET are of relevance for this report:

EC CARDS 2001: Vocational Education and Training (VET)

The project (EUR 600,000; March 2003 - December 2004) produced a *Green Paper* for VET that set out a vision and a plan of measures that need to be taken in the short-, mid- and long-term to modernise the Croatian VET system in line with EU objectives and good practice. In addition, new methodologies for sector analysis, occupational analysis, the development of VET standards and framework curricula were developed, and a core group trained. Moreover, standards for the mentor profession, a mentor training programme, a training programme for teacher educators, a 'new school' model, a course for headmasters in the new school model, a new model for the in-service teacher training programme, new methodologies for teacher training analysis, as well as a new teacher appraisal system, were designed.

EC CARDS 2002: VET-Modernisation and Institution-Building (VET-MIB)

The project (EUR 1.5 million; mid-2005 – December 2006) helped prepare proposals of new legislation in VET and start a major VET curriculum reform process, by defining economic sectors and skills covered by these sectors, and by developing skills or occupational profiles, VET standards and framework curricula on a pilot basis. Development work was undertaken by tripartite sector councils. Standards and curricula were expected to embrace the new basic or key skills, such as foreign languages, IT and entrepreneurship skills.

EC CARDS 2003: VET Centres of Excellence

The project (EUR 4.4 million; 2005 – 2007) included a grant scheme, to improve the quality and responsiveness of VET in Croatia through the development of partnership-based initiatives to raise the quality and responsiveness of VET and increase its relevance to the needs of the labour market and individuals. The grant scheme was successful for all 13 implemented projects which involved approximately 50 VET schools. Under CARDS 2003 a *Concept Paper* on pre-service and in-service teacher training was developed. Also, methodology for the development of VET occupational standards and qualifications was developed.

1.2.2.1.3. Labour Market Related CARDS Projects

While the labour market related CARDS projects in Croatia are mainly aimed at harmonizing the needs of the Croatian labour market and the vocational education system, there is also focus on adult education and on professional counselling of adult learners. Therefore, a summary of the projects shall be presented here.

EC CARDS 2001: Labour Market Restructuring

Main results achieved by the EC CARDS 2001: *Labour Market Restructuring* project (EUR 3 million; 2003 - 2005) include:

- a Labour Market Survey in four counties, and subsequently, based on the obtained results, a Labour Market Study for these counties

- a *Strategy for the Vocational Guidance Services*; 12 counsellors from the Vocational Guidance Department of CES were trained to serve as trainers to school and CES staff, providing students with information and counselling services about their opportunities in the labour market
- training of 26 CES counsellors to provide services to disabled and hard-to-place persons

EC CARDS 2002 and 2004: Local Partnership projects

Under the EC CARDS 2002 and 2004: *Local Partnership* projects (EUR 900,000 and 1.5 million; started November 2004 and 2005, respectively), eight counties benefited from technical assistance for establishing local partnerships for employment, developing county human resources strategies, setting up the accompanying institutional system and creating the project pipeline. Four Regional Labour Market Councils (RLMC) and four thematic working groups on Human Resources Development were established. It was planned that the counties in which they are based would benefit from a grant scheme aiming to promote access to employment (including self-employment) within the local labour markets.

EC CARDS 2003: Decentralization of the Croatian Employment Service

The EC CARDS 2003: *Decentralisation of the Croatian Employment Service* project (EUR 500,000; May 2006-October 2007) was expected to strengthen the regional and local capacity of the CES using the promotion of skills, technological knowledge and experience necessary for the decentralized activities of the CES, which will result in more direct involvement in the local developmental needs and initiatives. The outputs and impact of this project had been evaluated on its completion to draw conclusions regarding the further decentralisation of the CES. At the same time, appropriate account had been taken of the CES's ongoing modernisation.

1.2.2.1.4. European Training Foundation

The European Training Foundation (ETF), as the EU agency for support to VET reform and human resource development in transition countries, has provided various forms of assistance for VET and ALE fields in Croatia. For instance, Croatian experts have participated in regional ETF events on various topics related to adult learning policy, including issues of financing and quality assurance. Furthermore, the ETF is running projects in the fields of *National Qualifications Framework* design, VET teachers' training and career guidance and counselling. The ETF has also worked on the Copenhagen dissemination project.

In 2007 the AAE established partnership with the ETF in the framework of which three ALE workshops were organized, primarily aimed at capacity building of the AAE staff. The cooperation plan for 2008 has also been agreed upon and includes two workshops for the broader ALE community.

1.2.2.1.5. Trans-European Mobility Scheme for University Studies (Tempus)

The Trans-European Mobility Scheme for University Studies (Tempus) is a European Community programme designed to assist the process of social and economic reform and development. The Tempus programme focuses on the development of higher education systems through cooperation with institutions from Member States of the European Community. The Tempus programme provides EC assistance to the transition process, more generally supported by the CARDS/PHARE programmes in Western Balkans countries.

The objectives of the Tempus programme are: developing new curricula; purchasing equipment; mobility of university professors; study periods or traineeships in a Member State of the European Community for students; encouragement to learn Community languages.

Croatia became eligible for the TEMPUS III programme in 2000. The main activity within the programme is cooperation through the Joint European Projects (JEP), which involve several higher education institutions from various EU Member States and CARDS/PHARE countries. There are three different types of Joint European Projects: *Curriculum Development*, *Institutional Building* and *University Management*. In the period from 2000 to 2006, a total of 68 JEPs was approved, out of which 42 projects in the field of Curriculum Development, 10 projects in the field of Institutional Building and 10 projects in the field of University Management. 54 of the 68 projects are national and 14 are multi-country projects (carried out with Albania, Bosnia and Herzegovina, the Republic of Macedonia, Serbia, Montenegro and Kosovo).

Along with JEP, the Tempus programme supports Structural and Complementary Measures (SCM), as well as Individual Mobility Grants (IMG). Individual Mobility Grants are provided for staff (teaching assignments, practical placements, continuous training, retraining and updating and visits) and for students (periods of study or practical placements). In the period from 2001 to 2006, a total of 65 IMGs was awarded to applicants from Croatian institutions of higher education. In the period from 2004 to 2006, 19 SCMs were awarded.

In the period from 2000 to 2006, the total amount of funding allocated through the Tempus programme in Croatia reached EUR 25 million. As part of that overall amount, EUR 6.8 million was allocated for staff and student mobility in JEPs and SCMs, and EUR 152,986 for IMGs. (Source: *Brief summary of Tempus impact study in Croatia*⁴). The projects financed through the Tempus programme present an important instrument for the continuous professional development of university teachers (professors, early stage researchers and others) and university management personnel.

1.2.2.1.6. Projects Regarding In-Service Training and Education of Civil Servants

A number of foreign assistance programmes have significantly contributed to the Croatian public administration reform. Through these projects, a contribution was made to the system of adult education through the development of in-service training and education system as well as the development of new training programmes for civil servants.

The focus of the projects was on the reform of the civil service and establishment of an administrative environment favourable to the economic and institutional development of Croatia, the creation of the preconditions for a public administration that would facilitate the accession of Croatia to the European Union, as well as the strengthening of the capacities of the decentralized administrative units.

The following projects were implemented:

- EC CARDS 2001: Public Administration Reform (EUR 1.5 million)
- Support to Public Administration Reform (EUR 50,000 provided by the UK Foreign and Commonwealth Office)
- Public Sector Development Programme 2005-2007 (EUR 2 million) and 2008-2010 (EUR 2 million provided by the Ministry of Foreign Affairs of the Kingdom of Denmark)
- EC CARDS 2003: Support to the Implementation of the Civil Service Reform (EUR 1.7 million)
- EC CARDS 2003: Capacity Strengthening for Administrative Decentralisation (EUR 1.5 million)

⁴ See http://ec.europa.eu/education/programmes/tempus/countries/croatia_en.html for details.

1.2.2.1.7. Ministry of Justice, Judiciary Academy - Judiciary Reform Projects

In the period between 2001 and 2008 substantial funding has been secured from international sources for projects supporting the reform of the judiciary in Croatia. One of the overall goals was to conduct continuous in-service education and training for key target groups - judges, court advisors and state prosecutors, as well as to establish a training system for future judges and prosecutors.

The following projects have been implemented:

- CARDS 2001: Reform of the Judiciary – Support to the Croatian Judicial Academy
- CARDS 2003: Education and Training of State Prosecutors
- CARDS Regional Project 2003: Establishment of an Independent, Reliable and Functioning Judiciary and the Enhancing of Judicial Cooperation in the Western Balkans
- TAIEX (Technical Assistance and Information Exchange Instrument) – training programmes for implementing the *acquis communautaire*;
- PHARE 2005: Support to the Croatian Judicial Academy - Developing a Training System for Future Judges and Prosecutors
- TEMPUS Projects: Reforming the Croatian Legal Education (RECLE)
Foreign Languages in the Field of Law

1.2.2.1.8. SME Sector Development Projects

With CEPOR either as project partner or project leader, a number of projects with the aim to develop the SME sector have been implemented. All of the projects have a training dimension, which makes them relevant in the context of this report. Some of these projects are:

- CARDS 2002: *Local Development and Small Enterprises: Business Growth through Economic Cooperation between Sibenik-Knin and Tuscany* - training for SME's and their cooperation with Italian partners
- PHARE 2005: *Croatian Small Business and EU Challenge: Danger or Hope?* - training for SME's on the challenges of entering the single EU market
- PHARE 2005: *Promoting Entrepreneurial Skills in VET Schools: Preparing for the Labour Market* - training of secondary school teachers for implementing entrepreneurial training for students; 24 teachers were trained, two ICT classrooms were set up in Čakovec and Bjelovar and the training manual developed
- PHARE 2005: *From Dependency on State Benefits to Self-employment* - training for farmers in blackberry production and business start-up; a training manual was also developed
- Ministry of the Economy, Republic of Austria: *Preparedness Check* - training of personnel from public and private institutions for raising capacity in using European structural funds.

1.2.2.2. CURRENT DONOR INVESTMENT

CARDS 2004 Adult Learning

The CARDS 2004 *Adult Learning* project is funded by the EC CARDS 2004 programme and will be running for 18 months. It started on 3 September 2007. The total value of the project is EUR 1.5 million. The Project Implementation Unit is based in the Agency for Adult Education, which is also the project beneficiary. The Agency and the Project Team are working closely together on the implementation of the project.

The overall objective of the project is to further a modern and flexible concept of adult learning for Croatia in line with the new labour market requirements, the lifelong learning approach and EU best-practice examples.

In general terms, the project focuses on what can be achieved through improvements in structured adult education and training provision, adjustment and modernisation of the training programmes (with considerable emphasis on basic skills) and training provision, and increase of the public awareness of the importance of continuous training.

This serves three main purposes:

- to strengthen a framework for an efficient development and implementation of an adult learning strategy in Croatia, with particular emphasis on data/information base, wider institutional/staff capacities and relevant financing mechanisms
- to foster systemic adjustments and modernisation of the training programmes and training providers, as well as the basic skills programme for low-qualified adults
- to increase public awareness of the need for continuous learning so as to ensure higher level of participation in adult learning in the mid term

The project is implemented through 6 components resulting in the achievements described below:

Component 1: Data and information base is established

Methodology for data collection in adult learning relating to programmes (formal and non-formal), providers and qualifications is developed. Data on participants in adult learning, as well as programmes, providers and qualifications on offer are obtained with a view to ensure comprehensive policy analysis and information decision-making as well as to better inform the end-beneficiaries/general public. Concept for non-public and public online availability of database, as well as the corresponding elements necessary for the sustainability of the database, is identified.

