

# 2004 APEC SYMPOSIUM ON BEST PRACTICES FOR FOSTERING A LIFELONG LEARNING SOCIETY Far Eastern Plaza Hotel Taipei

**APEC Human Resource Development Working Group** 

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## 2004 APEC SYMPOSIUM ON BEST PRACTICES FOR FOSTERING A LIFELONG LEARNING SOCIETY Far Eastern Plaza Hotel Taipei

## Agenda

## Wednesday, July 28, 2004

8:30-8:55	Registration			
8:55-9:00	Introduction: Mr. Paul S. P. Hsu, Managing Director of the Board, the Asia Foundation in Taiwan/Chairman & CEO, PHYCOS International Co., Ltd., Chinese Taipei			
9:00-9:10	Opening Remarks: Dr. Mu-lin Lu, Deputy Minister, Ministry of Education, Chinese Taipei			
9:10-9:30	<b>Keynote Speech:</b> Dr. Chira Hongladarom, Lead Shepherd, APEC HRD Working Group (HRDWG), APEC Secretariat			
9:30-10:30	<ul> <li>Session I: Lifelong Learning—Current Trends &amp; Practices <u>Moderator:</u> Dr. Chira Hongladarom, Lead Shepherd, APEC HRD Working Group (HRDWG), APEC Secretariat     </li> <li>Panelists:         <ul> <li><i>"Lifelong Learning Society: The Asian Perspective"</i> Dr. Heng Neng Law, Associate Professor of Operations Management, International Management Centre Association, Malaysia</li> </ul> </li> </ul>			
	<ul> <li>"The Philippines Nonformal Education Accreditation &amp; Equivalency System: A Lifelong Learning Practice in Southeast Asia"</li> <li>Dr. Erlinda C. Pefianco, Director, SEAMEO Regional Center for Educational Innovation and Technology, University of Philippines, the Philippines</li> <li>"Adult Learning in the Integrated Community Development Project"</li> <li>Dr. Ming-Yueh Hwang, Director &amp; Professor, Department of Adult &amp; Continuing Education, National Taiwan Normal University, Chinese Taipei</li> </ul>			
10 20 11 00				

- 10:30-11:00 Q & A
- 11:00-11:15 Tea Break

# 11:15-12:15 Session II: Innovative Approaches to Lifelong Learning: Building Partnerships Between Government, Private Sector, and Individuals Madauter

Moderator:

Dr. Jennifer Stine, Executive Director, Professional Education Programs, School of Engineering, Massachusetts Institute of Technology, U.S.A.

## Panelists:

- "Facilitating Lifelong Learning through Integrated Community Development—The Taiwan Experience" Dr. Ted Shir-Tau Tsai, Director & Professor, Graduate Institute of International Workforce Education & Development, National Taiwan Normal University, Chinese Taipei
- "Structural Reform and Lifelong Learning in Japan"
   Ms. Yukiko Sawano, Principal Researcher, Research Department of Lifelong Learning Policy, National Institute for Educational Policy Research, Japan
- "A Study on Cooperation/Coordination Network Building among Government, Industry, Workers, and Academia for Blended Lifelong Learning within APEC Region—A Hybrid Virgin Case in S. Korea"

Dr. Jeong Taik Lee, Senior Fellow, Korea Research Institute for Vocational Education and Training, R.O.K.

12:15-12:30 Q & A

## 12:30-14:00 **Luncheon Speech:**

Dr. Viphandh Roengpithya, President, Asian University of Science and Technology; former Chairman, APEC Business Advisory Council (2003), Thailand

# 14:00-15:00 Session III: Opportunities & Challenges for the Socially Disadvantaged

## Moderator:

Dr. Jeong Taik Lee, Senior Fellow, Korea Research Institute for Vocational Education and Training, R.O.K.

## Panelists:

- "Lifelong Learning—Australian Experiences"
   Ms. Anne Baly, Branch Manager, Skills Analysis & Research Strategy Branch, Strategic Analysis & Evaluation Group, Department of Education, Science and Training, Australia
- "Carry out Lifelong Learning through e-Sky Science Volunteer Program"

Ms. Chia-Chen Kuo, Convener, Foresight Program, National Center for High Performance Computing, National Applied Research Laboratories, Chinese Taipei

*"Removing Barriers, Not Creating Them"* Mr. John Cross, Research Manager, Adult Learning Australia,

Australia

- 15:00-15:30 Q & A
- 15:30-15:45 Tea Break

 15:45-16:45
 Session IV: Fostering a Lifelong Learning Society—Bridging the Gap Between Ideal and Reality <u>Moderator:</u> Dr. Viphandh Roengpithya, President, Asian University of Science and Technology; former Chairman, APEC Business Advisory Council (2003), Thailand

Panelists:

- "Classroom and Workplace: Institutionalized Linkage for Lifelong Learning"
   Dr. Jan W. Walls, Director, David Lam Center for International Communication, Simon Fraser University, Canada
   "Breakthrough Performance Through People"
- Mr. John Wang, Acting President, Aspire Academy/Vice President, Acer Foundation, Chinese Taipei
- *"Transcending Bureaucracy: Serving the Market <u>and</u> the Lifelong Learner"
   Dr. Gail Whitaker, Assoc. Vice President, Academic Program Devel. & Dean, College of Extended Learning, San Francisco State University, U.S.A.*
- 16:45-17:00 Q & A

## Thursday, July 29, 2004

9:00-9:20	<b>Keynote Speech:</b> <i>"Role of the University in Lifelong Learning: Examples from MIT"</i> Dr. Jennifer Stine, Executive Director, Professional Education Programs, School of Engineering, Massachusetts Institute of Technology, U.S.A.
9:20-10:20	Session V: Case Studies <u>Moderator:</u> Dr. Gail Whitaker, Assoc. Vice President, Academic Program Devel. & Dean, College of Extended Learning, San Francisco State University, U.S.A.

Panelists:

 "The Open Learning System in the Tertiary Sector: Possibilities and Limits of the Credit Bank System"
 Dr. Eun Soon Baik, Director, Office of Educational Credit Bank System, Korean Educational Development Institute, R.O.K.

- "Case Study of CEIBS—The Role of Business Education in the Booming up of China's Economy" Mr. Jun Ge, Director, External Relations, China Europe International Business School, P.R.C.
   "Lifelong Learning, Lifelong Learning"
- "Lifelong Learning, Lifelong Learning"
   Dr. Chi Schive, President, Taiwan Academy of Banking and Finance, Chinese Taipei
- 10:20-10:40 Q & A
- 10:40-11:00 Tea Break

11:00-12:00
 Concluding Session: Best Practices Guidelines for Fostering a Lifelong Learning Society
 Mr. Paul S. P. Hsu, Managing Director of the Board, the Asia Foundation in Taiwan/Chairman & CEO, PHYCOS International Co., Ltd., Chinese Taipei

12:00-13:30 Lunch



















#### Leading the Knowledge Economy

- A connected university offers new opportunities for building university/government/industry collaborations and partnerships that lead innovation and make unique contributions to a knowledge economy. Lifelong learning is one of the most important strategic areas that must be addressed
- A connected university also part of a complex knowledge system, presenting new challenges that could distract from the core mission or negatively impact teaching and research
- The right connections will shape the role of the university, and many lives, into the next century
- Taking the lead means developing sustainable programs. offerings and partnerships that meet new demands <u>and</u> support university core mission of teaching and research

MIT

PEP

# Lifelong Learning Society --- The Asian Perspective

# Dr HN Law

In the Western world, there is an emergence of a new thought due the pressure of impending changes in the  $21^{st}$  century. What are the changes anticipated for the new century? These are:

- This is the Information Age
- There is internationalization and globalization
- Knowledge of science and technology increases dramatically
- There is a need to strengthen the care for human needs

Due to these changes, the traditional system of education and training is no longer adequate to cater for the ever expanding needs of the people, hence the window of horizon is open for lifelong learning, for the creation of a lifelong learning society.

The international development in this direction is narrated as below. **Europe** 

Europe is foremost in addressing to this new onslaught. In 1994, the First Global Conference in Lifelong Learning was held in Rome. It came out with a

Community Action for Lifelong Learning depicted as follows:

- Creation of learning organizations
- Development of skills profiles
- Initiations of individual lifetime learning plans
- Provision of learning opportunities in lifelong learning
- Creation of a learning passport
- Improvements in accessibility to learning
- Increased use of educational technology
- Accreditation of courses wherever they take place
- Initiations of portability in qualification
- Prioritization of essential new research

In 1996, Europe published "Learning the Treasure Within" which contained 4 pillars of learning:

- 1 Learning to know
- 2 Learning to do
- 3 Learning to live together
- 4 Learning to be

Europe announced that 1998 was the year of lifelong learning for Europe.

#### <u>Britain</u>

In 1996, the UK set up a National Advisory Group for Continuing Education and Lifelong Learning and issued its first report, entitled "Learning for the 21<sup>st</sup> Century", with 8 core principles for lifelong learning are below:

1 A coherent vision which is articulated as the

government's strategy

2 An equitable approach which makes learning a normal,

accessible, productive and enjoyable(if demanding) feature of everyday life

- 3 Putting learners and learning at the centre of policy and good practice
- 4 An emphasis on variety and diversity, in terms of the what, where, when, etc of learning
- 5 All branches of government, not just the department of education and employment, should be engaged in the development of a learning culture for the nation
- 6 High quality and flexible provision
- 7 Effective partnerships including what we termed as "local, strategic partnerships"
- 8 Shared responsibility between government, other public authorities and bodies, employers, providers and individuals

In 1998, UK issued a Green Paper, "The Learning Age", with the vision as thus: "The development of a culture of learning will help a united society, assist in the creation of personal independence, and encourage our creativity and innovation. Learning offers excitement and opportunity for discovery. It stimulates enquiring minds and nourishes our souls. It takes us in directions we never expected, sometimes changing our lives. Learning helps older people to stay healthy and active, strengthen families and the wider community and encourages independence."

Also in 1998, UK issued a Dearing Committee Report entitled "Higher Education in the Learning Society" which reads:

"The purpose of education is life-enhancing, it contributes to the whole quality of life. This recognition of the purpose of higher education in the development of our people, our society, and our economy is central to our vision. In the next century, the economically successful nations will be those which become learning societies, where all are committed, through effective education and training, to lifelong."

#### <u>USA</u>

In 1994, President Reagan established the Committee of Education fore Excellence.

President Clinton identified the concept of lifelong learning as a direction the USA to pursue.

#### **Chinese Taipei**

The Educational Reform Council clearly identified the modern society as a learning society, and the concept of learning society has been defined as:

- Respect of individual freedom
- Provision of lifelong learning opportunities
- Development of a whole man
- Make learning a life style

The goals of learning society were enumerated as:

1 Encouraging the pursuit of knowledge

- 2 Transforming the school structure
- 3 Encouraging the involvement of the private sector
- 4 Integrating on-campus and off-campus educational systems
- 5 Cultivating the international vision and global knowledge
- 6 Motivating the potential of a learning organization
- 7 Securing the individual learning rights
- 8 Acknowledging the learning achievement

One apparent aspect of the Asian concept of learning is that learning is a part of life, an extension of life, a meaning of life. It is not a panacea for overcoming the pressure of globalization and competition. When we talk about life learning, we mean to say it is the daily chores, the vocation and the career. Life learning starts with vocational training.

Life learning is exemplified by 3 sages in Asia.

Prophet Mohammad of Islam said, "Learn from cradle to grave. And travel to China if you have to for the sake of knowledge."

In pursuit of the truth, Buddha renounced his princely status to search for true learning.

Confucius talked about the Great Learning which espoused the process to an illustrious virtue. If we scrutinize his process of learning espoused 2500 years ago and the 4 pillars of learning by UNESCO in 1996, we may be struck with awe that there are remarkable resemblance between the two.