Component 2: Staff and policy are developed

Relevant stakeholders have enhanced their knowledge, skills and attitudes required for systemic innovation (practices/legislation) and, subsequently, development of and integrated policy implementation framework in the field of adult learning.

Component 3: Existing financing arrangements are revised and new designed

Ways for a better use of public funds for adult learning, as well as new financing mechanisms and incentives, are advocated.

Component 4: Quality of training programmes and providers is assured

The modernisation of the programme accreditation process is discussed and the relevant stakeholders are ready to apply new elements (*Croatian Qualifications Framework*) to pilot the new process.

Component 5: Basic skills programme for adults is improved

Information gaps, weaknesses of norms, methodologies and procedures used in the provision of the MoSES' basic skills (*For a Literate Croatia: The Way to a Desirable Future*) programme for adults are identified. Expertise of public and private training providers (trainers/researchers) for the flexible provision of basic skills programme for adults is improved.

Component 6: Learning campaign is carried out

Specific elements of a one-year comprehensive national campaign on adult learning are identified and national campaign implemented.

1.2.2.3. PROSPECTS FOR FUTURE DONOR INVESTMENT

Instrument for Pre-Accession Assistance (IPA)

Croatia has access to the full range of European Union pre-accession funds, including CARDS (2001-2004) and PHARE (2005-2006), which have been substituted with the Instrument for Pre-Accession Assistance (IPA) since 2007. More specifically, investment in adult education falls under IPA Component IV (*Human resources development*), which is intended to prepare candidate countries for future management of the European Social Fund (ESF). The total financial allocation for Croatia for Component IV of the IPA programme in the period from 2008 to 2010 is EUR 53.7 million. This service contract falls within the *Human Resources Development Operational Programme* (HRDOP), approved by the Croatian Government and the European Commission in December 2007. One of the key strategic priorities of HRDOP, the key document for Component IV on the national level, is to support the development of reforms in education and training systems. An additional strategic priority is to strengthen adult education in terms of establishing new legislative, institutional and delivery standards for adult learning.

There are four Priority Axes in the *Operational Programme*:

1. Enhancing access to employment and sustainable inclusion in the labour market
2. Reinforcing the social inclusion and integration of disadvantaged persons
3. Strengthening human capital and employability
4. Technical Assistance

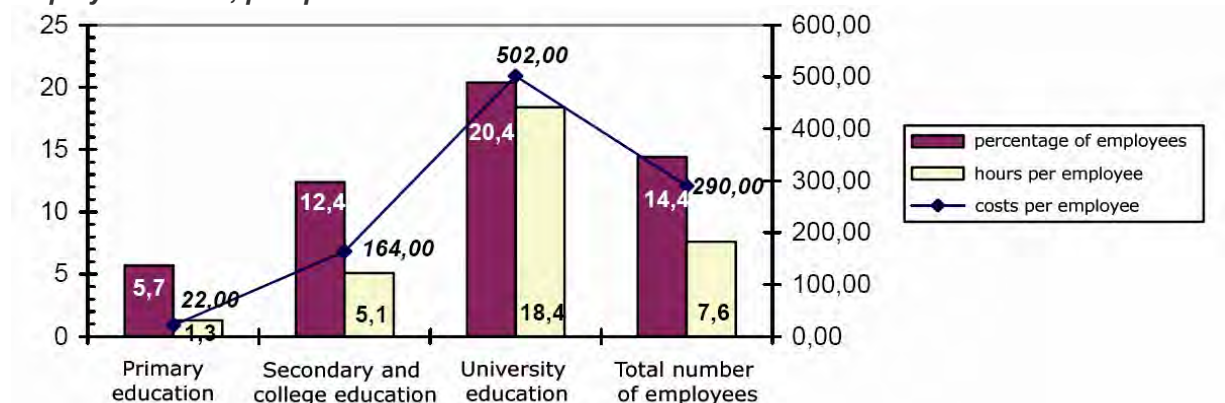
Priority 3 is of most importance for the education system. It is comprised of three Measures: 3.1. *Further development of the National Qualifications Framework*, 3.2. *Strengthening the provision of Adult Education*, and 3.3. *Supporting the development of institutions and their partners responsible for the provision of vocational education and training and adult education*. Measure 3.2 is intended to improve Croatia's adult and higher education systems and enable students of all ages to acquire skills and competences and thus better respond to labour market needs. It will build on the experience of previous EU assisted projects, in particular CARDS 2004 *Adult Learning*. It will also build on the *Adult Education Act* and the *Strategy for Adult Education*. The strengthening of the Croatian adult education system will proceed in line with the development of the *Croatian Qualifications Framework*.

The Agency for Adult Education is preparing 2 projects within IPA programme. The first project, in the *Measure 3.3*, focuses on capacity-building of the AAE. The second project, in *Measure 3.2*, focuses on strengthening the learning opportunities at the local level with the focus on development of the entrepreneurial and other basic skills, through the development of modules for entrepreneurial skills and the creation of local partnerships. The implementation of these two projects is planned for 2009 and 2010. Other institutions are also preparing several other education-related IPA projects.

1.2.3. ALE FINANCING FROM THE PRIVATE SECTOR

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

Figure 2: Total percentage of employees who have undergone additional education, total number of hours of additional education per employee, total costs of additional education per employee in HRK; per qualifications in 2002.



However, the recent enactment of the *Act on State Subsidy for Education and Training* is expected to have a beneficial impact on the increase of investment in education in the private sector.

1.2.4. CIVIL SOCIETY SUPPORT TO ALE

There are more than 35,000 registered non-governmental organizations in Croatia. A number of them implement various ALE programmes, ranging from creative workshops to civic education. Information on the latter shall be used as an example of programmes provided.

Through the survey done by the National Foundation for Civil Society Development and the Croatian Political Science Association in the period between 2005 and 2007, information was gathered on a total of 214 civic education projects, implemented by 132 NGOs on the national level. The greatest percentage of the programmes (18.22%) was implemented by NGOs situated in the capital of Croatia. The programmes were mainly focused on increasing knowledge and awareness of the importance of certain issues and topics, such as democracy and civil society development, human rights, environmental protection, peaceful conflict resolution, economic development, entrepreneurship, community development and philanthropy, social and cultural issues.

About one third of the projects targeted pupils and students. Disabled persons, unemployed and other potentially excluded groups constituted another large target group (with 12.46% of the projects targeted at them). Furthermore, civil servants also presented an important target group for projects offering education for partnership. Other target groups were more broadly defined (entrepreneurs, the unemployed, other stakeholders from the sphere of socially responsible businesses etc.). About 25% of the projects were targeted at educating NGO members or volunteers.

About 60% of all projects were implemented solely by the NGOs, while the remaining 40% were implemented in cooperation with other actors. Over 50% of the projects were targeted at the local community. About 75% of the projects lasted over 30 days, and the majority of the projects implemented included between 100 and 500 participants (learners). The dominant forms of knowledge transfer, other than learning from experience and through workshops, were lectures and presentations. The ALE projects implemented by NGOs were

funded primarily through international donations, while funding from the state budget amounted to about 30% of the costs of the education projects.

In order to support the provision of ALE programmes by the NGO sector, the NFCSD provides financial support to civil society organizations on the national level. From the year 2004 to 2007, the NFCSD has published a total of 20 tenders and 14 calls for expression of interest, awarding a total of 878 financial supports to civil society organizations and investing HRK 86,223,475 into civil initiatives, projects, programmes and institutional supports to civil society organizations, cooperation programmes and regional development and decentralization programmes.

1.2.5. LEARNERS' CONTRIBUTION TO ALE

While financial support for adult education in Croatia is provided through a number of programmes financed from the state budget (examples of which are given in section 1.2.1. of this report), adult learners are also expected either to contribute to the financing of their education or to cover the full expenses on their own. Thus, a number of adult learners bear the expenses of their education. Programmes in art, health, ecology, and workshops focused on developing individual creative abilities are financed primarily by the learners. However, the number of free workshops with the goal of profitable use of free time, financed by various associations, NGOs, municipalities or cities, as well as local self-government units, has been increasing steadily.

While a number of adult learners finance retraining programmes on their own, often in instalments, the Ministry of the Economy, Labour and Entrepreneurship refunds 70% of funds invested in re-training for jobs in short supply to persons completing secondary school education for those jobs.

Formal education programmes differ in programme length, curriculum content and the complexity of the occupation. Those are also the elements which determine the price of the programme. The training and professional improvement programmes are the shortest, and the cost of these programmes ranges between HRK 1,500 and HRK 6,000, while the cost of finishing one year of secondary school ranges from HRK 4,000 to HRK 8,000.

1.2.6. FINANCIAL INCENTIVES SUPPORTING ALE

Fiscal policy is one of the most challenging issues in adult education. The *Value Added Tax Act* (Official Gazette 47/95, 106/96, 164/98, 105/99, 54/00, 73/00, 127/00, 48/04, 82/04), despite its institutional approach, puts public educational institutions in the same class of tax payers with corporations, thus equating education with economy, for which the tax rate is 22%. Such fiscal policy does not encourage adult education. The exception are programmes of formal (primary and secondary) education verified by the MoSES.

The *Adult Education Act*, which was adopted in 2007, introduced the notion of education leave. The *Act* entitled employees to seven days' education leave, which they may use for acquiring some form of education. An employee can exercise this right in agreement with the employer. The education leave may also be paid if regulated so in the agreement with the employer.

In 2007 the *Act on State Subsidy for Education and Training* was adopted, thus providing further incentive for the development of adult education (see section 1.1.2.2.).

Special benefits and incentives exist for certain groups. Civil servants are a case in point. The *Act on Civil Servants* stipulates that all training costs for the in-service training and education shall be covered from the state budget, i.e. civil servants shall cover no training

costs. Participation in training is related to job promotion. Whenever foreseen by the *Plan of Education and Training of the Government of the Republic of Croatia*, the relevant state administrative body shall announce a competition for the award of scholarships and must publish it on the website of the central state administration body relevant for civil servants' affairs. Civil servants may be sent to attend secondary school education programmes, education programmes for the acquisition of qualifications and professional, undergraduate and graduate studies with authorised institutions in the Republic of Croatia, and postgraduate studies with authorised institutions in the Republic of Croatia and abroad. The civil servant who meets the conditions laid down by the law may apply for either paid or unpaid study leave in order to attend an education and training programme.

1.2.7. BENCHMARKS RELATED TO THE FINANCING OF ALE

The strategic documents in Croatia emphasize the importance of the increase of investments at all levels of education, including adult education. However, specific benchmarks for adult education outside the goals set for the overall education system do not exist. As presented under section 1.1.6.4., the *Education Sector Development Plan 2005-2010* sets two development objectives for the Croatian education system financing: by 2010, education expenditures as a share of GDP shall be increased to 4.9%, and regular expenditures for quality education, salaries excluded, will increase as a proportion of public expenditure for pre-tertiary education from the current rate of 9.6% to 13% of total public spending for education by the same year. As part of the Croatian education system, ALE shall also benefit from the achievement of these objectives.

2. QUALITY OF ADULT LEARNING AND EDUCATION: PROVISION, PARTICIPATION AND ACHIEVEMENTS

2.1. PROVISION OF ALE AND INSTITUTIONAL FRAMEWORK

2.1.1. INSTITUTIONS RESPONSIBLE FOR MANAGING AND CO-ORDINATING ALE AT THE NATIONAL LEVEL

In the period from 1997 to 2007, the institutional framework of adult education was significantly changed in line with the development of educational policies based on lifelong learning as a part of a knowledge-based society. In this period, a number of policy documents were either adopted or amended, thus leading to a redesign of the existing framework. The list of basic legal acts constituting the institutional framework for adult education can be found in section 1 of this document.