Confucius process		<u>UNESCO pillars</u>
-	Analyze for knowledge	Learning to know
-	Honesty	Learning to be
-	Focused heart	Learning to be
-	Meditate the body	Learning to be
-	Regulate the family	Learning to do
-	Rule the nation	Learning to do
-	Pacify the universe	Learning to live together

The Western world asks, how to measure lifelong learning. They go on to find many kinds of indices of measurement, for example, % of community learning centres, % schools restructured, % people understanding the concept of lifelong learning, etc. But, to the Asians, lifelong learning is an ongoing process, it has no limits, it is boundaryless. Therefore, it has no indicators for expressing its progress, it lives in the heart of people.

The Western deems lifelong learning as a panacea for fighting globalization and competition. The UK Green Paper hinted at the creation of a "united nation", "with increased independence". Nevertheless there is no pointers to a vision. But, the Asians see lifelong learning leading to a high vision of a ideal society. Confucius talked about a "Da Tong" society, in which equality, honesty and peace permeates, in which all people love each other, there is no theft and burglary, doors can be left open without any fears. Lifelong learning leading to a vision is embedded in the Asians' hearts and mind.

The crux of the matter with lifelong learning is the awareness and willingness of individuals and the community to go in this direction, which promises much adornment for the future. Hence all efforts should be channeled to this end. The Asians call this spirituality of the mind. In The Fifth Dimension, the author Peter Senge also emphasized this aspect of learning. He calls it the Mental Model -- the human has strong desires for creativity, creating the future. The Asians are much more adept at this. Confucius talked about Meditate the Body. This is about learning to make an understanding, to instill a spirit of ownership, to inculcate a persistence for success, and to harness a loving to contribute to the wellbeing of the mass.

One point I want to caution regarding the present lifelong learning pursuance is that a lot of people are talking about learning. They learn Japanese, they learn skin care, they learn this and that, but seldom do they ask "Why do I learn?", "What is the purpose of my learning?" "What do I learn?". Yes, what is the deeper meaning of learning? Does it benefit my vision, the society? Without a reason, learning is meaningless. Learning is not just for the sake of learning. Learning has a an antecedent. At the end of the day, we need to ask if learning adds value to our life, our society and our vision.

The Asian perspective of lifelong learning can be described by 3 aspects:

- 1. Learning the self
- 2. Learning the family
- 3. Learning the universe

#### Learning the self

The starting point of all human pursuit starts with the self. Hence the person should really know oneself, know one's weaknesses and strength, know one's key thrust forward. In other words, one has to be honest in self appraisal.

He has to be focused in his direction, so that all effort is concentrated in order to achieve the perceived goals.

He has to be trained in skills for his designated area of interest.

In short, a man has to become a learning self. He keeps on learning, in order to keep up with the pace of time and changes. He aspires to become a virtuous person, a person with high moral standards and noble aims for achievement.

#### Learning the family

The family is the composite unit of the nation. Its members must be emotionally attached – they love each other, care for each other, and support each other. All the endeavours of the family should be through the united efforts of all the family members.

In short, the family must be a learning family, learning to thrive emotionally, learning to sustain a united front.

Paper presented at APEC Symposium on Best Practices for Fostering A Lifelong Learning Society, Chinese Taipei, July 2004

#### Learning the universe

Extending beyond the self is what we term the universe. This means learning to live together with others, learning to understand the effect of the greater universe.

That means, one should be open-minded, diverse in culture, and contributive to the universal wellbeing of manhood.

In short, one must be a learning organization.

In summary, the Asian perspective of lifelong learning is that learning should be deemed as a journey to become the whole man, a vision to achieve a virtuous society, a part and parcel of life. With this understanding, one will engross himself in the betterment of the self, the family and the universe.

Having said this, I do not intend to convey the message the Asians are already in this path. I mean the Asians need to go back to their roots, and not to parrot the Western instrumental view of learning. We have to admit that there is a wide spread worshipping of elite universities, graduate qualifications, superfluous cram schools, exam maniacs, all of which are much against the very value of lifelong learning. These are the symptoms of degradations in the Western view of learning. The Asians need to go back to their basics – and make learning an extension of life and a pursuit of truth.

My last point is to say that lifelong learning is a long-term human endeavour, a worthwhile human pursuit. There are theories and ideals. But the important thing is the real achievements. How do we all bridge the gap between the ideal and the reality? Friends, that is the question! Paper presented at APEC Symposium on Best Practices for Fostering A Lifelong Learning Society, Chinese Taipei, July 2004

## The Philippines Non-Formal Education Accreditation & Equivalency System: A Lifelong Learning Practice in Southeast Asia

## Dr. Erlinda C. Pefianco Southeast Asian Ministers of Education Organization Regional Center for Educational Innovation & Technology (SEAMEO INNOTECH)

#### **INTRODUCTION**

In a developing society that traditionally puts a premium on education and learning, and views education as a means for improving the family's economic and social status, the emerging view of education and learning places unique demands in developing interventions that seek to recognize learning through a variety of life experiences. Among many other considerations, the intervention must work in consonance with and within the framework of national policies relating to education and human resource development.

The benefits of education are enjoyed not only by the persons who receive it but also by the rest of the community. A fully educated citizenry can be expected to generate higher economic value. Aside from gainful employment, the major social advantages from public investment in education include increased consciousness of social responsibilities, better decision-making on issues that affect one's life and widened opportunities for self-betterment.

However, education is generally challenged by limitations intrinsic to the system as well as the resource constraints in society. Communities and sectors that stand to benefit most from basic education are those that are least endowed and most prone to leave school due to economic and social constraints. Benefits from public investment in primary education, for instance, are not optimally realized when pupils leave school and revert to illiteracy. Periodic absenteeism, especially in the rural areas when seasonal farm and fishing work require even schoolchildren to work, often lead to dropping-out. The self-imposed restrictions of the formal system do not encourage those who have dropped out into being reintegrated into the education system.

#### FRAMEWORK OF THE PRESENTATION

The paper highlights the learnings and experiences gathered from the Philippines Non-Formal Education, Accreditation and Equivalency Project, implemented by the Department of Education Bureau of Non-formal Education through an assistance package from the Asian Development Bank. In examining the development and implementation of each component of the ADB-assisted Philippines Non-formal Education project, new learnings and exemplar practices surface that have far-reaching implications in developing interventions for lifelong learning. In 2000 UNESCO awarded the Philippines NFE & A&E system the prestigious UNESCO NOMA Literacy Prize for pioneering the innovations for broadening education/learning opportunities for the poor and the marginalized.

### THE PHILIPPINE CONTEXT

A Philippine Congressional Commission on Education in 1992 promulgated a trifocal policy in education entrusting to three education agencies the task of providing its citizens quality education. Basic education remained the chief responsibility of the Department of Education (DepEd) with a Secretary of Education (equivalent to a Minister of Education) at the helm. Two new government agencies were established, namely the Commission on Higher Education (CHED) and the Technical Education and Skills Development Authority (TESDA) which now takes charge of tertiary education and technical and vocational education and training, respectively.

The Philippine Department of Education is the biggest single bureaucracy in government with about 500,000 teaching and non-teaching staff comprising almost a third of the economy 1.5 million civil servants. The education agency has the biggest share of the national budget at P100 Billion in CY 2004, second only to what is appropriated to pay for the economy huge debts. Of its P100 Billion budget, almost 90% is allocated for salaries & wages, about 5% each for capital outlays and for the maintenance and operating expenses of more than 45,000 public schools in 79 provinces and 116 cities in the economy as well as the agency's district, division, regional and central offices.

The economy goal is to provide almost universal access to quality basic education through formal and non-formal channels. The education system seeks to develop in the young, including disadvantaged groups, children with special needs and those in extremely difficult circumstances, the knowledge, skills and attitudes necessary for active and successfully participation in the economic, political, socio-cultural, spiritual and moral life in a just and moral society.

The Department of Education places participation rates at 90.29% and 58.33% for the elementary and secondary levels, respectively as of school year 2002-2003. Completion rate for those who enter the school system at grade one and complete the elementary level is 66.82%. For those who entered high school 59.80% completed the secondary course. The average school leaver rate at the elementary level is 7.35% and at the secondary level 13.09%.

It is estimated that those who drop out of school or who are not able to enroll for various reasons is about 4 million yearly. The Department of Education reports that today there are about 5 million out-of-school youth and another 10 million illiterate adults. These are the clients of the NFE A & E system.

#### THE PHILIPPINE EDUCATION SYSTEM

Basic education is a very short education cycle of only ten (10) years – 6 years of primary schooling and 4 years of high school. Pre-elementary education (Kindergarten) is not a formal part of the education ladder. But early childhood care and education is available to young children (0 - 5 years) through programs offered by local government units and supervised by the

Department of Social Welfare and Development. Kindergarten classes are also offered in schools on a fee-paying basis.

The national government provides free education for the elementary level (Grades 1 - 6) and the secondary level (Years 1 - 4) of schooling. The Philippine Constitution mandates that elementary schooling shall be mandatory. At the post-secondary level students have the option to take 2-years vocational skills and training programs supervised by TESDA or 4-years baccalaureate programs supervised by CHED. An academic year consists of 220 school days which begin usually in the first Monday of June and ends in March or April.

Private-public partnership in education in the Philippines is very vibrant and worthwhile emulating in the region. The percentage of public to private schools offering elementary level and the secondary level programs is 96% and 66%, respectively. The proportion changes significantly at the tertiary level where only 15% of colleges/universities are state/chartered institutions. (Figure 1)

#### THE PHILIPPINES NFE A&E SYSTEM

The Philippines Non-formal Education Accreditation & Equivalency (NFE A&E) System was developed in order to fulfill the goals of the Philippine Plan of Action for *Education for All* adopted in 1992 following Jomtien in 1990. The plan called for the establishment of an alternative learning system to broaden access to basic education and to provide an alternative pathway along a learning continuum for basic literacy to self-learning.

The Bureau of Non-formal Education of the Department of Education was tasked with the mission "... to provide the out-of-school youth and adults with learning opportunities by which they may gain knowledge, skills, attitudes and values that will enable them to think critically and creatively, act innovatively and humanely and achieve their learning goals in order to become contributing members of Filipino society." For this purpose two programs were undertaken, namely:

- (1) *Functional Education and Literacy Program (FELP)* designed to help those who have yet to acquire literacy and numeracy skills; and
- (2) *Non-formal Education Accreditation & Equivalency System (NFE A&E)* which caters to the semi or neo-literates (elementary level) by reinforcing basic reading, writing and numeracy skills to a self-sustaining level. It also services those who are already functionally literate (secondary level) through self-learning necessary for continuing education.

#### AN ALTERNATIVE LEARNING SYSTEM

The NFE A&E system provides an alternative means of learning and certification for outof-school youth and adults who are unable to avail themselves of educational opportunities in the formal school system. This includes those who have dropped out of formal elementary and secondary programs. It is an alternative to the formal system in that the delivery of reading, writing, numeracy and functional literacy are consistent with the basic education program.

The system was designed to work around barriers intrinsic to formal education such as the barriers of (1) time, (2) resources, (3) accessibility and (4) rigidity of curriculum.

The learning sessions in the NFE A&E system depends on the personal circumstances of the individual learner. Entry and exit points are flexible. Thus it is possible for an individual to work or fulfill family responsibilities with the least change in household and work routine. The pace of learning can be timed in consideration for peak work demands (such as harvest and planting seasons) and the individual's family responsibilities.

Although the public school system offers free basic education there are the so-called "hidden costs" such as for transportation, school clothing, hot meals and school supplies, which can be a huge burden to poor families. The NFE A&E system is designed to minimize such expenses. Learning modules are provided in the learning centers for free. These modules may be brought home and studied thus reducing costs of transportation. The exercises and projects required in the system encourage the use of materials that are readily available in the household or in the locality.

Formal daily classes are conducted in schools some of which are difficult to reach especially in far-flung villages. Attending classes may be a major hurdle especially when pupils pass through significant distances. The NFE A&E system is designed for self-learning. The constant presence of an instructional manager is not required. The learning materials are interactive. Although learners are still required to have periodic sessions with the instructional managers in the learning centers these sessions can be scheduled at the learner's own pace with most of the work done at home.