2.1.1.1. GOVERNMENT INSTITUTIONS

Although the work of a number of state-level institutions encompasses funding of ALE programmes and projects and/or ALE provision, there are three key institutions: the Ministry of Science, Education and Sports, the Adult Education Council and the Agency for Adult Education. The activities of these institutions and bodies are explained in detail in section 1 of this report.

2.1.1.2. ADULT EDUCATION PROVIDERS

Institutions that perform the activities of adult education in Croatia are: open universities (public and private), primary and secondary schools that implement adult education programmes, polytechnics, universities and other institutions of higher education, education centres in companies, various private schools (e.g. foreign language schools), driving schools, professional associations and organizations, non-governmental organizations, political parties, employers' associations, trade unions, correctional institutions and institutes, religious institutions, foreign institutions, schools and organizations.

The institutional framework for carrying out adult education is provided by the *Open Universities Act*, introduced in 1997, which regulates the activity, the establishing and the structure of these institutions. It also defines the application of the *Institutions Act*.

In 2007, the Croatian Parliament adopted the *Adult Education Act*, which regulates issues related to adult education providers in Articles 14 to 16. According to the *Adult Education Act*, adult education institutions can be established by: the Republic of Croatia, local and regional government units, and other legal and physical entities. Adult education institutions can perform the programme if they have registered adult education as their activity and if they meet the spatial, staff and material criteria defined by the programme that must be in accordance with the standards and norms for its realization. The funds for financing and encouraging adult education are provided for in the state budget, local and regional government budget and directly from employees attending the programme and their employers.

The management of open universities was decentralised after the introduction of the *Institutions Act*. Open universities are run by governing councils, to which the founder appoints representatives alongside the representatives appointed by the institution, and managed by the principals who are appointed by the governing councils. In almost all such institutions the principals must, during the election process, submit a programme of the development of the institution. Members of the governing councils and principals are re-elected every four years.

According to the data available at the Agency for Adult Education, there is currently a total of 450 institutions which provide adult education, with 100 public open universities, 54 open universities, 48 primary schools, 183 high schools, 20 centres and 45 other institutions.

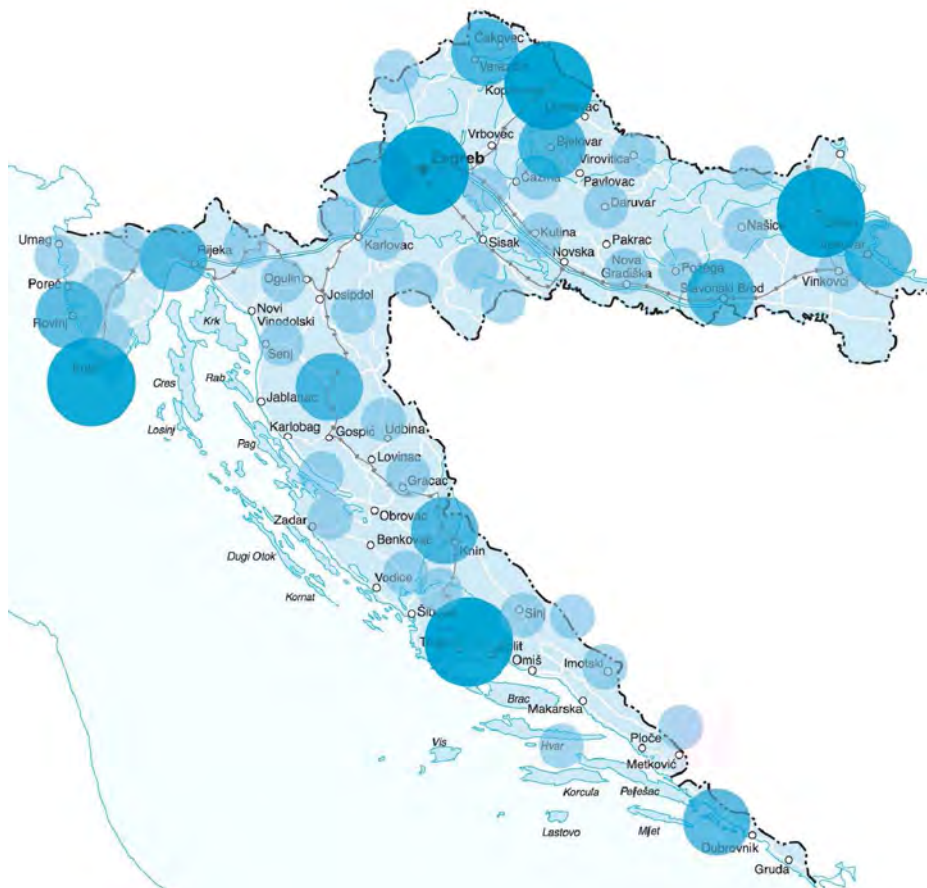


Figure 3: The distribution of open universities on the national level
 Source: Strategy for Adult Education, 2007:38

2.1.2. ADULT LEARNING AND EDUCATION PROGRAMMES

In order to illustrate the complex system of adult education provision in Croatia, examples of adult education programmes organized by providers on various levels shall be presented: high school, university, as well as an example of mainly non-formal programmes organized by the Croatian Chamber of Economy. Due to the fact that primary adult education shall be presented in more detail in section 4 of this report, it shall not be covered here.

2.1.2.1. SECONDARY EDUCATION

Koprivnica Secondary School

Programme (name and brief description)	Provider	Area of learning	Target groups	Programme cost (in HRK)	Funding source
Certified programme of secondary school education for the profession of an economist	Public	General competences, technical skills	Employed and unemployed adults	20,091	Learners, employers of learners
Certified programme of secondary school education for the profession of administrative officer	Public	General competences, technical skills	Employed and unemployed adults	21,890	Learners, employers of learners
Certified programme of secondary school education for the profession of merchant	Public	General competences, technical skills	Employed and unemployed adults	20,862	Learners, employers of learners
Certified programme of secondary school education for the profession of food technician	Public	General competences, technical skills	Employed and unemployed adults	18,806	Learners, employers of learners
Certified programme of secondary school education for the profession of sales assistant	Public	General competences, technical skills	Employed and unemployed adults	13,294	Learners, employers of learners
Certified programme of secondary school education for the profession of food machine operator	Public	General competences, technical skills	Employed and unemployed adults	11,238	Learners, employers of learners
Certified programme of secondary school education for the profession of cook	Public	General competences, technical skills	Employed and unemployed adults	16,976	Learners, employers of learners

Certified programme of secondary school education for the profession of waiter	Public	General competences, technical skills	Employed and unemployed adults	17,233	Learners, employers of learners
Retraining for above-listed professions	Public	General competences, technical skills	Employed and unemployed adults	Determined individually for each student (3,796 + exams)	Learners, employers of learners

2.1.2.2. HIGHER EDUCATION

University of Osijek – Faculty of Philosophy

Programme (name and brief description)	Provider	Area of learning	Target groups	Programme cost (in HRK)	Funding source
Pedagogical-psychological education; 16 weeks, twice a year (1997-2008)	Public/state	General competences; pedagogical, psychological, educational, methodological teacher competences (for primary and secondary school level teaching)	Full-time students in their final year of non-teaching study programmes; Persons with a non-teaching degree; Vocational high school graduates (if they meet the requirements for teaching positions)	1997/98: 2,300 1998/99: 2,400 1999/00: 2,800 2000/01: 2,800 2001/02: 3,500 2002/03: 4,200 2003/04: 5,000 2004/05: 6,000 2005/06: 7,100 2006/07: 8,350 2007/08: 8,450	Learners
Part-time Library and Information Science Study Programme	Public/state	General competences; general professional knowledge relevant for various types of libraries and other information institutions, knowledge and skills that will enable the learner to use information technology in an appropriate way, skills and methods of efficient communication	Persons with at least a BA degree in humanities, social, natural or technical sciences employed as librarians but do not have formal LIS education	On average 6,500	Learners

2.1.2.3. OTHER PROGRAMMES

Croatian Chamber of Economy

Programme (name and brief description)	Provider	Area of learning	Target groups	Programme cost (in HRK)	Funding source
Education for real estate agents	CCE	General competences, knowledge generation	Future real estate agents	3,500	Participant fee
Public licence for work - professional exam for real estate agents	CCE			1,000	Participant fee
ISO FORUM CROATICUM standards for quality management systems, harmonisation of technical legislation with that of the EU, and presentation of methodologies and managerial tools for process management.	CCE	Knowledge generation, innovation, technical skills	Persons in charge of R&D and quality managers	Free of charge	CCE
Workshops on using European Language Portfolio for Adults	CCE	Knowledge generation, innovation	Teachers at foreign language schools	250 (the remainder of the fee is subsidized by the CCE)	Participant fee/CCE
Seminars, workshops, forums, informative lectures (new regulations, HASAP, EU regulations etc.)	CCE in cooperation with partner organisations and individuals	General competences, knowledge generation, innovation, technical skills	Companies	Free of charge	CEE
Workshops about public procurement - new legal regulation (2008)	CCE in cooperation with National Office for Public Procurement	Knowledge generation	Persons in charge of public procurement	1,100 (the remainder of the fee is subsidized by the CCE)	Participant fee/CCE

Seminars, workshops about EU regulation, project management, public procurement, project financing (2003-2007)	CCE in cooperation with national and international experts (especially from EU institutions)	Knowledge generation, technical skills	Companies	185,000 kn	CCE and EU grants and funds
Training Days (marketing, management, sale, personal skills) (2004-2007)	CCE in cooperating with Management consulting group, Rijeka	Knowledge generation	Companies	1,750 (the remainder of the fee is subsidized by the CCE)	Participant fee/CCE

2.1.3. LINKAGES BETWEEN FORMAL AND NON-FORMAL APPROACHES

Linkages between formal and non-formal approaches are created mostly in vocational training programmes, as the content of those programmes can be perfectly identical, but the formal ones result in the awarding of a public certificate, while the non-formal ones do not. An institution can implement a certain programme in formal and non-formal varieties. In case of formal programmes, the implementation requires certain conditions of material, resources and technology, while non-formal programmes do not have to meet prescribed standards for implementation; instead, the conditions for programme implementation are a matter of the education provider's choice. The implementation of formal programmes is liable to inspection and professional supervision, while non-formal programmes do not have such supervision, and the programme quality depends on the education provider.

2.1.4. CERTIFICATION AND NATIONAL AWARDS

Formal education of adults leads to the acquisition of public certificates. Formal adult education is implemented as primary and secondary school education, as well as higher education.

The programmes of adult secondary school education are:

- programmes for qualifications on secondary school or vocational school level
- programmes for qualifications on primary school level
- retraining programmes
- vocational training programmes
- professional improvement programmes

At the end of all programmes, the public certificate awarded is the same as the one from the regular system (certificates of completed school year, certificates of the Matura exam or the final exam, proving the school or vocational qualifications, or the profession obtained upon the completion of the programme), except for the vocational training and professional improvement programmes, which provide Vocational Training/Professional Improvement Certificates.

A number of examples can be given to illustrate the acquisition of certificates.

On the level of civil service, the example from the Central State Office for Administration shows that, according to the *Training Decree*, upon successful completion of any education

and training programme for in-service training and education of civil servants, the participants must be issued a certificate. Certificates and notifications are entered in the Personal Register of Civil Servants. If that is not possible, the central state administration body competent for civil servants' affairs must be notified about the impossibility and the reasons thereof.

A number of chambers in Croatia provide various programmes leading to certification. A detailed description of programmes conducted by the Croatian Chamber of Trades and Crafts, and leading to certification, shall serve as illustration.

The Croatian Chamber of Trades and Crafts (CCTC) carries out craftsman examinations and vocational training exams, where the certificate equals the licence to open a trade or craft business. The conditions for undertaking a craftsman examination and its goal are prescribed by the Ministry of the Economy, Labour and Entrepreneurship.

The craftsman examination can be taken by persons with the adequate secondary school or craft school qualifications and/or adequate work experience, or primary school qualifications and adequate work experience as proscribed by the MELE. At the exam, the candidate proves practical skills and competences as well as necessary professional theoretical knowledge. By passing the craftsman examination and obtaining the licence for providing apprenticeship training, the master craftsman has also acquired the role of a craftsman VET trainer. In the period from 1996, when craftsman examinations were first offered by the CCTC, until this day, a total of 6,890 craftsman examinations have been passed. Craftsman examinations (which cost HRK 2,600) are financed by the learners themselves, but the MELE reimburses the funds to individuals who successfully pass the examination.

The CCTC also prepares and organises vocational training examinations. The goal of these exams is to verify the candidate's competences for doing less complex work in the profession. The target groups are usually younger or middle-aged persons who want to found their own craft business but do not have the adequate qualifications. Exam programmes, method and the procedure of their provision are issued by the MELE. After a successfully passed exam, a certificate is issued, representing the licence to open a craft business in less complex professions. The vocational training examinations (which cost HRK 1,200) are financed by the learners themselves, but the MELE, within support projects, reimburses the funds to those individuals who successfully pass the vocational training examination. The precondition to take the vocational training examination is a primary school qualification.

The Chamber also participates in the process of retraining for craftsman professions in the same area of work by undertaking an apprenticeship examination, through which one acquires the apprenticeship vocational certificate. The target groups are usually younger persons who could not find employment in the profession for which they are qualified but in a similar profession. Wishing to advance to e.g. master craftsman status, those persons very often undertake the apprenticeship examination in the process of retraining for a similar profession.

2.2. PARTICIPATION IN ALE

2.2.1. STATISTICAL INFORMATION

At the moment, Croatia does not provide for systematic statistical observation of the overall adult education system. Statistical information being gathered is mostly focused on formal AE (primary and secondary). It is, therefore, difficult to completely rely on any information regarding the number and type of institutions, the structure and quality of education, the structure and quality of learners and teachers, the sources and purposefulness of funding, and other relevant indicators. However, it must be emphasized that the Agency for Adult Education is currently developing a statistical database for ALE.

The Central Bureau of Statistics (CBS) observes formal primary and secondary adult education classified as *class 80.42. - Adult education and other education of the National Classification of Activities*. It also observes the work of open universities every three years for the needs of the Ministry of Culture and other beneficiaries. Statistical observation is of crucial importance for the development of the adult education system. However, under the existing circumstances, the CBS highlights the problem of the inaccessibility of data and defining report units and basic concepts.

However, some data is available, indicating that the percentage of adults in Croatia who participate in any form of adult education is rather low, particularly when compared to the European average. According to the *Working paper 2005 report: Progress towards the Lisbon objectives in education and training*, in 2004 1.9% of adults (aged 25 to 64) participated in some form of adult education, while in 2006 the percentage was slightly higher, reaching the still unsatisfactory 2.1% of the adult population.

The key step towards developing a systematic database on adult education will be taken through the CARDS 2004 *Adult Learning* project, which tackles this issue directly in its *Component 1: Establishing a Data and Information Base*. The final results of the component shall be threefold: methodology for data collection in adult learning relating to programmes (formal and non-formal), providers and qualifications will be developed; data on participants in adult learning, as well as programmes, providers and qualifications on offer will be obtained with a view to ensure the foundation for evidence-based policy and decision-making as well as to better inform the end-beneficiaries/general public about the AE provision; a concept for non-public and public online availability of database as well as the corresponding elements necessary for the sustainability of the database will be identified.

While the statistical database on the national level is currently in the state of development, a number of institutions already keep detailed statistical data on participation in the programmes they implement or provide. Data on participation in a number of adult education programmes shall therefore serve as an illustration on the participation in ALE.

2.2.1.1. PARTICIPATION IN THE CROATIAN EMPLOYMENT SERVICE PROGRAMMES

2.2.1.1.1. Active Employment Policy Measures⁵

1st period: 08 October 1998 – 31 December 2001

In the period from October 1998 to December 2001, programmes of educational activities for the needs of a known employer, under *Measure 3 (Vocational training, retraining and additional training for jobs in short supply)* were implemented to hire 1,666 persons. The CES paid up to 60% of educational costs and, if considered justified, co-financed a part of employees' salaries (in the amount of minimal cash help). This measure was also applied within the *Programme to Take Care of Surpluses* to adapt the qualification structure of employees to new needs, in order to retain the current employment under the conditions applied for the co-financing of educational activities for a known employer. In the mentioned period, the application of this method kept 439 employees under contract.

In the same period and under the same measure, 3,413 persons participated in educational activities for an unknown employer. The number of participants and the educational programmes were determined according to the stated needs of the labour markets of specific counties (regions) and their deficiency in the unemployment records. The professions that were most in demand on the labour market were computer operators, business secretaries, construction jobs etc. The CES covered the education expenses, travel expenses, and ensured that the participants received cash help during the education period.

In the period from 1998 to 2000, the total amount of the funds paid for educational costs under *Measure 3* was HRK 33,375,458. 70% of participants were male.

Table 4: Participation in educational activities under Measure 3 and the cost of education in the period 1998-2001

Year	PARTICIPATION IN EDUCATIONAL ACTIVITIES (Measure 3)			Education cost (HRK)
	Known employer	Unknown employer	Retaining current employment	
1998	232	302	28	1,844,233
1999	344	1,525	341	17,676,639
2000	21	256	70	2,866,770
2001	1,069	1,330	0	10,987,816
TOTAL	1,666	3,413	439	33,375,458

2nd period: January 2002 – August 2005

The implementation of the *Programme C2 - educational activities: introduction to employment, vocational training, retraining, additional training and professional improvement for known and unknown employers in the period from January 2002 to August 2005* covered a total of 50,435 persons, out of which 25,880 women, with average spending of HRK 9,680 per person. The total cost of education was HRK 488.2 million. 98% of the participants were included in the activity of introduction to employment, while only a small percentage participated in the activities of education for known or unknown employers, as well as

⁵ An overview of the measures implemented by the CES and the programmes from which they originate is given in section 1.1.5.13. of this report.

education for retaining current employment. 51.3% of all persons participating in the C2 activities were male, 48.7% female.

3rd period: 2006 - 2007

In 2006, the activities of including persons in educational programmes and their financing applied to *Measure 5: Professional Improvement for a Known Employer and Co-Financing of Education for an Unknown Employer*. In 2007, the activities of including people in educational programmes and their financing applied to two measures: *Measure 5: Co-Financing Education for a Known Employer*, and *Measure 6: Financing Education for an Unknown Employer*.

In 2006 and 2007, there were a total of 1,152 participants of educational programmes for a known employer. They were most often included in education for professions in the fields of construction, wood and textile industry. Most of those included were men, almost twice as many as women (68.3% of the total number of participants in 2006, and 66.0% of the number in 2007), which can be explained by the characteristics of professions which still hire mostly men, but also by the greater mobility of men when concerning temporary employment in professions that include women. A total of HRK 8.7 million was spent on financing these programmes.

In the same period, there were a total of 3,848 participants of education programmes for an unknown employer, with the total amount of HRK 26.2 million spent on financing.

2.2.1.1.2. Other Models for Including Unemployed Persons in Adult Education

Other than through the Active Employment Policy measures, the CES has been directing unemployed persons to educational activities through other models and sources of financing. Three models are available:

- educational programmes financed from the CES's "own funds"
- education in cooperation with local self-government units (local partnership model)
- education through projects (with the support of the international community)

In the period between 2003 and 2007, a total of 3,536 learners participated in educational programmes financed from these three sources. Educational programmes in which the unemployed persons participated the most were programmes for the acquisition of IT skills (38%), and programmes of training for professions in construction. Over the last two years (2006 and 2007) there has been an increase in the number of trainings for the needs of the catering industry, and participation in programmes of foreign language learning for the needs of tourism has been on the rise.

2.2.1.1.3. Non-formal Education for the Purpose of Improving Employability

From 2002 to 2007, a total of 19,044 unemployed persons participated in the standard workshops for unemployed persons: *Looking for a Job*, *Presenting Yourself to the Employer*, and the *Self-Assessment Workshop*. Of the total number of workshop participants, 56% were men and 44% women. Most participants participated in several kinds of workshops. Individually, most participants participated in the self-assessment workshops, which aim to help unemployed persons self-assess their potential and abilities as per demand on the labour market.

Table 5: Number of male and female participants included in workshops from 2002 to 2007

WORKSHOP	Number of participants		
	Male	Female	Total
Self-Assessment Workshop	2,438	5,230	7,668
Looking for a Job	4,643	1,379	6,022
Presenting Yourself to the Employer	3,635	1,719	5,354
TOTAL	10,716	8,328	19,044

2.2.1.2. FACULTY OF TEACHER EDUCATION OF THE UNIVERSITY OF ZAGREB

The following programmes were realised at the Faculty of Teacher Education of the University of Zagreb in the area of formal adult education from 1997 to 2007:

- study-as-you-work course for educators of preschool children (college education⁶), where a total of 1,098 students graduated;
- study-as-you-work course of classroom teaching in the duration of eight semesters (supplementary education for teachers who graduated from two-year-long teacher colleges), where a total of 801 students graduated in the period from 1997 to 2007.

In the area of non-formal adult education in the period from 1997 to 2007, the following programmes were realised:

- pedagogical and psychological education of experts who graduated from non-teacher faculties. A total of 2,166 candidates were enrolled in the period from 1997 to 2007; 1,445 candidates graduated;
- the 4-semester-long programme of Waldorf pedagogical training has been provided since 2003;
- the course for vocational training for teachers of preschool programmes of English for preschool children educators has been provided since 2007;
- vocational training for Montessori pedagogy in the duration of 292 teaching hours has been provided since 2006;
- vocational training for communal pedagogy (180 hours) and the Agazzi method (292 teaching hours) has been provided since 2007.

2.2.2. MOBILISATION OF ADULT LEARNERS

In Croatia, there is a growing provision of educational programmes on the market. Throughout the year, a growing number of institutions organise Open Days, Open University Days and similar activities for attracting potential participants and presenting their programmes.

In May 2002, the CAEA organized the first Croatian Lifelong Learning Week, joining in with the UN Literacy Decade. The event was organized in cooperation with German partners, as part of the project under the *Stability Pact for South-Eastern Europe*, and was under the sponsorship of the President of the Republic of Croatia, Mr. Stjepan Mesić. The week, held from 13 to 20 of May under the slogan 'It is time to...learn!', was marked by a series of events in nine Croatian cities (Daruvar, Koprivnica, Kutina, Novska, Ozalj, Pula, Šibenik, Velika Gorica, Zagreb). It focused on promoting the concept of lifelong learning, drawing attention to programme providers and promoting the individual stories of successful adult learners.

⁶ A three-year-long programme, leading to a BA, but without the possibility to pursue an MA.

Activities, such as workshops, round tables, presentations of programmes and courses for adult learning, various exhibitions etc., were planned and organized by open universities in each of the cities taking part in the event. Media coverage of the event was, however, weak.

The organization of the Lifelong Learning Week became a part of the *Strategy for Adult Education* and the accompanying *Action Plan* and the Agency for Adult Education will organize the second Lifelong Learning Week in the fall of 2008 for the purpose of promoting the importance of lifelong learning and education of adults, stimulating the discussion on important issues connected with the mentioned areas, strengthening cooperation with institutions for adult education and adult education system stakeholders, as well as providing potential learners in several cities with information on educational possibilities. The Lifelong Learning Week will be part of the National campaign on adult learning that will be organized within Component 6 of the CARDS 2004 *Adult Learning* project, funded by the European Union. A one-year comprehensive national campaign on adult learning will be implemented, in order to increase the visibility of the adult education system in Croatia, thus increasing the number of adults participating in all forms of adult education.