A single, uniform set of learning content, structure, assessment schemes as well as a narrow range of learning materials, textbooks and resources are prescribed in the formal school system. In the NFE A&E system the content of individual learning plans are developed following the needs, interests and goals of the learner. The curriculum framework encourages flexibility in the number of titles of learning modules with a variety of learning and assessment strategies available to the learner.

## **INSTITUTIONAL FRAMEWORK**

The development and operationalization of the NFE A&E system is a task shared by various government agencies, local government units, non-government organizations and various private sector partners. The Department of Education through its Bureau of Non-formal Education is the lead implementing unit. Sustainability of the non-formal education program is linked to its integration into the community and life processes. Participation of local leaders, social mobilization and support activities are undertaken through the local government units. Service providers engaged by the Department of Education to implement the Learning Support Delivery System organize learning groups and conduct learning sessions. These service providers are non-government organizations, local government units, institutions of higher

learning and other agencies. SEAMEO INNOTECH as a regional center of ministers of education in Southeast Asia provided technical support in the formulation of the curriculum framework and the development of the learning modules and other learning materials.

The NFE A&E system has four (4) project components, namely: (1) development of a curriculum framework; (2) development of learning materials; (3) establishment of a learning support delivery system; and (4) putting in place an assessment and certification system.

## THE LITERACY COORDINATING COUNCIL

The Literacy Coordinating Council (LCC) was enacted into law in 1991 to be an interagency committee administratively attached to the Department of Education. The eight council members represent the Department of Education, the Department of Interior and Local Government, the Philippine Information Agency, the Philippine Normal University, the National Economic and Development Authority, the Senate Committee on Education, the House of Representatives Committee on Education and the non-government sector. Its functions include:

- (1) To help as the overall advisory and coordinating body providing policy and program directions for all endeavors in the economy;
- (2) To recommend strategies on the development of mass movements for the total eradication of literacy in the economy by the Year 2000;
- (3) To formulate measures on the establishment and maintenance of a national data bank and information exchange and dissemination system to support illiteracy efforts at the national and local levels;
- (4) To assist identify successful schemes of literacy programs and adopt measures to boost research and development work in literacy by government and non-government organizations involved in literacy work;
- (5) To recommend ways and means of raising funds in order to support the literacy programs, projects and activities;
- (6) To recommend measures on how to organize and strengthen support structures for literacy at the regional and local levels; and
- (7) To perform such other functions as may be necessary.

## NFE A&E CURRICULUM FRAMEWORK

The curriculum framework was developed on the basis of a revised definition of functional literacy and indicators adopted by the Literacy Coordinating Council (LCC) in 1998. The curriculum framework has since been the foundation document guiding development of the components of the NFE A&E system. A set of major indicators accompanies the definition of functional literacy.

The NFE A&E curriculum framework is organized around the major indicators described in the new definition of functional literacy. These categories of indicators form the interrelated learning strands. The strands describe the terminal objectives and in a few cases, the subterminal and enabling objectives. These objectives constitute the competencies, incorporating the essential knowledge, attitude, skills and values covered in the particular learning strand. The curriculum framework is comparable to the formal education learning continuum. The NFE A&E assessment and certification process requires the learner to demonstrate competencies comparable to that of an elementary or high school graduate (depending on the level of certification desired). It differs from the formal curriculum by emphasizing functionality, while the formal curriculum takes on an academic focus, i.e., preparation for further academic work. Field research provides evidence that most of the adult learners do not have certification as a goal, but are more interested in acquiring basic skills to function more effectively as parent, worker and a member of the community.

#### <u>NFE A&E LEARNING MATERIALS</u>

The materials used for the program are designed to be interactive, suitable for selflearning and adopt the Four A's (activity, analysis, abstraction and application) of adult learning as the framework for their development. Being principally print-based, though a few have accompanying audio and video tapes, these materials can be produced at a relatively low cost, require less facilities in the learning centers and can be brought home for self-paced learning.

A general learner's guide is given to each learner upon enlisting into the system. It walks the learner through the structure and format adopted, the meanings of the symbols and icons used and how the learner can optimally use the learning experience afforded by the materials.

#### **LEARNING SUPPORT DELIVERY SYSTEM**

The main learning support intervention was provided in the learning support delivery system. This can be summarized into (1) entry-level assessment, (2) learning interventions, and (3) assessment and evaluation.

Upon entry into the system a set of pre-learning activities is conducted, consisting of orientation, assessment and placement as well as counseling. The instructional manager and the learner determine their learning goals, define their position in the learning continuum and choose the interventions that will help achieve their goals.

The core of the non-formal education process is the array of learning interventions that cater to the varying needs of a wide range of learners. The use of self-instructional modules is but one approach; others may include myriad combinations of *on on one* tutorials, study circles, audio-based instruction, peer learning and other interventions. The variety of approaches is limited only by the creativity of the instructional managers and the motivation of the learners.

The NFE A&E program covers three levels of learning assessment: recognition of prior learning, formative assessment of learning progress and summative assessment and certification.

#### NFE A&E ASSESSMENT AND CERTIFICATION

A learner who has achieved the equivalent competencies of students who have completed elementary and secondary levels are issued certificates, signed by the Secretary of Education declaring them to have gained competencies for elementary or secondary level. The certification requires include multiple-choice paper and pencil examination and essay writing.

Perhaps the most significant development is the institutionalization of a learning intervention that focuses on setting the learner on the road to a lifelong learning process. From basic literacy through completion of the basic education certification process the system incorporates a gradual shift from reliance on learning intermediaries to sustained self-learning. Thus, the development of the *learning to learn* competencies is a cornerstone in the NFE A&E system.

#### **CONCLUDING REMARKS**

The Philippines NFE A&E system is considered a milestone in Philippine education. It provides a viable alternative to individuals who, due to poverty, filial responsibilities, inadequate access and several other causes, encounter difficulty in re-entering the formal school system. In a society that puts a premium on the school diploma as a means for improving one's state in life, the system gives learners who wish to improve themselves a "second chance."

The NFE A&E experience also underlines the importance of coordination among various stakeholders and players. In Year 2001 a small city in the island of Mindanao, Tagum City, was awarded "Most Outstanding Local Government Unit" for its literacy project described as "Slaying the Illiteracy Dragon in Tagum City." Tagum City is a story of a young growing city in the south who strives to eradicate illiteracy and elevate the literacy levels of its people in a desire to accelerate its level of development. The city local government executives succeeding in integrating literacy development in all programs, projects and major activities. Here is a story of how the management style of the chief executive, the mayor, impacts on literacy work and consequently on local development.

Finally, more than giving a "second chance" the NFE A&E system of the Philippines today opens more and new pathways to lifelong learning.







development project?



Learning

# Categories of Cultural Industries and Learning Within

1.Practical (making soap from recycled oil)2.Appraisal (fine art, nature environment)

- 3.Knowledge
- 4.Experiential
- 5.Process (history)
- 6.Philosophy



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#### Societal Background of The Movement of Integrated Community Development

- In early 90s, the economy in Chinese Taipei was strong.
- Problems were also observed alongside the prosperity:
   Environmental pollution
  - Imbalanced area development
  - Lost of local cultural identity
  - Insufficient participation in public and local affairs

## Integrated Community Development (ICD) 社區總體營造

- A concept introduced to the people of this island in 1994
- A process of involving people to participate in planning, building and developing the community for the well-being of the members of the community.

## Major Tasks of ICD

- Empowering the community
- Facilitating lifelong learning in the community
- Creating a civil society for the community
- Building a better environment

## Activities for Facilitating Lifelong Learning

- Building the momentum of learning
- Creating study groups
- Releasing the resources of local libraries and museums
- **1** Opening school doors to the public
- Delivering learning materials through local newspaper, radio and cable systems
- Exploiting the information technology

# The Role of the Government

- Initiating the idea of Integrated Community Development
- Building the necessary infrastructure
- Funding the projects
- Providing public resources
- Encouraging government officers to work with community
- Recognizing outstanding communities

# The Role of Private Sector Providing funding Providing expertise to help the community

- Working with volunteers

## The Role of Local Associations

- Corganizing community residents
- Raising funds
- Providing training
- Pushing for the learning community
- Leading the projects
- Maintaining the momentum
- Documenting the process and events

## Impacts of ICD on Lifelong Learning

- Bridging partnerships between government, private sector and individuals
- Breeding the seeds of learning
- Seeing more women participate in learning
- Creating opportunities for learning in rural communities
- Integrating learning resources

## **"STRUCTURAL REFORM" AND LIFELONG LEARNING IN JAPAN**

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## Introduction

In March 2003, the Central Council for Education, an advisory committee to the Minister of Education, Science, Sports, Culture and Technology submitted a report to the Minister, based on one and half years discussion, on the revision of Fundamental Law on Education. The report recommends how the Fundamental Law on Education should be revised to meet the needs of the new century and proposing the implementation of Education Promotion Basic Plan to conduct education reform in accordance to the revision of the Fundamental Law. The Fundamental Law on Education was enacted in 1947 after the World War II under the control by the USA government, and has never been revised until now.

One of the reasons necessitating the revision is the progress towards "realization of lifelong learning society" in the past three decades. The report of the Central Council for Education emphasized the importance of "the realization of lifelong learning society, where every citizen will be able to freely choose learning opportunities and learn anytime, anywhere, and where the attainment of such learning will be evaluated properly," in order to meet the great changes of the society (Central Council for Education, 2003). Therefore the Council recommended to include the concept of lifelong learning into the list of fundamental ideas on education. The idea of lifelong learning will be clearly stated in the preamble, together with such principles as "cultivation of the spirit of "public" to actively participate in the formation of society, morale and independence" and "cultivation of respect for Japanese tradition and culture, love for homeland and country, consciousness as a member of international society" (Central Council for Education, 2003). Inclusion of such concept of lifelong learning in the Fundamental Law on Education will mark a new stage for Japanese government's endeavour for the creation of 'learning society' since the early 1980's, to meet the newly emerging needs of "knowledge based society" in the era of globalization.

This paper tries to examine the recent transformation of lifelong learning policy in the context of decentralization and deregulation.

## 1. Transformation of Lifelong Learning Policy in Japan

The concept of "lifelong learning" has come to be regarded as an extremely important idea within Japanese educational reform of recent years. Since around 1981 when the Central Council for Education<sup>1</sup> submitted a report entitled "Concerning Lifelong Education", Japan began to transform the educational structure based on the concept of lifelong education. In 1984, the National Council for Educational Reform (Rinkyoshin) was established as a provisional advisory committee to the Prime Minister Yasuhiro NAKASONE. One of the basic principles of educational reform ultimately raised by this council was the shift to a system of lifelong learning, putting focus on individual learners rather than providers of lifelong education. A succession of policy measures were put forward in order to carry out this shift to such a system, with proposals such as the establishment of a basic infrastructure for lifelong learning, improved programmes for school education and universities to function as places for lifelong learning, further development of non-formal education, and promotion of sports and culture. In July 1988, the Ministry of Education, Science, Sports and Culture (Monbusho) restructured its internal organization and the Lifelong Learning Bureau was inaugurated as part of these changes. With this Bureau leading the way, reforms were actively carried out.

At the initial stage of introducing the concept of lifelong learning as a policy goal for educational reform in the 1980s, the following challenges became evident in the Japanese society:

First was the changes occurring in the society and economy, such as rapid progress of advances in science and technology, the spread of new information media, the progress of internationalisation, changes in the industrial structure, etc. These changes were accelerated by the bubble economy started from the middle of 1980s till the year 1990. Such speed of changes required people to constantly improve their knowledge and skills.

Second was the maturing of society represented by such phenomena as the aging of population, improvement of the level of income and the increase in leisure time. It was considered to be important to support individual's learning needs aiming to secure a worthwhile life, as well as a rich and well-balanced mind throughout the life.