Aiming to strengthen the promotion of the lifelong learning process and the participation of adult learners, the CARDS 2004 *Adult Learning* project will also lead to the development of the model of 'info points' in all Croatian regions. The main objective is to promote continuous education and learning as part of the lifelong learning process in institutions for adult education and learning – open universities, centres of culture and education, institutions of the regular school system, NGOs etc.

2.2.3. SPECIFIC GROUPS TARGETED BY ALE PROVISION

Specific groups targeted by ALE provision are as follows:

- unemployed persons
- Homeland War veterans
- illiterate persons
- young people with inadequate education
- disabled persons
- victims of family violence
- young adults
- adults without primary or secondary education
- senior citizens
- adults with special needs
- minority groups
- women, etc.

A detailed description of these specific groups can be found in other sections of this report.

2.3. MONITORING AND EVALUATION

In order to ensure the quality of the development of the adult education system and the results and achievements of the learners, several institutional activities and mechanisms have been activated. The *Institutions Act* from 1997 determined the basic conditions for the founding of adult education institutions: human resource conditions, material and technical standards, and the role of the competent body for the institutions. On the national level, the Adult Education Council, the NCEEE and the AAE have been founded. The foundation of the Agency for Adult Education in 2006 ensured the monitoring and evaluation of adult education programmes by establishing the Department for Support to the Adult Education System and the Department for Professional Supervision. In order to ensure that these departments are successful in achieving their role and task, the Agency will use the CARDS 2004 *Adult Learning* project to increase the competences of its employees, particularly through

Component 4: Quality of Training Programmes and Providers, which will in part be dedicated to the training of supervisors.

Details related to *ex-ante* assessment of adult education programmes are regulated by the *Adult Education Act*, Articles 5 to 13. Adult education programmes have to be adapted to the age, prior education, knowledge, skills and abilities of adults. Article 6 defines the basic formal preconditions a programme must fulfil in order to be approved by the MoSES. It must identify:

- the title of the programme
- the competences to be acquired through the programme
- enrolment requirements, progress made in and completion of the programme
- the duration of the programme and the ways in which a programme can be conducted
- the staff, as well as the methodological approach, facilities and other requirements for the implementation of the programme
- the description of the system of evaluation of the learners' performance

The *Proposal of the By-Law on Standards and Specifications in Adult Education Institutions* determines in more detail which conditions a specific programme must meet in order to receive approval.

2.4. ADULT EDUCATORS AND FACILITATORS

2.4.1. REQUIRED EDUCATIONAL QUALIFICATIONS FOR ADULT EDUCATORS

Teachers and trainers in Croatian adult education are required to have different qualifications depending on their area of work.

In the primary education of adults, teachers and trainers are required to have the same qualifications as teachers and trainers working in primary and secondary schools with children. The professional qualification for such occupations can be earned at the faculties of pedagogy, or by undergoing supplementary pedagogical and psychological training, which is a one-year-long programme usually provided by the departments of education at the faculties of philology. In secondary adult education, the teachers need to meet the requirements set up by the *Secondary School Act*. At the moment, no additional professional qualifications are required for work in adult education.

There are currently no reliable indicators regarding the number or structure of teachers in adult education. Considering the variety of educational programmes, classes for adults are held by experts from other fields more than by teachers. Teachers in formal education with no teaching qualifications must acquire additional pedagogical and psychological education in order to become educators. Thus sub-statutory acts, which define the teachers' qualifications and development, do not define adult education as a special professional field.

Teachers and trainers do have the option of undergoing MoSES-verified programmes for andragogical skills, but these are purely voluntary and offered commercially. The development of the programme for in-service training of teachers and trainers in adult education is a task of the AAE.

Support to the professional development of teachers and trainers in adult education is also provided through the work of two institutions – the Croatian Andragogy Society and the Croatian Association for the Education of Adults.

Croatian Andragogy Society

The development of andragogical theory and practice is among the key tasks of the Croatian Andragogy Society (CAS). The CAS, which was founded as a professional association in 1998, is dedicated to improving the theory and practice of both formal and non-formal adult

education; providing training opportunities for its members through scientific gatherings, seminars and study trips; encouraging scientific work and research in the field of adult education; providing expert assistance to members and legal entities in implementing legal acts in the field of education, with particular emphasis on adult education regulations; and encouraging cooperation among adult education providers, as well as between the providers and governing bodies and other stakeholders on the national and international level.

The CAS organizes summer and winter Andragogy Schools. Participants come from education providers, NGOs, human resource departments in companies, experts from the CES, and other institutions. Lecturers are experts representing all adult education stakeholders: universities, the MoSES, the MELE, agencies, companies, education providers, the CES, the Ministry of Finance, chambers and other associations dealing with adult education. In the last 11 years, the CAS has organized 25 schools and 3 international conferences. The CAS also publishes the *Andragogy Journal of the Croatian Andragogy Society*.

Croatian Association for the Education of Adults

The Croatian Association for the Education of Adults (CAEA) was founded in 1954, as an organisation representing the interests of adult education providers, with the task of exchanging experiences, achievements and programmes, bringing together adult education professionals and developing open universities in areas where no adult education institutions existed. The CAEA is a non-profit, non-governmental, national organisation of institutions for education and culture. It is a co-founder of the Andragogy Centre (AC), a public institution for the fostering of adult education.

The CAEA organizes the *Croatian Summer Andragogy Academy*, an annual international conference for the professional development of principals and professionals working in open universities. The Academy reflects the needs and interests of modern adult learners (the study of foreign languages, international ICT certificates, the training of Homeland War veterans, adult education legislation etc.).

The AC organizes workshops on new methods in adult education, and has been running a verified training programme for basic andragogical knowledge and skills since 2003. The activities of the Centre encompass education, development, research and publishing. The Centre publishes the *Adult Education* journal.

3. RESEARCH, INNOVATION AND GOOD PRACTICE

3.1. STUDIES IN ADULT EDUCATION

A number of research studies have been undertaken in the past few years regarding specific areas/programmes. Here, a choice of studies shall be presented, serving as examples of good practice.

3.1.1. CENTRAL STATE OFFICE FOR ADMINISTRATION

The Central State Office for Administration conducted the first comprehensive Training Needs Assessment (TNA) for civil servants in 2003 within the framework of the CARDS 2001: PAR project. The purpose of the training needs assessment was to serve as ground for the development of a training strategy and training programmes, which would take into account both the present needs of various categories of civil servants and the goals of the overall civil service reform policy. The TNA focused on the analysis of actual needs for training of civil servants. The findings and conclusions outlined in the report were considered in the broader context of human resources development in the Croatian civil service, which was only partially indicated in that document, and was elaborated in more detail in the *Civil Service Training Strategy and Feasibility Study for the Establishment of a Training Institution for Civil Servants in Croatia*.

As a result of the TNA, several interrelated clusters of problems were identified that the training should bypass:

- **Structure of personnel and fluctuation:** lack of qualified and skilled civil servants; inadequate qualification structure; high personnel turnover
- **Lacking organisation and management:** politically appointed top of the management structure, often occupied by people with no knowledge and experience in methods of organisation of work; lacking or unsatisfactory teamwork; unsatisfactory division of tasks; poor conditions for creativity and autonomy; inadequate system of career development
- **Communication problems and workload:** problems arising from lacking organisational structure; centralised and inefficient management leading to poor vertical communication and lack of timely information; slow information flow and short deadlines influencing the quality of task execution

The results additionally pointed to general perceptions of civil servants regarding various aspects of their work, their training needs and the ways for their professional development.

In May and June 2007, the overall evaluation of the needs for education and training of civil servants, with the aim of determining the needs for education and training in the civil service, was conducted by the CSOA in cooperation with the units for civil servants' affairs in the state bodies. Following the implementation of the overall research of the needs for education and training, the CSOA made a report, which includes an overview of the expected general need for the education and training of civil servants in civil service and of the special need for education and training in specific state bodies or administrative departments for a period of four years.

3.1.2. INSTITUTE OF PUBLIC FINANCE

The Institute of Public Finance, as one of the research centres in Croatia, has published a number of articles, based on empirical studies, focusing on various aspects of education as well as the labour market in Croatia.

3.1.2.1. THE ROLE OF ACTIVE LABOUR MARKET POLICIES IN CROATIA (2003)

The study was aimed at describing the role of Active Labour Market Policies (ALMP) in the modern labour market with special attention to the role of ALMP in the Croatian labour market. Comparative analyses of expenditure on ALMP programs showed that the structure of ALMP programs was inappropriate in the Croatian labour market. Results of implementation of the new ALMP programs introduced in 2002 were analyzed and an evaluation of the relative success of each of the programs was made. The study showed that the programme measures were poorly targeted with high displacement effect and dead-weight effect.

Partially as a result of the study, some evaluation activities were started, and attempts were made to adjust the policies to better address those with higher levels of need.

3.1.2.2. CROATIAN LABOUR FORCE COMPETITIVENESS INDICATORS (2004)

The investigation into labour force competitiveness in Croatian companies was conducted in September and October 2003 on a sample consisting of 334 companies in the Republic of Croatia.

The results of the research lead to the conclusion that Croatian employees were not competitive. The findings indicate that the average employee in Croatia is in his/her 40s, undereducated, not mobile and not additionally trained. These findings are in contradiction with Croatian managers' perceptions about the traits of a competitive employee. They believe, that is, that a competitive employee is educated, willing to learn, hardworking, persistent, ambitious and young. The research also shows that the most competitive employees in Croatian companies are those with a university degree. Their potential shortcomings and also the shortcomings of employees with secondary educational qualifications or college degrees (lack of knowledge of foreign languages, poor computer skills and insufficient management skills) can be diminished with more focused investments. Croatian companies mostly invest in additional training for and the development of employees with university degrees. However, percentages of employees who have undergone additional education show that more is invested in the education of non-managers and first-line and middle managers.

These findings are important, for they are directly related to the adult education system, which provides for those skills. Also, public awareness on the importance of the topics was slightly increased through the study.

3.1.2.3. THE COMPETITIVENESS OF CROATIA'S HUMAN RESOURCES: QUALITY OF FORMAL EDUCATION (2004)

Through this study, an attempt was made to measure the quality of the Croatian education system based on quantitative indicators and qualitative analyses, comparing Croatia with EU and EU accession countries where it is possible. Relating to adult education, it focused on the quality of Croatian formal education including lifelong learning.

The results show that the Croatian education system is producing many of the skills that Croatian employers currently need, since employers rate their employees' ethics, loyalty, basic knowledge, and reading capability quite high. The survey indicates that there is a

disconnect between the technical skills of workers and the technical skills needed for job performance, which indicates that the education system – including lifelong learning – needs to be better connected with the needs of the labour market.

3.1.2.4. HOW PREPARED IS CROATIA FOR A KNOWLEDGE-BASED SOCIETY? (2004)

The paper, which discusses EU activities related to achieving a move to a knowledge-based society and labour force competitiveness, assesses problems in the field and suggests proposals for improvements of the education system in Croatia. It is concluded that the important aspects of national economic competitiveness are the skill level and knowledge of the labour force. The Croatian labour force does not have the knowledge and skills required for a modern competitive economy, and the education and training systems have not yet taken adequate steps to remedy this situation. It is found that the most dynamic sector of education systems in the world - adult and lifelong education - had been almost completely neglected in Croatia. It was underdeveloped, as far as the number of participants, specialized institutions and specialized staff were concerned, and it was insufficiently regulated by law.

However, the findings presented have led to a serious campaign being launched to motivate and explain the concept and the need for life-long learning among the population. The required infrastructure also began to be built.

3.1.2.5. THE ROLE OF ACTIVE LABOUR MARKET POLICIES IN CROATIA (2005)

In regard to adult education, the study was focused on the effectiveness of ALMP and training in reduction of long-term unemployment. A comparison of indicators from the Croatian labour market and the policy implemented in it and the policies in other countries of Central and Eastern Europe was provided. It was stated that there was a need for better adjustment of programmes to the needs of the labour market. Regarding the practical value of the study, some activities regarding the above-mentioned adjustment have been realised.

3.1.3. MOJPOSAO – RESEARCH ON THE EDUCATIONAL NEEDS AND PROVISION IN CROATIA

Research on educational needs and the provision of professional education on the territory of Croatia was made in September and October 2005 on a sample of 1,501 employees and 45 employers, and in April 2008 on a sample of 1,700 employees and 88 employers.

MojPosao, one of the private national web portals with the supply and demand of jobs, conducted the research for the needs of EduCentar, the IT web site for the supply and demand of education in Croatia, with the patronage of the Ministry of Science, Education and Sports.

The results of the most recent research showed that 56% of Croatian employers mentioned foreign languages as the area in need for professional education. Moreover, 47% of employers believe that employees should develop management and leadership skills (40%), new marketing skills (35%), etc. Although as many as 85% of employees believe that their formal educational background provided them with a good, very good or excellent basis for exercising their profession, in some fields (such as transportation, agriculture, forestry, fisheries, food processing) more than 40% of employers believe that formal education has not prepared their employees satisfactorily. Three fourths of the surveyed employees went to a professional education programme, and half of them believe that additional education provided them with an excellent or very good basis for exercising their profession. Although 83% of employers enable their employees to attend professional education programmes,

45% of them acknowledged that they did not invest enough in the education of their employees; as many as 22% employers do not invest in the education of their employees although they need that education.

3.1.4. AGENCY FOR VOCATIONAL EDUCATION AND TRAINING

A study called *A Comparative Study of the Labour Market and the Vocational Education and Training System in Croatia* was made within the CARDS 2002 *Vocational Education and Training* project, with the aim of 'helping and evaluating the work of 13 temporary sector councils and developing new curricula for the family of professions in the area of agricultural tourism, within the agreed framework of national qualifications, programmes of learning and evaluation'.

The study was made during the spring and summer of 2006, by the members of the Working Group for the Labour Market, established within the CARDS 2002 VET project. The data presented in the study was obtained from various sources. The study makes a valuable contribution to the understanding of relationships between the current social and political situation, the labour market and the system of vocational education and training, with seven clear findings and with recommendations for further steps pursuant to the presented results.

Pursuant to the data, analyses and conclusions presented in the study of the labour market, this analysis provides several recommendations. They are specially focused on temporary Sector Councils, but they can be useful to other stakeholders in the Croatian vocational training system.

3.1.5. GLOBAL ENTREPRENEURSHIP MONITOR (GEM)

Since 2002 CEPOR (SMEs and Entrepreneurship Policy Centre), the first think-tank in Croatia which focuses on policy issues related to the development of small and medium enterprises and entrepreneurship, has been publishing research results on the basis of a methodology for comparing the level of entrepreneurial activity developed by the London Business School, UK, and Babson College, USA. A team of experts from the University of J.J. Strossmayer in Osijek, Croatia, analyze survey results and carry out qualitative interviews every year in order to calculate the TEA (Total Entrepreneurial Activity) index for Croatia and thus benchmark the sector with those of similar countries participating in the research. While the Global Entrepreneurship Monitor (GEM) is not primarily focused on adult education, its results do have an implication on the ALE system.

As part of the GEM, experts are interviewed regularly on their opinions on the relevance of school curricula for the development of the entrepreneurial spirit and for achieving skills which are important for strengthening the entrepreneurial culture. For several consecutive years, it was clear that there was still a lack of entrepreneurial contents in regular education, both in terms of specific entrepreneurial skills and entrepreneurial attitudes and mindsets. However, in the last several years, policies for the promotion of entrepreneurship have started to be included in policy packages for SME development, with the result that several schools and universities have introduced courses which can be said to support entrepreneurial skill development. There is, however, still no across-the-board strategy for entrepreneurial learning in Croatia, although the TEA index has shown considerable entrepreneurial activity in the start-up of new enterprises.

3.2. INNOVATIONS AND EXAMPLES OF GOOD PRACTICE

A number of examples of good practice can be given on various levels of the adult education system.

3.2.1. POLICYMAKING

3.2.1.1. NATIONAL LEVEL

The first novelty in the Croatian adult education system was the formation of the Adult Education Committee in 2004, with the task of proposing measures and activities to improve adult education, and the creation of the *Draft Proposal for the Adult Education Act*. The Committee included the representatives of several institutions in Croatia related to adult education through their activities: the Minister of Science, Education and Sports as the president of the Commission, which clearly indicated the significance of the undertaking; other members from the CAEA; Saarland's Association for the Education of Adults, Germany; the Faculty of Philosophy of the University of Rijeka, Department of Andragogy; the Office for Social Partnership in the Republic of Croatia; the CSOA; other experts from the MoSES, and the ETTA. It ensured that the adult education policy was a result of participation and requirements of stakeholders.

Also, in September 2006, the Minister of Science, Education and Sports passed the decision to found the Council for the Pedagogic Standard of Preschool, Primary and Secondary Education System in the Republic of Croatia. On 20 December 2006, the Minister decided to found the Commission for Adult Education within the Council for Pedagogic Standard, with the task of determining standards and measures in adult education. The head of the AAE became the Commission head; the other Commission members come from the AAE, the only two andragogy centres accredited to provide formal adult education for andragogical skills, open universities and secondary schools. At their regular sessions, the members of the Commission for the Determination of Standards for Adult Education determined the minimal standards and measures for adult education that apply to: educational programmes and conditions for their implementation; educational groups; teaching methods; human resources and other conditions related to employees in adult education, as well as the curriculum technology. Results of the work of the Commission were incorporated into the drafts of the by-laws complementing the *Adult Education Act*.

The Adult Education Act (Official Gazette 17/07) brought significant innovations in the policy framework for adult education: vertical mobility, education leave, adult education funding, and the partnership principle, which are examined in more detail under section 1 of this report.

3.2.1.2. REGIONAL LEVEL – COUNTY OF KARLOVAC

In late 2006, the County of Karlovac passed the *Development Strategy for Human Potential in the County of Karlovac 2006-2012*, which analyses in detail the key issues of education policy, economic problems, unemployment, and many other issues related to the development of human potential.

The Development Strategy for Human Potential was made to support employment and human potential development in the County of Karlovac. This document was created within the project CARDS 2004 *Local Partnerships for Employment*. It is defined in accordance with the guidelines of the *European Employment Strategy* and it is directly linked with the *Regional Operating Programme 2005-2012*, the *National Employment Action Plan of the Republic of Croatia* and the working version of the *Operational Programme for Human Resource Development 2007-2013*. The use of this approach created logical links in the

Strategy and enabled the County of Karlovac to undertake the necessary activities to implement and develop innovative employment and human potential development policy. This approach will also be used for the preparation of the County of Karlovac for the efficient use of EU pre-accession funds and EU structural funds once Croatia becomes an EU member state.

The systematic implementation of activities foreseen within the *Strategy* should deal with five main priorities defined in the *Strategy* and should result in the achievement of the main goal of human potential development, defined as follows: By 2012, the County of Karlovac will have the highest employment rate in Croatia, implementing lifelong learning, respecting equal opportunities for all, using state-of-the-art technologies, and following the principles of sustainable development.

3.2.1.3. INSTITUTIONAL LEVEL – UNIVERSITY OF RIJEKA

The University of Rijeka issued the *Strategy 2007–2013*. It is stated in the *Strategy* that the University of Rijeka will organize lifelong learning programmes and establish the institutional structure for their implementation. Lifelong learning programmes will be open to people of all ages, especially senior citizens (*University for senior citizens*), so as to enable the continuous education and personal development of every individual. An accredited procedure (a credit-based system) will be carried out for the lifelong learning programmes. The same standards of quality that are implemented in university studies will be applicable to the lifelong learning programmes, so the learners will be able to use the acquired credits for building and further developing their academic and professional profiles. Furthermore, the University of Rijeka plans to establish an institutional structure for the accreditation of past formal and informal education. Programmes for lifelong learning will be an integral part of the regular activities of university officials and staff members.

An *Action programme* has been issued, through which it is planned to start a centre for lifelong learning in September 2008. A task force has been constituted to launch the *Foundation Document of the Centre for Lifelong Learning of the University of Rijeka*. In the meantime, a plan for starting the programme for lifelong education will be put in motion.

In the part of the *Strategy* connected to lifelong learning of non-teaching staff it is stated that the University of Rijeka will, within this structure of lifelong learning university programmes, establish a system and financial instruments for organized, formal and non-formal training of administrative and technical staff employed at the University and intentionally encourage training the staff at other institutions at home and abroad. The University is assigning itself the *Task 5: To establish the system and financial instruments for lifelong learning of teaching and non-teaching staff* in cycles of 5 years and is planning on including at least 50% of its non-teaching staff in that system within the first 2 years.

In the part of the *Strategy* concerned with equipping citizens for life in the EU, the following is stated: The University of Rijeka will develop educational programmes and establish educational centres for the education of Croatian citizens for life in the EU. Infrastructure, experience and people will be created through those activities, which the University of Rijeka plans to use as an educational offer for all countries and their citizens, especially West Balkan countries that have not yet started the preliminary and negotiating process.

3.2.2. IMPLEMENTATION OF ALE PROGRAMMES

3.2.2.1. MINISTRY OF SCIENCE, EDUCATION AND SPORTS

Among the programmes implemented by the MoSES, the awarding of scholarships can serve as an example of good practice. With the goal of capacity building in the scientific and educational institutions in Croatia, the MoSES, on the basis of a number of bilateral agreements and implementation programmes, grants scholarships for postgraduate, doctoral, research and language education and training abroad. In the academic year 2007/2008, 195 candidates used the bilateral scholarships for in-service training in educational and research institutions abroad. In the same academic year, the MoSES also awarded 113 scholarships of EUR 5,000 for postgraduate and doctoral education.

3.2.2.2. MINISTRY OF THE FAMILY, VETERANS' AFFAIRS AND INTERGENERATIONAL SOLIDARITY

The Ministry of the Family, Veterans' Affairs and Intergenerational Solidarity finances several innovative programmes of non-formal education of disabled adults, such as the projects *We are Deaf but Able – Education for Employment and Self-Employment of Deaf Women* and the *Personal Growth and Development through Developing Social Skills*, conducted by the Entrepreneurial Centre ROSA, for which the Ministry has provided HRK 265,462. Aside from the above-mentioned, there are the projects focused on the IT education of disabled persons, the acquisition of skills needed to facilitate the performance of everyday activities and improve health protection, the adoption of various social, sports and creative skills, that the MFVAIS supports, such as:

- Association of the Deaf and Hard of Hearing of the Međimurje County, Čakovec, *Teaching Sign Language to Citizens and Members*
- Union of Associations for Multiple Sclerosis of Croatia, symposium *Youth With Multiple Sclerosis in Croatia – Protection, Promotion of Rights and Dignity*
- Croatian Association of Paraplegics and Tetraplegics, *Working Weekend of Paraplegic and Tetraplegic Persons With Experts*
- Croatian Association for Schooling Guide Dogs and Mobility, educational seminar for (young) owners of guide dogs for the blind, *How Crisis Situations Affect the Mobility of the Youth*
- Association of Blind Esperantists of Croatia, *Young Blind Persons Learn Esperanto Again*

In the period from 2006 to 2008, the MFVAIS has implemented the project of introducing the notion of personal assistant for persons with the most serious type and degree of disability in Croatia. The project is implemented in cooperation with 49 NGOs. Thus far, a total of 176 beneficiaries have been included and 176 personal assistants have undergone non-formal education for service to persons with the most serious type and degree of disability through the project of the Union of the NGOs of Disabled Persons of Croatia, *Education for Implementing (and Monitoring) the Pilot Project of Personal Assistant in the System of Independent Living*, in 2006 and 2007.