<sup>&</sup>lt;sup>1</sup> The Central Council for Education is a permanent advisory body to the Minister of Education, Science, Sports, Culture and Technology. It consists of no more than 30 members selected from among academic, industry and education fields and nominated by the Minister for the period of two years. It carries out research and deliberations on important matters related to the promotion of education, lifelong learning, sports and other matters in response to the requests from the Minister of Education, Culture, Sports, Science and Technology and provide its opinions to her. The current one is created in MEXT in January 2001 that integrated the functions of seven former councils.

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Third was the increasing evidence of adverse effects of over-dependence on formal education among children. It was pointed out that the system of employment, promotion and evaluation of individuals on basis of the level and type of their formal education is the cause of excessive competition in the entrance examination to prestigious universities, which is affecting children attending elementary and secondary schools, or even children of preschool age. Problems among children including bullying, non-attendance at school and violence in school have increased. In order to solve these problems, it was considered necessary to develop a proper method of evaluation of authentic skills and knowledge of individuals which will not draw on their educational background but on their various learning experience in and out of school education system. However, with the progress of globalization of Japanese society in the 1990s, lifelong learning for employability became more and more important.

During the 1990s after the collapse of the cold war, the technological innovations representative of the IT revolution were a source of furious competition between multinational companies in markets all over the world. This was also a period of pushing ahead with the easing and removal of public restrictions that had been attained in the markets, and carrying out reforms and policies in line with market principles based on Neo Liberalism Economy. This globalization - the movement of free competition on a world scale - also extended its influence to the Japanese employment system, shaking to the very roots the distinctively Japanese system of lifetime employment, in which a person works at the same workplace his or her whole life. Many companies began to move offshore in order to strengthen their international competitiveness with cheaper labour, while domestically employees were cut back and divisions downsized.

Within the lifetime employment system, each company developed and conducted occupational skills development in the form of in-house training for employees. However, since companies became unable to guarantee lifetime employment, the provision of an organized training system for employees' occupational development has become a remarkably inefficient investment. Therefore when there are staff cuts within companies, occupational skills development is no longer something the company does, but an individual undertaking, and there has been a change of attitude such that those with no skills or abilities are deemed to have no choice but to be left behind in a competitive society. Thus, universities started to open their doors to such people's need to continue learning work-related knowledge and technology by providing more diversified access to university education and also by developing flexible education delivery systems. Increasing number of adult students are entering universities recently by special selection procedures provided by some of the universities.

The Neo Liberalism Economy typified by globalization demands people with strong individuality subsisting on qualities of being self-equipped and self-responsible. Raised in a society that never approved of asserting individuality and that reveres harmony, especially middle-aged and senior workers who have until now lived without fear of unemployment within the stable lifelong employment system, Japanese people had few opportunities to think about their own individuality. The global society demands strong individuality, but up to now opportunities of choosing an occupation has been lacking in the process of education in Japan. In these circumstances, along with the question of the best means of fostering companies with international competitiveness and training people who can contribute to this, individual career planning is called for, in a form which forces the particular qualities of Japanese culture to change.

The Japanese government is now bringing a dimension of specialized development and fresh, advanced skills into the creation and expansion of new employment through the Structural Reform conducted by the government led by Prime Minister Junichiro KOIZUMI, and recognizing the importance of going from a life in which a professional life was submerged in a company, to one where individuals shape their careers of their own accord. For this reason the dimension of lifelong career design and skills acquisition tied to employment opportunities, will be regarded as even more important than it has been up to now in the sphere of lifelong learning.

Globalization calls for strong individuals with self-responsibility, but to the contrary, in a wealthy society there are many young people whose independence is delayed, and who are inclined towards living for the moment because they are resigned to a future which is uncertain. It is obvious that with an aging society and a declining birth-rate, the overall workforce will be insufficient in Japan. A desirable course is the achievement of Structural Reforms in a form that will make the demands of the labour market consistent with the supply, and being able to work in a situation where each person can maximize and make the most of their abilities. For this reason it is likely that in future each person will be called on in their life to discover their suited vocation and direction at an early stage, and ascertain a plan to achieve that end. At the same time, it appears that the role of Japanese lifelong learning, which has been strong in cultural aspects up until now, can be expected to play a much larger part in each person's career development.

## 2. Decentralization and Privatization of Lifelong Learning

# 2.1 Comprehensive Promotion of Regional Decentralization and A Review of National Government Involvement in Lifelong Learning

In Japan there are 47 prefectural government and more than 3,099 local municipalities as of July 2004. They have long been subordinated to and dependent on the central government. The current move for decentralization strives for impartiality and transparency in the administration with greater citizen participation and calls for the creation of communities with characteristic qualities. At the same time, it is aimed at brushing aside the relevant state ministries and agencies' attitude of direct supervisory and protective guardianship towards local authorities, and calls for the construction of new relations on an equal and cooperative footing, between the national government and local municipalities. However, such a course of reforms is difficult to carry out in a single leap. Therefore, measures have been carried out gradually in a rather slow pace.

In May 1995 the Decentralization Promotion Law was approved as a limited duration 5-year law, with the object of comprehensive promotion of decentralization. In July of the same year the Committee for the Promotion of Decentralization was inaugurated on the basis of this law. The committee subsequently carried out a great many inquiries, and submitted a number of recommendations to the Prime Minister to further decentralization. Upon receiving these recommendations in May 1998, Cabinet approved the "Decentralization Promotion Plan" laying out the necessary legislative measures to realize the recommendations, and presented a report to the Diet. In order to amend the laws recommended in this plan, the Law Concerning Legal Amendments for Decentralization to amend 475 laws all at once, was passed by the Diet in May 1999, and took effect from April 1, 2000. With the approval of this law decentralization reached a stage where it could begin in earnest.

The government also clarified the division of roles between regional governments and the central government, and reported to the Diet of Cabinet's approval in March 1999 of the "Second Decentralization Promotion Plan," the aim of which was to attempt to trim the national administrative organization. In accordance with this, reorganization of all central ministries was conducted in January 2001. The Ministry of Education, Science, Sports and Culture (Monbusho) united with the Science and Technology Agency (Kagaku-gijutsu-cho) and was reorganized as the Ministry of Education, Culture, Sports, Science and Technology (MEXT). Internal ministry organization was also reformed as well, with the Lifelong Learning Bureau becoming the Lifelong Learning Policies Bureau and gaining jurisdiction over the whole of education reform, with investigative research functions for the purpose of

policy planning also being strengthened.

In July 2001 the Council for Decentralization Reform was established in the Cabinet Office as a successor to the Committee for the Promotion of Decentralization. The Council for Decentralization Reform had concentrated on examining the roles of regional and central governments, and had issued an interim report in June 2002 entitled "Interim Report on Administration and Program: Aiming for Autonomous and Independent Local Communities," which included proposals for securing and enhancing local tax revenue sources. This report points out that the existence of state involvement and regulations restricts the autonomy and independence of local authorities, preventing voluntary reform and the transformation to prefectural and municipal management, and creating an attitude of reliance on the central government. Hence it recommended that central government regulation of and involvement in educational and cultural fields, also ought to be more flexible. (Council for Decentralization Reform, 2002a).

The report proposes a review of the general principles of official curriculum guidelines in the field of school education, the flexibility in standards for organizing classes, and a review of the system by which the National Treasury covers the costs of compulsory education. It proposed that involvement of local government through subsidized programmes by the national government in particular, in the fields of lifelong learning and community education, which are not targeted at children and students, should be drastically reviewed. It also recommended the elimination of standardized programmes through positive efforts by local authorities appropriate for local conditions, and through commissioning the private sector as much as possible. Further, regarding the state role in the field of lifelong learning and community education, the report proposed that "it should be specialized in the roles of management, investigative research, and provision of information in national facilities, and all state involvement through the support of local authorities and private bodies should be reviewed and eliminated as it becomes apparent". (The Council for Decentralization Reform 2002a) Based on this report the Council submitted an opinion paper on concrete decentralization reform plan to Prime Minister Koizumi and following up the progress of reform since then. (The Council for Decentralization Reform 2002b, 2003).

Of the state-assisted projects in the field of lifelong learning, the system of assistance to establish lifelong learning promotion head offices in municipalities, has already been abolished. At the prefectural level also, due to reduced budgets, lifelong learning is changing from being administration-led, to become a collaboration with NPOs, citizens groups and the private sector, with local residents at the core. And because the budgets for maintaining facilities and so forth have already been cut, in order to respond to citizens' learning needs,

individual municipal governments are not relying just on maintaining their facilities as in the past, but an increasing number of local governments are cooperating over wider areas with neighbouring municipalities to meet their needs. In conjunction with this, networks are being formed amongst neighbouring municipalities to cooperate and share information on the registration and dispatch of lifelong learning instructors, and other learning information. This trend of networking is even more strengthening as the national government encourages merger of municipalities to increase effectiveness in administration and to optimise budget allocation by reducing the number.

## 2.2 Decentralization and Community Building through Lifelong Learning

Under decentralization, the ability of all local authorities to develop lifelong learning policies with their own distinctive features is the ideal, but in order to get this underway the central government is providing support during the current period of transition. One example of this is the promotion of community building through lifelong learning.

In the passage on "Community Building Promoting Lifelong Learning" from "Chapter 1, Section 2; Building Infrastructure for Lifelong Learning" in the National Council for Educational Reform's "Third Report on Education Reform" (1987), it states that "it is necessary to form an appropriate and genuine basis for lifelong learning in society, which is attractive because it makes the most of local qualities and furthers the creation of regional vitality." (Rinkyoshin, 1987) In order to promote such community building, the Monbusho implemented a model lifelong learning municipalities project in 1988, as a result of which an increased number of municipalities issued declarations of being "lifelong learning town" or "lifelong learning city". Recently, however, in some localities, the educational strengths of communities have become weaker and there had been a marked decline in community functions owing to urbanization and advancing depopulation. For this reason, the Regional Policy Planning and Coordination Section in the Lifelong Learning Policy Bureau of the MEXT, newly established in January 2001, is playing a central part in planning the transition to overall promotion of "community building through lifelong learning," which makes the best use of the achievements of residents' lifelong learning in community building.

The "Lifelong Learning Community Building Model Support Programme" targeted at municipal community building implementation committees and introduced in FY2002, is a measure for the development of a model of community building through lifelong learning. The programme supports community building that makes the most of local residents' learning achievements and abilities in a systematic cooperation between municipalities and institutions of higher education.

## 2.3 Expansion and Development of Non-government Initiatives

Lifelong learning policies have up to now concentrated on programme-type measures to provide learning opportunities, most of which have been provided by so-called public sector bodies such as municipal boards of education and community centres. In addition to this, however, in recent years, groups in the non-government sector such as private industry and NPO groups have also enthusiastically expanded their support of lifelong learning activities, and the weight of this support is growing year by year. These activities play an extremely important part in constructing a lifelong learning society, and in regard to lifelong learning planning policy it is also necessary to pay close attention to the trends of the non-government sector.

#### 2.3.1 The Non-Government Learning Industry

Culture centres are mainly run by businesses offering a variety of courses to the general public, from hobbies and cultural pursuits to vocational skills. As places that provide direct learning opportunities for people, they occupy a particularly important position within the non-government learning industry. According to a FY1995 survey on non-formal education, the number of classes and courses conducted at culture centres was approximately 86,000, a large increase over the FY1989 figure of 55,000. The number of course recipients also increased from 1,375,000 to 1,559,000. (Monbusho, 1995) It is desirable that culture centres should continue to contribute to the construction of a lifelong learning society through classes and courses with the flexibility and originality of the non-government sector. In addition to culture centres, educational initiatives by private enterprise in the fields of distance learning, the arts and sports, are becoming steadily established, and playing a large role in the expansion of lifelong learning for people.

Based on the culture centre trends of the past, the MEXT made analysis on trends of cultural centres and other private learning industry, and provides advice and information to the business association group called the Private Community Education Trade Associations Liaison Conference with a view to promoting mutual information exchanges between non-government community education entrepreneurs, and cooperation with local authorities when necessary.