3.2.2.3. CROATIAN CHAMBER OF ECONOMY

Education for Entrepreneurship (E4E)

Cognisant of the current situation and development trends within the Croatian economy, the Croatian Chamber of Economy has launched the E4E project - *Education for Entrepreneurship*. The project, which was launched in May 2006, is aimed at creating a lifelong learning concept that corresponds to the needs of today's global market, with an emphasis on the educational goals of the EU. The beneficiary of the project is the CCE, with the MELE, the MoSES, the CCTC, the CEA and the CES serving as project partners.

The project is mainly focused on promoting the concept of lifelong learning, developing qualifications and providing education for entrepreneurship. Its expected results can be summarized as:

- continuous raising of the level of awareness of the concept, necessity and the possibilities of lifelong learning
- defining the necessary competences and qualifications framework of formal and non-formal education; determining the need for new qualifications and competences (occupations) while modernizing the existing ones
- the establishment and development of a unique and complete system of lifelong learning for entrepreneurship and its implementation into the education system of the Republic of Croatia.

The created E4E brand, one that implies the realistic capacity of the CCE to participate in all key points where decisions which concern changes and development in education are made, including also the articulation of Chamber members' demands through the system of the Chamber's educational and training establishments, will become an essential factor for the development of a knowledge-based Croatian economy.

3.2.3. INTERSECTORAL COOPERATION

3.2.3.1. COOPERATION IN IMPLEMENTING AND PROMOTING LIFELONG LEARNING

In December 2006, the Ministry of Science, Education and Sports and the Croatian Chamber of Economy signed the *Agreement on Cooperation in Implementing Lifelong Learning*. The agreement established cooperation in promoting lifelong learning, creating lifelong learning systems, defining the necessary competences and qualification frameworks, developing a unique system of entrepreneurial education, creating concepts and curricula through an inter-curricular integrated approach to entrepreneurial learning, promoting training companies as educational models for the inclusion of youth in entrepreneurship, improving teachers and professors, educating economic subjects, and harmonising the activities for the implementation of practical training for pupils and students in economic subjects.

Together with the Agency for Adult Education and the online-portal MojPosao, the MoSES was also a signatory of the *Agreement on Cooperation in Promoting Lifelong Learning* in 2007. Through the *Agreement*, the signatories want to encourage all the stakeholders in the process of formal and non-formal education, and all other interested parties, to participate in the process of lifelong learning as an important factor for the development of the Croatian labour market and knowledge-based economy.

3.2.3.2. SECTOR COUNCILS

The Agency for Vocational Education and Training tries to adapt the vocational education and training system to the needs of the employers (economy, public/state sector), individuals, higher education system and the society as a whole. It tries to do this by linking together all the education system stakeholders into special bodies, 13 Sector Councils, founded by the Agency in July 2006 and approved by the MoSES.

Sector Councils are tripartite bodies composed of the representatives of social partners, economy/employers' representatives, faculties and schools. The Sector Councils are run by the AVET. Some of the activities of the Sector Councils are: proposing educational sectors, proposing occupations within each educational sector, proposing qualifications within each profession or among professions, defining the competences important for each qualification,

proposing a network of programmes, pointing out regional development particularities to be addressed by the educational system etc.

3.2.3.3. CROATIAN CHAMBER OF ECONOMY

Under the Croatian Chamber of Economy, the Human Resource Development Centre is highly active in the establishment of professional associations and organisations that require no membership fee and are concerned with the exchange of information and professional knowledge, representation of common interests, education and lifelong learning. Within the Human Resource Development Centre, three Affiliations have been formed:

- Intellectual Capital Promotion Affiliation (est. 2001), which launched the AIENIC project (*Action to Increase the Efficiency of National Intellectual Capital*) was launched in 2005 with the aim of raising the capability of the economy to create value and thus improve competitiveness
- Foreign Language Affiliation (est. 2002), which works on the adoption of common standards across all levels of language acquisition and examination
- Human Resource Development Affiliation (est. 2004), formed with the mission of making top domestic executives aware of the need for separate human resource development departments which would, among other things, secure for their companies precisely those employee profiles that are needed, and also deal with their further development

The Affiliations include 450 members, business entities and individuals, interested in the promotion of knowledge and human resources as the key factors in the development of a modern economy.

The CCE also organizes EDUCA PLUS, an international conference and exhibition on lifelong learning and human resources development. EDUCA PLUS is an event for Croatian professionals. It presents new achievements and the possibilities of applying new technologies in education and in monitoring human resource development within an organisation. Based on practical experience, but also paying due attention to scientific approach, the conference gives a summarised review of current human resource developments. The first EDUCA PLUS was launched in 2003, and it takes place every autumn.

The goal of this event is to be a reference point in the region where professionals and educators come together, news and innovations are presented and insight is provided into the possibilities of applying new technologies both in education and in the monitoring of human resource development in companies.

In October 2007, EDUCA PLUS was held under the title *Linking the Economy with the Education System*. The goal of the Conference, which was organized under the sponsorship of the MoSES and the AAE, thus presenting an example of linking between the two systems, was to encourage communication and to stress the importance of cooperation between the education and economic system, as well as to emphasize the importance of lifelong learning.

3.2.3.4. COOPERATION ON THE LOCAL AND REGIONAL LEVEL

Cooperation exists between a number of towns and counties. For the purpose of this report a few examples shall be provided.

The town of Novalja signed the *Agreement on Cooperation* with the Faculty of Law of the University of Split. It applies to mutual cooperation covering:

- in-service training for the employees of the administration offices of the Town of Novalja (organising courses, seminars, workshops for public administration, English for lawyers (or German or French))
- offering legal assistance for the establishment and operation of public offices of the Town of Novalja, and
- using expert and library materials for the needs of the employees of local self-government

The Town of Novalja cooperates with the Faculty within the Lifelong Learning Centre of the Faculty of Law, using the premises of the Town of Novalja. As a result of the cooperation, expert symposia and summer schools (seminars) will be held for interested citizens and employees of local self-government of the County of Lika-Senj. The Town of Novalja will provide assistance to users of the mentioned services that the Faculty of Law will organise for interested citizens and local self-government institutions, and for a wider audience if needed.

Initiatives which include several stakeholders on the regional or local level also exist. One example of such initiative is the *Contract on Educating Unemployed Persons for the Profession of Assistant Ice-cream Vendor* (9 persons), concluded in January 2008, between the Croatian Chamber of Trades and Crafts of the County of Šibenik-Knin and the Croatian Employment Service, Zagreb Central Office, on the one side, and the Šibenik Open University on the other.

4. ADULT LITERACY

4.1. DEFINITION OF LITERACY

A change in defining literacy in Croatia was made when, in November 2004, the Government of the Republic of Croatia adopted the *Strategy for Adult Education*, which, together with the accompanying *Action Plan*, serves as the key document and the basis for further action in the field of adult education. The *Strategy* states that a new understanding of 'literacy for the 21st century' must be considered, including the ability to read with understanding, communication skills, knowledge of foreign languages, ICT skills and the use of technology, which enable quality understanding of natural and social activities, problem solving as well as teamwork skills and motivation, accepting others and those who are different and competence for lifelong learning. This definition is much broader in scope than the one implied a year earlier, in 2003, in the context of the project *For a Literate Croatia: The Way to a Desirable Future* (presented in section 4.2), which insists on following the principles stated in the *United Nations Resolution on the UN Literacy Decade*, stating that 'no person shall be denied the possibility to gain primary education, meaning functional literacy'.

When dealing with literacy in practice, however, the basic understanding of literacy as the ability to read, write and calculate, combined with the understanding of a literate person as one who has completed primary education, prevails. Thus, for the purpose of the project *For a Literate Croatia*, the number of individuals in Croatia who are regarded as illiterate, and therefore potential project beneficiaries, is defined as the number of people over 15 years of age who have not finished primary education. Moreover, in the project document, it is clearly stated that its purpose is to 'enable individuals over 15 years of age to finish primary education and therefore increase the level of literacy'. Furthermore, the definition of literacy used in the last population census in 2001 described a literate person as 'a person with or without finished school, who is able to read and write an essay regarding everyday life, or who is able to read and write a letter, regardless of the language or in which language or alphabet he or she can read or write'⁷. Although this definition suits the definition of functional literacy, it is still very much distanced from the concept of 'literacy for the 21st century' as it is understood in the *Strategy for Adult Education*.

Due to Article 65 of the *Constitution of the Republic of Croatia* (Official Gazette 124/00, 28/01), elementary education is free and obligatory for all citizens, and education at secondary schools, as well as higher education shall be available to everyone under the same conditions, and based on individuals' abilities. Articles 81 to 83 of the *Primary Education Act* (Official Gazette 69/03, 76/05) regulate the basis of primary adult education, stating that an adult person who has not completed primary education can do so either through attending classes (based on a special curriculum, adopted by the MoSES) or through passing exams, as regulated by an additional *By-law on Finishing Primary Education for Adults Through Examination* (Official Gazette 70/91). The by-law, adopted by the MoSES in 1991, enables adults (defined as individuals of 15 years of age or older) who have not completed their primary education to do so by taking exams in individual subjects before a specially formed three-member examination commission.

⁷ See www.dzs.hr/Hrv/censuses/Census2001/census_met.htm

4.2. ADOPTED POLICIES AND DOCUMENTS

According to the 2001 census, a total of 685,711 (19.5%) of Croatian residents over the age of 15 have not completed primary education; 105 332 of them (little under 3% of the entire population) have not completed any grade of primary school, 166,371 (4.7%) have completed only 1 to 3 grades, and 444,008 (11.8%) have completed between 4 and 7 primary school grades. In reaction to these dramatic figures, in August 2002, the Government of the Republic of Croatia included 'primary education and vocational training for the initial occupation' in its *Operational Plan for the Implementation of the Government Programme by the end of 2003*.

As a result, but also as a response to the *UN Literacy Decade*, an initiative of the United Nations General Assembly, a project for adult literacy, entitled *For a Literate Croatia: The Way to a Desirable Future; Literacy Decade in Croatia 2003-2012*, was started by the Government in July 2003 on the national level. The purpose of the project is twofold: to increase the overall level of literacy and to reduce unemployment by enabling individuals over the age of 15 to finish primary education and complete a training programme for simple occupations.

This is the key project regarding adult literacy in Croatia. All Croatian citizens who have not finished primary education can be considered potential users/beneficiaries of the project. However, in the first several years of project implementation, the target group is the age group 15-50, a total of 90,600 persons (13.2% of the population), as well as 791 persons aged 10-14. That makes the total size of the target group 91,391, i.e. 13.3% of the population without finished primary education.

The key stakeholder is the Ministry of Science, Education and Sports, the creator of the project. The project is funded entirely by the state budget, and the completion of primary education as well as vocational training is free of charge for the participants. The overall funding secured in the state budget reached the amount of HRK 1,200,000 in 2003, HRK 10,000,000 in 2004, HRK 5,300,000 in 2005, HRK 6,000,000 in 2006 and HRK 6,550,000 in 2007. In the implementation stage, many other stakeholders are involved: municipalities, local authorities, companies, the Croatian Employment Service, adult education providers (primary and secondary schools, open universities), employer associations, non-governmental and non-profit organisations, and the media. Local authorities and institutions accredited for the primary education of adults have been given the role of project facilitators.