Meanwhile, the activities of a number of businesses engaged in projects such as setting up computer classes on the web-site to raise people's media literacy, or having people learn about computer functions via exchanges on home page notice boards, have attracted attention for the new dimension they have brought to lifelong learning. Moreover, a number of

businesses are conducting trials to offer learning opportunities to an even broader range of people than has been possible up to now, such as setting up Internet functions in qualifications training courses for the general public. It is very interesting how advances in information technology have been a good opportunity to turn corporations' interests towards lifelong learning in this way.

The aforementioned businesses have followed the direction outlined in the "e-Japan Strategy" that was announced in January 2001 and the four-point priority policy program drawn up shortly after that, and as such there are expectations for future development. A lifelong learning policy is called for that establishes a solid foundation of support for such corporate undertakings. That foundation is composed of policy aiming at the so-called "hard aspects," such as improvement of information technology facilities in educational institutions and schools, as well as the "soft aspects," such as having everyone attain media literacy. (ALIC, 2001/2002)

## 2.3.2 Non-profit Organizations (NPOs)

The Hanshin Awaji Earthquake in January 1996 was a turning point for interest in volunteer activities to grow in Japan. With the enactment of the Special Nonprofit Activities Promotion Law in 1998, NPOs were founded and the number of members has been increasing since. As of August 2003, approximately 12,800 NPOs established on the basis of this law, have received national or prefectural approval, and the number is rapidly increasing. Needless to say, NPO activities cover a wide range of activities. The NPO Law defines 12 fields of activities in line with group objectives, of which about 60% of organizations give "furthering health and medical care or welfare services" as their goal (multiple answer), constituting the largest proportion overall. The next largest group after that is "promotion of non-formal education," constituting about 45%. (NPO Homepage).

With the increase of NPO groups in the field of community education in this way, the need has arisen to also take account of NPOs within lifelong learning policy, hence MEXT has initiated a new programme from FY2002; the "Revitalization of Community Learning Through Cooperation with Local NPOs." This programme supports the revitalization of community learning activities by promoting partnership between the administration and NPOs, so as to enable people to become interested in and take steps to solve problems within local community which affect them closely. The problems should be related to such contemporary issues as adapting to an information society, enhancing home education, and the formation of a society of gender equality.

From the outset, NPO activities were based on a spirit of volunteerism, and with the increased

interest in recent years of making the most of learning achievements, it is expected that they will flourish even more. A diverse range of support policies for such activities could be considered, including support measures, but on the other hand it is necessary to clarify NPOs' relationship with traditional community education groups and the limits of community education administrations' authority over and responsibility for NPOs.

## 2.4 Privatization of Public Institutions

The "independent administrative entity system" incorporating private sector management methods into specific public institutions, was introduced from January 2001 as part of administrative reform aimed at achieving smaller national government. The purpose of this was to resolve problems in the existing system and striving for more effective and higher quality services. National museums and youth education facilities were transformed into independent administrative entities through this system. National universities also became national university foundations from April 2004.

These changes are expected to lead to improved services for citizens and be very useful for the promotion of lifelong learning. However, whether the actual practice will be in line with the original goal or not, will require watching over what happens from now on.

As stated above, with the move toward privatization of public institutions in these past few years taking shape, learning support activities at the non-government level have started to become active for the first time. Such a movement contains elements that will change the nature of previous lifelong learning policies completely. If the goal of lifelong learning policies is "the support of free and voluntary learning," then this trend is to be welcomed. And if the importance of "the private sector" increases greatly, from now, it is conceivable that the concepts of "coordination" and "partnership" will come to take on an important meaning.

## 3. Deregulation and Lifelong Learning

In order to accelerate the on-going structural reform, another strategy called "Special Zones for Structural Reform" was introduced from 2002. As it is often difficult to implement radical reform because of existing laws and regulations, specified zones where regulatory exceptions are made were established, based on voluntary plans proposed by municipal bodies, private sector enterprises, etc. The goal is to stimulate the area's economy by creating new industry with the help of vitality of private sector. By publicizing successful case examples and know-how of reforms conducted in Special Zones, regulatory reform can be extended to the whole economy. Education is the most popular field for the Special Zones. Total number of approved Education Special Zones reached 75 areas by 2004, which

is about 20% of the whole approved cases.

Among such Education Special Zones include establishment of venture enterprise by university faculty and students as well as establishment of schools by joint-stock corporations. The following is an example of Career Education Promotion Special Zone in Chiyoda-ku, Tokyo.

<<u>Establishment of University and Professional Graduate School: Career Education Promotion</u> <u>Special Zone; Chiyoda-ku, Tokyo</u>>

\*Background: There is a business center in Chiyoda-ku and IT industry is concentrated. However, there is a lack of human resources who can be of immediate practical use at work places. Therefore, it is necessary to promote partnership between existing school education and the real society.

\*Points of Special Zone: Diversification of education and promotion of career education will be realized by establishing university and graduate school by joint-stock companies. Human resources with high specialisation will appear in great number, and will support community economy immediately. Employment and consumption will be thus expanded, and community economy and industry will be vitalized by enriching partnership between teaching staff and student, and local industry.

\*Special Exemption of Regulation: School establishment by private company was made possible. Also establishment of a graduate school which does not own land and building was approved. (Nihon Kaikaku Zensen Map)

Thus a graduate school for digital contents creator and a university for career development were established as of April 2004. However there was already a dispute between the university and municipality as the university intended to establish distance education course using internet without explaining about it to the municipality. As the municipal office made a claim in June 2004, the University Council under the Ministry of Education, Science, Sports, Culture and Technology did not approve the establishment of the distance education course of this university. This event is also an example of a possible difficulties in making partnership between public and private profit-making sector.
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#### (NOTE)

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A Study on Cooperation · Coordination Network Building among Government, Industry, Workers, and Academia for Blended Lifelong Learning within APEC Region. -A Hybrid Virgin Case in Korea-

For Presentation at APEC Symposium

28 July, 2004

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#### ABSTRACT

#### 1. Overview

This study aims to design and demonstrate a road map illu strating practical ways in which APEC facilitate cooperation and coordination among government, industry, academia, and R & D in build ing up networks for blended life long learning (hereafter, blended LLL) within its region.

Two approaches are suggested with regar ds to constructing a road map for blended LLL in gener al: institutional appr oach and b est practice development one. The first one is to show ways in which APEC in accordance with the guideline set by global human resources development (HRD) basic plan, takes appropriate procedures for official action plans to help facilitate cooperation and coordination in activating lifelong lear ning. The second one is to provide strategies and directions with APEC on the ways of develop ing road maps for r directing, implementing, and evaluating workplace-driven best practice cases of blended LLL.

Out of the two, this study took the second approach, so-called best practice development approach. Selection of it was undertaken under the justification that it takes too long for the institut ional approach to be implemented due to conflict-prone involvement of stake holder s whose positions used to come from their own short term-based inter ests-prone seeking behaviors. It was strongly suggested that exemplary best practice ces be revealed for them to creat e favorable atmosphere as well as environment, under the context of which blended LLL can be institutionalized on long term basis within APEC region.

The task of road- mapping need to be undertaken in the context under which both local specific circumstances and international mandatory standardization are considered as two fundamental pillars.

# 2. Implementation

Two methodologic al approaches are a dopted: review of existing relevant literature and maximum use of the researcher's previous research activities in related fields. Some aspects of policies and programs in Australia, Canada, and U.S.A are referred to. Junior Achievem ent, program for j unior generation in U.S.A is used as reference for devel opment of curriculum agenda for blended LLL.

Previous two seminars held in 2003 became the useful reference: IT Human Capacity Building Seminar on 13-14 July , 2003, Jakarta, Indonesia and IT Leader Training Curriculum Dev elopment Seminar on 17-18 July, 2003, Hanoi, Vietnam. The two seminars were focus ed on discussions regarding key iss ues involved in network building among stak e- holders as well as provision of blended LLL in the two economies.

# 3. Recommendation

Policy alternatives are suggested as follows:

Firstly, APEC is highly suggested to function as facilitator rather than rule-setter in coordinating and assisting blended LLL. The most important task as facilitator is to ensure that bl ended LLL be ent irely based on the workplace- and module-based principle.

Secondly, APEC less -developed member Economies are recommended to be active in undertaking blended LL L, for which administrative · finance incentives

are strongly suggested to be provided especially within APEC.

by developed member Economies,

Thirdly, blended LLL be designed and implemented in consideration of both global standards and member Economy's local specificity, at the same time.

#### **Table of Contents**

Abstract

I. Introduction -----1

II. Road Map ------3

III. Conclusion----- 8

References

# I. Introduction

# 1. Goals of the Study

This study aims to provide a road map for development of best practices in the field of government-coordinated cooperation among industry, academia and R&D for blended LLL within Asia Pacific Economic Cooperation (APEC) regions. It also tries to suggest policy alternat ives for the APEC-wide undertaking, by referring to a burgeoning case in S. Korea.

# 2. Methods

Two methodological approaches were adopted: review of existing r elevant literature and maximum use of the research er's previou s resear ch activities in related fields. Policies an d programs in Australia, Canada, and U.S.A, where appropriate, a re referred to. Junior Achievement, program for jun ior generation in U.S.A is applied for, as reference for development of curriculum agenda for blended LL L. Existing ISD (Instructional System Design) m odel (more specif ically ADDI E (Analysis · Design · Development · Evaluation) technique) is the theoretical ba sis for blended LLL.

Previous two seminars organized by the re searcher of t his study became a useful reference: I T Human Capacity Building Se minar on 13-14 July, 2003, Jakarta, Indonesia a nd IT Leader Training Curriculum Developme nt Seminar on 17-18 July, 2003, Hanoi, Vietnam. The two seminars were focused on discussions regarding ke y issues involved in network building among stak e- holders as well as provision of blended LLL in the two economies.

# 3. Concepts and Strategies

# A. Concepts

Blended LLL is an institutional barrier-free development which is characterized by such features as workplace-driv en, ubiquitous lifelong learning, and module-based e-training encompassing both indiv idual and organizational levels.

Blended LLL is also referred to as integrated sum of both competency-based education & training and personal as well as organizational level human capacity building.

The wor ds, information communication technology (ICT), ban-lifted', module-based e-Training ar e critical assets in conceptualiz ing blended LLL. The word, ICT is emphasized on the basis of the following six reasons: 1) it helps deepen citizen's understanding of pe nding policy issues; 2) it expand s community participation in debates over po litical issues; 3) it increases public officials' sense of accountability; 4) it helps activation of e fficient demands and solutions by individual and groups; 5) it makes electric vote feasible; 6) it helps forge community solidarity in gener al. (Yoon and Chang, 1995) The word, he proc ess of conception and execution of 'ban-lifted' is emphasized in t cipation and information flow by 'blended' in a sense that parti and among stake-holders (government, industry, ac ademia, and workers) are activated as long as legal and institutional barriers are lifted.

Brief explanation of m odule-based e-Learning is as follows: Module is a self-study -based class learning unit; unit is classified into five or six ones, based on individual's lear ning ability; syste matically designed module provides learners with detailed information and directions on self-study and thus learning does not need additional assistance by teachers to obtain information on what and how to do for study; module-based e-tr aining has some demerits such as

expensive development cost, difficult time-budgeting due to highly individualized learning system and requirement of many learning supplement materials. (Lee, 2002)

In general, four factors exist and hinder information flow. Firstly, bottlenecks constituting barriers among sectors are not easy to be broken down. Cases are phenomenal when, under the ci rcumstances that external economic conditions are in favor, economic actors attempt internal competition rather than challenge external threats and in doing s o, actors make efforts to maintain status quo through information monopoly because information is a competition leverage to sometimes actors are credulous about se lf-originality and them. Secondly. consequently they insist on saying that solutions or settlements suggested by the sector they belong to are right while other sectors' ones are wrong. Thirdly, relying upon heavily indices or coeffi cients calculated under the short-term perspective, actors are b lind to importance of soft ware-oriented information. Fourthly, some organizational cultures look down upon members' efforts to learn from failure cases, believing that nothing can be learned no matter how efficiently information on failure experience es is shared. (Yoon and Chang, 1995)

# **B. Strategies**

Four kinds of strategies need to be combined together to ensure successful implementation of blended LLL within APEC region.

# 1) Roadmap Strategy

This strategy refers to the ways in which fusion between prior knowledge and specified professional knowledge is made to insure highly successful implementation of blended LLL by obtaining and upgrading updated information on 'what and how to change' based on in tuition and totalitarian systematic analysis.

# 2) Networking Strategy

As a way of intensifying synergy effects thanks to networking, such attempts are made as outsourcing, strategic alli ance, core competence, dividend and diversification strategy. Two key principles are applied, in doing so: diversified specialties to be applied for and far-reaching exercises of application.

# 3) Globalization Strategy

This strategy refers to global development and global integration, with its focus on attempts at globalizing manpower in charge of blended LLL, especially in the fields of their development pers pectives as well as their decision-making system and practices.

# 4) Quality Control Strategy

The focus should not be on efficien cy, but on effectiveness. Efficiency, epitomized as ratio of output against input, concerns degree of utility only on the basis of input-output ratio, while effectivene ss measures the degree to which organizational commitment satisfies customer demands. The principle of effectiveness rather than that of efficiency is, thus, more relevant in this study since the question of to what ext ent demands or expectations by government, industry, academia and workers are met is critical.

# II. Road Map

# 1. Road Map Toward Construction of Blended LLL within APEC Region

Key concepts embedded i n development of best p ractices of government-coordinated cooper ation and network facilitation a mong indu stry, academia and R&D for estab lishing bl ended LLL are: collaboration and coordination. Practical dom ains encompass ing the work of collaboration and coordination are composed of three. They are framew ork for d evelopment of blended LLL, laws and regulations, and the evaluation system facilitating blended LLL.

# A. Directions

- 1) Road-mapping is to be undertaken into the direction of constructing Blended LLL in line with APEC member Economies' national competitiveness.
- a) Keys to upgrading national competitiveness in 21 century:
  - -Blended LLL contributing to enhancement of competitiveness at individual, national, and the society level within each APEC Economy.
  - -Blended LLL having each economy conc entrated on intensifying its national capacity to cultivate high -class human resources and expandin g needed infrastructure.
  - -Blended LLL facilita ting each econom y to upgrade its mechanism of selection and concentration especiall y in investment of national core competence technologies.
  - -Blended LLL functioning as stepping stone on which emphasis of industry-academia-R&D-based cooperation is placed.
  - -Blended LLL encouraging sust ainable development of national strategic industries.
  - -Blended LLL inducing APEC-wide exchanges of high competence manpower.

b) Followings are to be added in the road-mapping work:

- -Blended LLL curricula include the follo wing subjects at basic, intermediary and advanced levels, but with differentiated standards.
- Significance of lifelong career and learning (LCL)
- Ways in which to enable LCL to cont ribute to development of individual, family, community, and nation
- Methods by which individuals enhance their capacity for self development of interests as well as abilities
- How to upgrade capabilities to under stand job changes, search jobs, and select jobs at individual, family, community, and nation levels
- How to increase abilities to be tter understand meaning of living togetherness at famil y, work-place, and community levels with regards t o interpersonal relations, better underst anding of others, problem solving, leadership, and cultivate the spirit of international cooperation
- How to develop soc ially disadvantaged groups'-specified curricula (youth, female, unemployed, elderly, etc)

- Ways to develop curricula for job seekers
- How to develop curricula aiming at enhancement of public officials' polic y capabilities and sense of international cooperation
- Methods by which to develop curricula at industrial levels
- 2) Partnership for Best Practices be emphasized in Blended LLL
- a) Division of labor between the Center of Blended LLL and local offices in each of the 21 member Economies be secured
- -APEC-wide standard framework for best pr actices be designed by the Ce nter and used by each local office as a guiding principle on which construction of locally-specified Blended LLL program is based.
- -Partnership for best practices among stake- holders in the process of facilitating, stock- taking, and evaluating be secured.
- b) Coordination and cooperation among Ministries in charge in each Economy be efficiently secured.
  - c) Supply and demand of manpower r equired for blended LLL be forecasted by local office of Blended LLL.
  - d) Partnership among stake- holders for evaluation of perform ance by the Center and local offices be secured and undertaken without interruption.

# 2. Road Map Toward Implementation by Stages

# A. Road Mapping by Stages

1) (Figure II -1) shows details on road mapping for Blended LLL by

stages. Stage I is set for the year, 2004~2005 si nce the two years are when Korea as host Economy for APEC 2005 L eaders' Meeting is in preparation of 20~30 APEC meetings in 2005. Taking this opportunity, Korea can play the leading role of initiating installation of the Center for Blended LLL.

#### Road Mapping by Stages

#### Stage I : Installation, 2004~2005

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-Mapping out Strategies
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-Installing Blended LLL
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-Government-coordinated Partnership among Stake Holders for Undertaking Best Practices

#### Stage II : Implementing Best Practices, 2005~2010

-APEC recognizes Blended LLL as official program

-21 M ember Econo mies follow u p th e task of de veloping best practi ces a nd be nch marking.

-Continuing the APEC mission of following up, stock taking, evaluating.

#### Stage III: Upgrading, 2010~

-Upgrading in progress.

[FigureII -1] Road Mapping by Stages

# B. Road Map for Undertaking the Tasks by three Stages

#### 1) Stagel

Stage 1, where strategies for Blended LLL are mapped out, illustrates the concrete procedures by which Republic of Korea, host economy of 2005 LM can install Blended LLL officially during 2004 and 2005.

Initiation was undertaken at 26th Human Resources Development Working Group (HR DWG) Meeting, Jeju Island, 10~14 May 2004, when and wher e Ministry of Labor, ROK can set a st age to have Thematic Dialogue reac h a consensus toward APEC-wide task undertaking by carrying out four-hour session on Job Creation and LLL<sup>1</sup>.

Since inception of APEC in 1989, APEC has faced serious challenges, one of which is the task that APEC must close down its formerly recognized organizations being in name but not in reality. During the past 15 years, too many organizations including center s, institutes, and consortiums were proposed for and set up. The iss ues of overlapping and inefficiency inherent in those organizations within APEC have now become a hot agenda.

Under these circumstances, the issue of installing Center for Blended LLL might be a new burden to APEC, no matter how substantially innovative the idea might be. Question is how to make it certain that the idea of installing Blended LLL contributes to I ooseness or closen ess of digital-knowledge-capacity gap within APEC region. To answer the question, we should raise some issues and have them be tackled.

The most important tasks are to tackle the issues of how to ensure dynamic information sharing and stake-holders' participation in cooper ation network for development of best practices of Blended LLL:

-Framework for development of Government-led industry-academia-R&D cooperation-based network need to be des igned, and at the same time, strategies for implementation, stock-taking, evaluation, and upgrading of Blended LLL shall be set up.

-APEC-wide committees facilitating e xcellence of Blende d LLL are to b e organized.

-Blended LLL data base should be constructed.

-Systems for managing and monitoring Blended LLL need to be established.

-Strate gies for setting up functions of Blended LLL need to be fra med and constructed.

-Blended LLL should be st affed and tasked to be in char ge of directing and

<sup>1</sup> The four-hour session was organized and moderated by Lee, Jeong Taik according to the request by MOL, ROK and presenters come from Korea, Canada, Japan, Chinese Teipei, Singapore. Co-moderator was Prof. Nigel Haworth representing CBN (Capacity Building Network, HRDWG).

monitoring the work of best practices wit hin APEC region, keeping in mind that accumulation of the best practices lead to APEC standardization.

-The task of collecting, processing, and distributing information on Blended LLL should be fulfilled.

-Consulting services need to be strat egically designed and performed. For excellent performance of these tasks, sta tistics on supply and demand of manpower required for Blended LLL are to be upgraded.

	Current Problems	Improvement Alternatives
Enactment of Law·Regulations	Different laws or regulations inhibiting workers' module-based self-study-oriented Blended LLL, exist in different APEC economies. Laws and regulations are economy-specific, and thus neither one is perfect to all 21 APEC economies, nor is capable of being enacted. Law enactment per se takes too long.	for best practices need to be designed.
Directions for Blended LLL	APEC directions for follow-up are: 1. APEC Fora including LM rule the installation; 2. Implementation be undertaken by projects based on Central, Self, and TILF funds. Problems are, though: 1. non- or poor existence of such follow-up efforts yet; 2. Hitherto experiences in other cases make forecast even in this case gloomy.	<ol> <li>Blended LLL facilitates designing, implementing, evaluating and bench marking.</li> <li>At 27th APEC HRDWG Meeting, 2005, Thailand take initiatives in pursuing the new direction.</li> <li>Lead Shepherd, HRDWG report to SOM Chair who report to APEC Leaders' Meeting, so that Center for Blended LLL be set up.</li> </ol>
Innovative Breakthrough in the area of Government's new role	No attempts made by APEC yet	Cases of the best practice in the area of Government's coordinating role in facilitating industry academia R&D cooperation should be excavated and the work of bench-marking be facilitated by the Center.
Blended LLL strongly dvocated by firms	APEC programs poorly appreciated by firms	Market-driven Blended LLL is to be substantiated.

[Table II -1]

#### 2) Stage II

#### a) Directions

Provided that APEC Blended LLL Cent er officially designated by APEC is called APEC LLL Center (hereafter, ALC), its future directions are as follows:

Firstly, prototype of developing blended LLL program be designed by ALC, the designing process of which be with full participation by experts representing

#### all the stake-holders.

Secondly, the prototype should be the basis, on which blended LLL program be developed by local ALC whos e key task is to ensure the program to tailored to the specific conditions of the Economy involved.

Thirdly, the program should be furrent reading the inputs by management and labor in the Economy whose cooperation and coordination function as engine for reactivating blended LLL at workplace.

Fourthly, ALC should have all the programs secured of syste matic linkages among training, accreditation, and evaluation, since in economies wher e education market and labor one are not in tegrated, the linkages are especially crucial.

#### b) Functions of the ALC Committee

Committees are at three-levels: APEC central, Economy level, and Economy lo cal level. All the committees are to be f unctional in both cooperation and cooperation among themselves, through perf ormance of which synergy effects between ALC and local ALC are maximized.

Spectrum of the policy-coo rdination n etwork administered by ALC varies Economy by Economy.

What's important, though, roles or functions ruled and administered by ALC must be in line with each of all member Economies' follow-up activities. It is by this standard that analysis and evaluation of ALC programs be undertaken.

#### 3) Stage III

The job of following-ups is the main task to be undertaken by ALC. (See [Table II -2])

Success of ALC depends on effectiveness in f unctions s pecified at the three stages, and, if so, APEC can no more be a target of the talk of all, epitomized as 'in APEC, nothing is impossible while no thing is substantiated.'

Operation of ALC, Korea	Management of Programs
Site Visit of the best practices by advanced	Bench-marking
economies	
Making Efforts for R&D and Management of	Development of Manuals
Joint Programming with ALC and ALC Korea	
Contracting and Related Preparations for Joint	Training of Mentors
Site Visit Team Organization	
Curriculum Development	Execution and Evaluation of the Programs
Implementing Promotin	g

#### 4) Policy Implications

a) Government's leading function of coordination and cooperation among the stake- holders determines t he extent to w hich ALC is activated. Again, the degree to which ALC is activated depends on how efficiently workplace- and module-based blended LLL pr ograms are in operation. Its success rate is determined both by the extent to which ALC's initiatives successfully address

APEC key issues of bridging the digital ·generation·knowledge·gender gaps as well as the degree to which market-driven demands are met.

b) The job of road-mapping toward c onstruction of blended LLL is meaningful only when following-up undertakings are implemented in APEC regions.