Project implementation began in 2003. Up to the year 2007, 39 educational institutions, out of which 13 primary schools, 21 open universities, 1 secondary school and 4 other institutions have participated in its realization. All implementing institutions must secure authorization for project implementation from the MoSES.

The project provides formal education at the primary level, and an additional optional vocational course for a simple occupation of choice (from a list provided). The MoSES has, for the purpose of the project, created a curriculum for the primary education of adults. The programme (curriculum) consists of six terms, each lasting 18 weeks. The first (I.) and second (II.) term match the level of the first four grades of primary education. These terms are designed for adults who have not completed the first four years of primary school. The subjects and number of classes are as follows:

Table 6: For a Literate Croatia project curriculum – terms I and II

	Subject	Number of classes (hours) by term	
		I	II
1.	Croatian Language	120	108
2.	Mathematics	60	72
Total:		180	180

Terms three (III) to six (VI) match the level of the remaining four years of primary education, and are therefore designed for adults who have completed only the first four years of regular primary education.

The curriculum is as follows:

Table 7: For a Literate Croatia project curriculum – terms III to VI

	Subjects	Number of lectures (hours) by term			
		III	IV	V	VI
1.	Croatian Language	90	90	72	72
2.	Art				12
3.	Music				12
4.	Foreign Language	36	36	36	36
5.	Mathematics	72	72	72	72
6.	Biology			18	18
7.	Chemistry			18	18
8.	Physics			18	18
9.	History	18	18	18	18
10.	Geography	18	18	18	18
11.	Civic Education				18
12.	Technical Culture and IT		24	24	24
13.	Physical Education				18
	Total:	234	258	294	354
	Optional Courses				
14.	Training programme				150

The curriculum is adjustable to the needs and previous knowledge of adult learners. As can be seen, classes for the training programmes for simple occupations are included in the table for the terms V and VI; one of the programmes offered can be chosen and completed parallel to primary school education. Total programme duration is three years. Additional, parallel training programme covers a total of 150 hours.

The learning provided through the project *For a Literate Croatia: The Way to a Desirable Future* is part of the system of formal education provision and as such, it is recognised in the Croatian certification system. Adult learners who complete the programme receive a certificate proving the completion of eight grades of primary education, which allows them to progress to secondary education without obstacles.

The project was promoted using a TV and radio commercial, as well as a leaflet aimed at the wider public. The leaflet contained information on who adults should turn to if they wanted to participate in the project. A brochure was prepared for potential partner institutions. The responsibility for motivating potential adult learners to participate in the project is, however, left primarily to the local state administration offices and their education units, in cooperation with programme providers, companies and the CES.

In the period between 2003 and 2007, more than 3,500 adults, making up about 3.83% of the total project target group, took part in the project, completing primary education as well as a training programme for simple occupations.

However, the project *For a Literate Croatia: The Way to a Desirable Future* is not considered to be an innovative programme, and is in fact (as will be shown under 4.4.) to be reformed in order to better suit the needs of adult learners.

4.3. GENDER AND OTHER MINORITY ISSUES

4.3.1. GENDER EQUALITY

The project *For a Literate Croatia: The Way to a Desirable Future* asserts the principle of 'involving the entire community' and giving everyone the equal right and possibility to learn. As such, the project does not identify specific target groups, except for those defined by age.

However, numerous attempts to target and fight discrimination of specific groups, such as women, exist. In Croatia, women constitute 51.9% of the total population. However, according to the 2001 population census, women also constitute the majority of the illiterate population, with a total of 57,084 women in Croatia considered illiterate. The policy of gender equality and non-discrimination of women, as one of the basic principles of the democratic order and social system in the Republic of Croatia, is accepted on the highest state level through decisions of both the Government and the Parliament. In 1997 the Government of the Republic of Croatia adopted the first *National Policy for the Promotion of Equality*, covering the period from 1997 to 2000. In 2001, the Croatian Parliament unanimously adopted the *National Policy for the Promotion of Gender Equality*, accompanied by an *Implementation Programme*, for the period from 2001 to 2005. In 2003, the *Gender Equality Act* was adopted in the Parliament. The *Act* strictly prohibits both direct and indirect discrimination on the basis of gender, understanding gender equality as the equal presence of both men and women in all spheres of public and private life, their equal status, equal possibilities for the realisation of their rights, as well as equal benefits from the results achieved. Article 13 in particular prohibits gender-based discrimination in the labour market, related to issues of training, acquiring additional qualifications as well as occupational retraining. Article 14 emphasizes the issue of gender equality as an integrated part of the education and lifelong learning systems, introducing special measures regarding the treatment of education and implementation of education programmes (Official Gazette 116/03).

In 2006, the new *National Policy for the Promotion of Gender Equality 2006-2010* was adopted as the key strategic document in Croatia regarding gender equality issues, with the goal of eliminating the discrimination of women and establishing real gender equality through the implementation of the equal possibilities policy in the period between 2006 and 2010. The objectives of the *Policy* include creating equal opportunities on the labour market and introducing gender sensitive education.

Section 3 of the *Policy, Gender Sensitive Education*, focuses on three issues: 3.1 Introducing gender sensitive education into the entire educational system, with focus on removing gender stereotypes from textbooks and curricula and systematic education on gender equality for those involved in the education process on all levels; 3.2 Achieving gender balance in the choice of field of education in both secondary school and higher education institutions, and 3.3 Enabling the acquisition of knowledge on gender equality on an academic level as well as encouraging scientific research in order to determine the state, monitor the implementation and value the outcomes of the gender equality policy in all spheres of public and private life.

In accordance with the strategic framework adopted, the AAE has, in the period between 2006 and 2007, taken on a number of activities regarding the above-mentioned measure 3.1, in order to ensure that gender equality is provided in the field of adult education. In November 2007 a representative of the Agency was appointed member of a working group

formed by the Education and Teacher Training Agency with the aim of creating a training programme on gender equality. The Agency representative is participating in the creation of a training programme for the managers of expert councils at the regional level in the field of education and training, for the year 2008.

A number of other documents, plans and programmes adopted in Croatia state the principle of gender equality and equal opportunities in access to education: *National Programmes for EU Membership (2003-2008)*, *Strategic Development Framework 2006-2013*, *Education Sector Development Plan*, *National Programme for the Protection and Promotion of Human Rights 2008-2011*, *Progress Report on the Achievement of the Nationalized Millennium Development Goals in the Republic of Croatia (2004-2005; Goal 3 being Gender equality and empowerment of women)*, and others. The *Strategy and Action Plan for Adult Education* and the *Adult Education Act* (which states that adult education shall be based on the principles of proximity and accessibility of education to all on equal conditions, in accordance with different individuals' abilities, as well as diversity and inclusion), as the two key documents in adult education, also touch upon the issue of gender equality and non-discrimination.

4.3.2. ROMA MINORITY

According to the 2001 population census, there are 9,493 members of the Roma minority in Croatia, which represents 0.21% of the entire population. However, the estimates are much higher, reaching to between 30,000 and 40,000 citizens of Roma nationality. The living conditions of a larger part of the Roma population are considered difficult, due to their low participation in the education system, inadequate housing conditions and the particularly bad conditions of the areas where a large number of Roma citizens reside. Also, many are unemployed, and without a permanent source of income – a survey done in 2002 showed that in 89% of Roma households that participated in the survey, none of the members had any permanent source of income.

Article 15 of the *Constitution of the Republic of Croatia* guarantees equal treatment for all national minorities. In 2003, the Government of the Republic of Croatia adopted the *National Programme for Roma*, with the purpose of setting out policies in order to provide systematic assistance to the Roma in improving their living conditions and becoming involved in the social life and the decision-making processes in the local as well as broader communities, while not losing their own identity, culture and tradition. The *Programme* focuses on 11 different problem areas, from inclusion of Roma citizens into social and political life to health, employment and preservation of the Roma tradition and culture, proposing a number of concrete measures for improving the position of Roma people in the Croatian society.

Chapter VIII of the *Programme* focuses on the education of Roma, with seven defined goals and a number of measures designed to increase the participation of all age groups of the Roma population in the national education system. A special measure is aimed at increasing the number of literate Roma adults: *Motivating and reintegrating into schools the Roma children who dropped out of primary school and inclusion of Roma who are older than 15 years of age and have not completed primary school or are illiterate, in the Government programme entitled For a Literate Croatia: The Way to Desirable Future, aimed at acquisition of literacy and vocational skills of adults*. Initially, for the year 2004, HRK 600,000 was awarded for its funding from the state budget.

Parallel with implementing its *National Programme*, the Croatian Government took the next step in March 2005, by joining seven (now eight) other governments, those of Bulgaria, the Czech Republic, Hungary, Macedonia, Romania, Slovakia, Serbia and Montenegro, to participate in the *Decade of Roma Inclusion 2005 – 2015* initiative, initiated by the World Bank and the Open Society Institute. The Republic of Croatia, like other member states of the *Decade*, has prepared its own *Action Plan*, committing to implement it over the next ten

years. The *Action Plan* is complementary to the 2003 *National Programme for Roma*. It undertakes to tackle the problems that the Roma population faces in four areas: *education, health care, employment and housing*. The measures proposed by the *Action Plan* were created to help eliminate the marginalisation and discrimination of the Roma minority, to eradicate poverty and to improve their living standards as a result of faster economic development. Each year, the ministries and other relevant government bodies responsible for the execution of particular tasks will decide on the measures to be implemented over the following year and will submit their proposals to the Commission for Monitoring the Implementation of the National Programme for Roma. Equally, all implementing agencies are obliged to plan the necessary funds for the implementation of the measures that will be provided from the state budget. It is estimated that a total of HRK 60,845,700 will be needed over the next ten years, a part of which has been and will be secured from the state budget (HRK 2,852,000 was secured in the year 2005), and a part is expected to be gathered from donations, mostly from the Roma Decade Steering Committee's (which is the project body on the international level) fund established for education.

Under the key area of education, adult education of Roma holds an important place. The target group of the project are Roma illiterates (without primary education), and the objective is defined as the inclusion of adult Roma (male and female) in primary education and simple occupation training for the first employment. There are three measures:

1. Systematic efforts to inform adult Roma on the importance of literacy
2. Effective and economical literacy campaigns and training
3. Systematic efforts to motivate women and young people for adult education and encouraging parents in the community to support these efforts

The MoSES has the role of the implementing body, and shall serve as the monitoring body in cooperation with Roma councils and NGOs. A special Commission for Monitoring the Implementation of the Action Plan for the Decade of Roma Inclusion 2005 – 2015 has also been formed.

While there is still no data on the exact number of illiterate Roma in Croatia, which makes it impossible to determine the percentage of population targeted by the *National Programme/Action plan* measures, the 2005 – 2006 *Report on the Implementation of the Action Plan for the Decade of Roma Inclusion 2005 – 2015* shows that, in the years 2005 and 2006, a total of 67 Roma adults finished their primary education, 4 of them also finishing training for a simple occupation. By 2007, this number rose to about 100 adults. However, the numbers are incomplete, since they are based on the information of ethnicity of the participants stated on the certificates, and such information is provided on a voluntary basis. Therefore, it is estimated that the number of Roma learners finishing primary school is larger than the one stated in the report. A total of HRK 224,900 has been spent on primary education of Roma adults and children who dropped out of primary schools. However, the funding came from the funds provided for the *For a Literate Croatia* project, for which a total of HRK 6,000,000 was secured in 2006.

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