Road-mapping itself can be upgraded throughout the courses of following-up practices. It is, thus, highly imperat ive that exercises of revision and upgrading within APEC be institutionalized.

c) One critical value underlined in this st udy is confirmation of the principle that globalization and localization are placed in the same footing. The ways in which to ensure this principle are mu Iti-faceted. One s uggested strongly by this study is to facilitate undertaking of the best practices as preliminary step forward institutionalization of blended LLL within APEC region.

# V. Conclusion

This study demonstrated a ro ad map illu strating practical ways in which A PEC facilitate Government-led cooperation and coordination among industry, academia, and R & D in building up networks for blended life long learning within its region.

Thro ughout the course of this study, the best practice development approach was undertaken as an appropriate one under the justification that any institutional approach trying to set up APEC-wide regulation or action plan would take too long due to uneasy settlement over the diverse interests stak e-holders hold since their po sitions u sually come from Economy's diverse con ditions and their own short-term interests. It w as strongly su ggested th at exemplary best practices ber evealed for the adopting Economies to create favorable atmosphere as well as environment, und er the context of which blended LLL can be institutionalized on long term basis within APEC region. It was also suggested that the task of road mapping be under taken in the context under which both local spe cific circumstances and in ternational mandatory standardization are considered at the same time.

Two methodological approaches were adopted: review of existing relevant literature and maxi mum use of the researcher's previous research activities in related fields. Policies an d programs in Austra lia, Canada, and U.S.A were refer red to. Jun ior Achievement, program for junior ge neration in U.S.A was applied for development of curriculum agenda for blended LLL.

Previous two seminars organized by the researcher became the useful reference: IT Human Capacity Building Seminar on 13-14 July, 2003, Jakarta, Indonesia and IT Leader Training Curriculum Devel opment Seminar on 17-18 July, 2003, Hanoi, Vietnam. The two seminars were focused on discussions regarding key issues as well as provision of know-how with concerned Ministries in the two economies.

The following policy alternatives are suggested:

Firstly, APEC function as facilitator r ather than rule-setter in coordinating and assisting blended LLL. The most important task as facilitator is to ensure blended LLL be entirely based on the principle of workplace-demanded module-based discipline.

Second ly, less-developed member economies in APEC be active in setting up their own ALC, best practice s of which be provided with administrative finance assistance by developed member economies.

Thirdly, blended LLL be designed and implemented in simultaneous consideration of both global standards and member economy's local specificity.

Fourthly, ALC be organized and insta lled somewhere in one of 21 member economies of APEC. The Center should be functionally inter-coordinated with local offices in each of all the mem ber economies. In 2005, the year when Korea becomes host economy of APEC Le aders' Meeting, establishment of the Center be proposed and officially adopted as one conclusion of LM.

Lastly, of course not the least, it should be borne in mind that the final goal of best practice-oriented blended LLL is for rits institutio nalization within APEC. Until then, undertakings such as design ing, imple menting, fa cilitating, stock -taking and evaluation should be on and on.

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# LIFELONG LEARNING-AUSTRALIAN EXPERIENCES

# PAPER TO BE PRESENTED TO THE ASIA PACIFIC ECONOMIC COOPERATION (APEC)

# SYMPOSIUM TO BE HELD IN TAIPEI JULY 28-29 2004

By

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Lifelong Learning– Australian Experiences

1

The aim of this paper is to provide an overview of learning experiences of Australians in particular adults in the broader context of lifelong learning. First though, a word or two on the concept.

Lifelong learning is a relatively new concept hence it is important to avoid the pitfall of using the concept as a simple catch-all for anything that can be said about learning - or even about education and training. It is equally important to avoid it being reduced to a relatively unhelpful exhortation that all people should be learning all of the time.

It is possible to look at the concept of 'lifelong learning' through several different lenses:

- 'ages and stages' distinguishing between the learning of children, young people preparing to enter the labour market, adults already in the labour market and older people who are preparing to or who have left the labour market;
- the purposes of learning distinguishing between learning to learn, learning to be part of society, learning to be a worker, etc;
- the structures of learning institutional (with 'sectors'), in the work-place, informal, etc.

#### Australian Education Systems-a Brief Overview

Australia's education and training system is a multi-tiered structure combining school education, vocational education and training, adult and community education, and higher education. The schematic diagram shown below describes Australia's formal education and training system. It shows the qualifications provided by each sector, the main providers, and the main pathways between the sectors. Included are broad enr olment rates in 2001 for the school leavers of 2000.

Against this setup and a background of a system divided along sectoral and State lines and characterised by grow ing demand for education and training, the Aus tralian Qualifications Framework (AQF) was introduced by the national Ministerial Council on Education, Training and Youth Affairs (MCEETYA) as a comprehensive national policy to guide developments in nationally recognised qualifications in post-compulsory education and training Table 1 shows the AQF framework It comprises twelve national qualifications in schools, vocational education and training (TAFEs and private providers) and the higher education sector (mainly universities)





Broad en rolment rates are for 20 01 and represent the percentages of school leavers from 2 000 participating in education and training in 2001. Source: ABS, *Education and work*. Cat. No. 6227.0 and *Schools Australia*, Cat. No. 4221.0.

The AQF has encouraged greater flexibility of *d*elivery of qualifications across sectors, in particular with schools delivering VET-accredited qualifications to add diversity to the curriculum and provide recognised employment outcomes to school leavers. That is, although the different sectors retain accountability for the 'standards' and quality assurance of their respective qualifications — broadly speaking, the schools sector for senior school certificates, the VET sector for the VET certificates and diplomas, the universities for degrees

#### **Table 1. The Australian Qualifications Framework**

Schools	Vocational Education and Training	Higher Education
		Doctorate
		Masters Degree
		Graduate Diploma
		Graduate Certificate
		Bachelor degree
	Advanced Diploma	Advanced Diploma
	Diploma	Diploma
Senior secondary	Certificate IV	
Certificate of Education	Certificate III	
	Certificate II	
	Certificate I	

Source: Table 1, Australian Qualifications Framework Implementation Handbook,

#### Participation rate and patterns across sectors

Participation in quality preschool learning experiences and schooling contributes positively to later educational achievement by laying a firm and good foundation. Research has shown that those with good foundation (eg completion of year 12 upper secondary school) are more likely to participate in further learning in the future. Good foundations skills are therefore an important component of lifelong learning.<sup>1</sup> Young people are the largest and most intensive consumers of formal education and training both in Australia and overseas. In 2003, there were 3.3 million full time school students. For 20-24 year olds, the participation rate was 36.5% (ABS 2004).

#### **Early Childhood Education**

Early childhood education is provided primarily in preschools and, increasingly, in long day care centres. The boundaries between the two are blurring as, in some States, more long-day care centres provide in-house preschool and many preschools open for extended hours. In 2002, some 239,100 children attended preschool, with four year olds representing 62% of all preschool students (ABS 2004). This compares with 236,900 attendees in 1993 when four year olds represented 61% of preschool students. The age at which children may attend preschool varies, reflecting the different school

<sup>&</sup>lt;sup>1</sup> See, for example, M. Fleer (DETYA Research Fellow 2000), 'An Early Childhood Research Agenda: Voices From the Field'

commencement ages in each jurisdiction. The proportion of three year olds attending preschool increased from 18% in 1993 to 25% in 1996 but by 2002 had decreased to 18% In 2002, 17% of five year olds attended preschool (reflecting the entry of the majority of five year olds into primary school (ABS 2004).

#### Schooling

Schooling is at present compulsory to age 15 (16 in Tasmania and the ACT). The period of compulsory schooling provides a foundation for social cohesion and common understandings, as well as furnishing students with literacy, numeracy, and ICT skills. The near- universal coverage of compulsory schooling makes it a vital focus for the acquisition of foundation skills for lifelong learning and participation in the knowledge economy. ABS (2004) analysis indicates that the age participation rates for full-time school students in 2003 were 93.5% for 15-year-olds, 82.7% for 16-year-olds and 62.7% for 17-year-olds, the latter rising from 60.7% in 1993. In 2003 the apparent retention rate of full-time school students from Year 7/8 to Year 12 was 75.4% compared to 75.1% in 2002 and 76.6% in 1993. As in previous years, the apparent retention rate for females (80.7%) was significantly higher than the rate for males (70.3%). Over the last decade the apparent retention rate from Year 10 to Year 12 decreased slightly from 77.5% in 1993 to 76.9% in 2003. The Year 10 to Year 12 rate for females in 2003 was again considerably higher than that for males (81.6% and 72.3% respectively), (ABS 2004).

The generally high quality of Australian schooling can be gauged from Australia's performance in assessments of attainment across different economies. The Third International Maths and Science Study (TIMSS) of 1995 and 1999 and the Programme for International Student Assessment (PISA) conducted in 2000 show that Australia performed at around the level of the OECD country mean in science and mathematics at junior secondary level.

The 2000 PISA survey of 32 economies assessed students' ability to apply their knowledge, understanding and skills to real-life situations through testing in reading literacy, mathematical literacy and scientific literacy. Australia was amongst the highest performers in all three domains, doing significantly better than most other OECD countries (with the exception of Korea and Japan), Australia performed particularly well in terms of reading literacy.

#### **Vocational Education and Training**

Staying on at school is not the only option for young people seeking education and training. Among boys, about two in three early school leavers participate in post-secondary education and training, mainly in apprenticeships or other VET programmes. Around one in three girls who leave school early continue with education or training. Around 1.69 million students undertook training in Australia's VET system in 2002. This includes 12.5 % of the working age population (that is 15-64 year olds). Also the number of apprentices and trainees in training continues to increase, and in 2002 accounted for about 20 % of all public VET students. The number of students participating in "VET in schools programs" has increased from 33% in 1998 to over 44 % in 2002.

#### Higher education

Participation rates in higher education have risen from 3.5% in 1985 to 4.7 % in 2000. This follows the trends in other sectors, as does the rising proportion of female students. In 1989, women made up almost 53 % of the total domestic student population. By 2001 this had risen to over 56 %. In contrast, the age breakdown of the student population has changed little – in 1989, just over 62 % of the total number of students were under 25. By 2001 this group was just under 61 % of the total student population. Figure 2 shows the percentage of higher educations student by age group as in 2001 and 2002. Adults aged 30 or more years account for 28 per cent of the student numbers in both years. (ABS 2004)

The way students study has changed over the past decade or so, with a decrease in the number of students studying in a traditional manner. In 1989, almost 89% of the domestic student population was on campus, either full-time or part-time. By 2002, this percentage had dropped to around 81%. The number of both full-time and part-time internal students has dropped – full-time from around 61% to less than 59% and part-time from 28% to less than 22%. In contrast, the number of students studying externally has grown over the same period, from 11% to over 15%. The number of students who study on a multimodal basis (taking at least one unit internally and one unit on an external basis) has also grown steadily over this period, reaching almost 4% of the domestic student population in 2002. (ABS 2004)



Figure 2 Higher Education Students by Age group 2001 and 2002

#### Adult Learning

Adult learning has been defined variously, however, the description and definition often used by the OECD<sup>2</sup> captures the essence of adult learning. Adult learning refers to education and training that occurs subsequently after initial education. Where Initial education refers to primary, secondary and tertiary education carried out as a more or less continuous sequence by children and young adults. Adult learning may be a way of gaining the main formal secondary and tertiary qualifications that were not obtained initially (second chance education), or may involve various other forms of study, formal or informal, which may or may not lead to a variety of qualifications.

At each of the stages of lifelong learning, internal data (ABS) and international comparisons (OECD) suggest that Australians, across the board, fare well in terms of participation. However, within the overall framework of lifelong learning, adult learning and some equity groups, in particular Indigenous people requires extra strategic attention.

Source ABS Year book of Australia Education and Training - Higher Education

<sup>&</sup>lt;sup>2</sup> OECD (2003) education policy analysis – Strategies for sustainable investment in adult lifelong learning.

In terms of adult learning while the participation is encouraging and higher by world standards particularly in areas such as apprenticeships and traineeships, VET and higher education, changing demographics, the low skills base of some mature-aged people and the pace of technological change which has left many older workers behind and the development of the knowledge economy makes adult learning a priority area for further and ongoing attention. In a way adult learning is the weak link in the lifelong learning chain; initial education is well structured and established.

Up to the mid point of this century Australia like most other developed economies is set to experience a significant ageing of its population. This is partly due to increasing life expectancy and falling fertility rates. The projections suggest that the number of people aged 55 and over will grow faster than the number aged under 55. The youth population is anticipated to decline slightly. One implication of the projected demographic changes is that the dependency ratio (that is, the number of persons retired from the work force compared with those in the work force) will increase. The projections of the demand for education and training over the same period show a decline compared to other services as the population ages.

These projections form a backdrop to new and ongoing adult learning policies and strategies. For example, the Department of Education Science and Training has recently completed a major consultation on Adult learning with the view to:

- Understanding the needs of adult learners;
- Building relationships between service providers, employer, government and the community;
- Promoting the value of adult learning;
- Assisting mature age transitions;
- Supporting learning in the workplace;
- Ensuring access to opportunities; and
- Engag ing communities.

Other ongoing programs include *Basic IT Enabling Skills (BITES)* for Older Workers. The program target low income earners aged 45 or over with limited or non-existent IT skills, with a view to increasing their competitiveness in the job market. *New Apprenticeships program* is another program available to learners of all ages.

#### Workforce learning

Workforce learning may be formal (leading to a recognised qualification), non-formal (a structured course not leading to a qualification) or informal (learning acquired outside a structured course). A high percentage of the workforce receives one or other of these forms of training. Table 1 shows that in 2001, about 97 per cent of all internal training courses completed by employees received financial support. For external training courses about 45 per cent of training completed by employees (excluding working in own business and working under other arrangements) had financial support. About 16 per cent of external training completed by employees (excluding working in own business and working under other arrangements) did not have financial support.

In 2001, the average course length of structured training was 17.4 contact hours, and the average number of courses for those that undertook any was 2.1. Table 2 provides details on the number of employed persons who did or did not participate in training in the previous 12 months prior to the survey in 2001.

Training	Working Wage or salary	Working In own	Working Under other	Not working	Total
	earner	business	arrangements		
	%	%	%	%	(000)
Whether participant received financial support					
Internal training course	97.1	2.2	0.7	0	6211.0
External training course					
Received financial support	45	3	0	4	1890.0
Did not receive financial support	16	24	1	7	1737.8
Participant incurred costs	6	5	0	2	1251.6
Participant did not incur costs	78	6	1	2	8587.2

#### Table 1 Training Courses Completed: Whether Working at Time of Training

Note: total number refers to total number of training courses completed and not total persons completing training Source: Derived from ABS 2001 Survey of Education and Training, Cat. No. 6278.0, Table 24, May 2002 Table 2 Fmployed Persons Participation in Training 2001

Table Z	Employed Persons, Participation in Training 2001	
	Attended a Did not atten	d
	training course a training	
	in last 12 course in last	st
	months 12 months	Total
Occupati	on % %	Persons (000)

Occupations			
Labourers and related workers	22.2	61.3	710.6
Elementary clerical, sales and service	25.6	39	596.9
Intermediate production and transport	32.1	57.7	705.8
Intermediate clerical, sales and service	41.3	38	1222
Advanced clerical and service workers	36.4	48.9	333.5
Tradespersons and related workers	29.1	56	1028
Associate professionals	47.8	39	949
Professionals 5	6.1	26.5	1426
Managers and administrators	47	44.2	622
Whether worked full-time or part-time			
W orked part-time	29.1	41	2063
W orked full-time	44.1	44.2	5527
Sector of employment			0
Private	35	47.5	6257
Pub lic	60.2	22.7	1310

Note figures exclude employed persons studying towards year 12 and below hence they do not add up to 100%

Source: Derived from ABS 2001 Survey of Education and Training, Cat. No. 6278.0, Table 35, May 2002

Figure 1 show that on-the-job training remains the most common form of workplace training, and is undertaken by two thirds or more of 20-44 year olds. As shown, both structured and on-the-job training decreases markedly for those aged 45 years and over.

Figure 1: Age-Specific Participation Rates in Education and Training (1997)



Source: ABS 2001 Survey of Education and Training, Cat. No. 6278.0, 1997

Data comparisons for people aged 15 to 64 and in or marginally attached to the labour force across the 2001, 1997 and 1993 ABS surveys covering Australia shows that in 1993, 4,264,500 of these people (46%) had completed a non-school qualification. This number increased to 4,918,300 (52%) in 19 97, and then to 5,898,200 (57%) in 2001.

During 1993, 14 % of pe ople (1,3 14,900) in this gro up studied towards a non-school qualification. This number fell to 1,248,500 (13%) in 1997, then rose to 1,643,400 people (16%) in 2001. Thirty per cent of these people had completed a training course in the 12 months prior to the 1993 survey. This proportion grew to 42% in 1997, and then to 45% in 2001. On-the-job training remained reasonably steady over the same period, with 71% of people having undertaken some on-the-job training in 1993, and 69% in 2001<sup>3</sup>.

The above analysis is based on an individual's perspective. However, the latest ABS survey of employers<sup>4</sup> (year ended June 2002) indicated that, 81% of all Australian employers provided training for their employees. The same survey indicated that, 41% of employers provided structured training and 79% provided unstructured training. Between 1997 and 2002 the proportion of businesses providing training increased by 20 percentage points, up from 61% in 1997.

Employers with 100 or more employees contributed 71% of total net direct training expenditure. The majority (74%) of these large employers spent in excess of \$20,000 (net) on structured training, compared with 20% of medium employers (20-99 employees) and less than 1% of small employers (those with less than 20 employees).

#### Financing Lifelong Learning in Australia

Lifelong learning by definition and concept is centred on the individual; hence financing schemes employed by most developed economies is based on co-financing (OECD 2004). Australia systems of co-financing are thought to be among the "best practice". The principal scheme is income-contingent based on the concept of risk sharing, first introduced in Australia in 1989. Participants repay loans through the tax system once their income after graduating reaches a certain threshold. New apprenticeship incentive and tax schemes allow employers and employees to offset educational expenditures through the tax system.

For example, university undergraduate students are entitled to take a loan to cover tuition fees (it vary according to stream of study ). The student is then liable for repayment in the form of 3 percent tax on income, once his or her income reaches a certain threshold (AU\$ 24 365 in 2002-03) Under this scheme called higher

 <sup>&</sup>lt;sup>3</sup> Material sourced from ABS Survey of Education and Training Experience Cat 6278.0 May 2002
 <sup>4</sup> ABS Survey of Training Expenditure and Practices cat 6362.0

education contribution scheme (HECS) the Australian government assumes the risk for those individuals who fail to graduate and or whose post-graduate earnings are exceptionally low. In 2002 the government extended the logic of the HECS scheme to lifelong learners by establishing the Post Graduate Education Loans Scheme (PELS).

For Vocational education, fees are relatively low and are generally waived for unemployed people and welfare recipients. Those who are financially disadvantaged are eligible for income support through Austudy and Abstudy. This provides income support for full time study for the duration of the course subject to satisfactory progression. Incentives are also available for employers who take on a New Apprentice to help share the burden of training costs this is trough income tax incentives to both the employer and employee.

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#### Adult Learning: Removing barriers, not creating them

Presentation for the APEC symposium on Lifelong Learning, Taipei, July 2004 John Cross, Research Manager, Adult Learning Australia

#### Introduction: Structures and barriers

Learning is a fundamental, naturally occurring, activity. Like sleeping and eating, learning is a survival instinct, something that we all do automatically, without much effort or thought. No matter one's place within – or outside – society, one will learn through everyday activities and occurrences.

When we talk about lifelong learning in the context of government policy, we do not mean this instinctual activity but, rather, what might be termed 'structured learning'.

What do we mean by structured learning?

Structured learning means that the learning activity is sequenced in such a way that it has a beginning, middle and end. Each new piece of knowledge or each new skill is introduced strategically, not haphazardly, so that it connects to a skill or piece of knowledge gained earlier. The process is characterised by a steady progress, steady accumulation over time, taking the learner towards a goal or several goals.

Structure can also mean that a specific parcel of time is apportioned for learning activity and that during this time learning is the primary focus of activity. Structure can suggest that participants in the learning process have roles that are defined by where they stand – literally and figuratively - in relation to others. Structure can be good. It can help maximise the effectiveness of the learning.

But there is a point at which structure can become a barrier - an obstacle to effective learning or an active disincentive to participating in the first place. This is especially true for the socially disadvantaged who already face considerable structural barriers and are disinclined to face any more, even though positive outcomes may be achieved down the track.

Learning is not necessarily easy – in fact there is one school of thought that claims learning has to be a challenge in order to be effective – however it should not be harder than it needs to be.

To be effective, any adult learning policy or practice must incorporate, at its core, and allow to flourish, the fundamental and well-established principles of adult learning. While these have been expressed in many ways, they essentially boil down to two things: placing the learner at the centre of the experience and flexibility.

I want to propose three strategies that will help ensure that the principles of adult learning are woven into the fabric of lifelong learning policy and practice:

- 1. valuing all venues and forms of learning equally;
- 2. valuing all outcomes of learning equally; and
- 3. empowering learners and potential learners.

I now want to spend a little bit of time expanding on the three basic principles that I have proposed. My focus is on adult learning and I speak from an Australian perspective. Furthermore my comments are informed by my experiences with an adult learning advocacy organisation, from outside, not within, government.

#### The importance of valuing all venues and forms of structured learning equally

No one form of learning or type of learning provider can be expected to service all the learning needs of an entire community or, indeed, a single individual, throughout their life. Government policy and discussions about learning must facilitate and promote a smorgasbord approach; promoting a range of learning venues and modes to meet a range of community needs and individual situations. Nobody benefits when a learner finds herself or himself in an ill-suite learning environment.

In addition, when talking about the socially disadvantaged, there is a need to concentrate on the preparatory work – the early stages of the learning pathway - the stuff that needs to occur before you can even think about qualifications.

In Australia, many of the learning needs of the socially disadvantaged are not met by large wellfunded formal institutions such as universities and technical colleges, but by community-based learning providers - neighbourhood houses, adult and community education colleges, community groups and local libraries – places that may be considered 'informal' learning venues.

In Australia Neighbourhood houses provide the first step on the structured learning pathway for the poor, for people recovering from addiction or depression, for refugees and for women who have suffered domestic violence. Neighbourhood houses are an environment where individuals can develop a strong sense of self worth.

What goes on in a neighbourhood house may not be glamorous and may not lead to a high level qualification or, indeed, any formal qualifications at all. But these venues play a vital role in introducing the socially disadvantaged to the options in front of them, empowering them to make choices, and helping them overcome or remove barriers. In Australia, neighbourhood houses have yet to obtain realistic government funding despite the vast amount of programs and services they provide to communities.

Social groups and clubs – such as seniors' computer associations, environmental protection groups and volunteer fire fighting associations – are places where considerable and valuable learning takes place, especially among people who are turned off by formal learning environments.

Museums and galleries are also valuable adult learning venues, and could provide a whole lot more adult learning, especially for people with poor literacy skills or who learn best through visual stimulus, if given encouragement to do so.

In a similar vein, libraries provide numerous opportunities for adult learning – ranging from peer education programs for computer skills to discussion forums among people from non-English speaking backgrounds.

Peer education – including mentoring - is an effective learning mode for the socially disadvantaged – indeed for all of us – but it is often overlooked in terms of government policy and funding, possibly because it doesn't sit well with administrative systems.

Learning circles is a peer education tool with a century-long tradition and proven effectiveness among the socially disadvantaged, indeed the methodology grew out of socially disadvantaged communities in northern Europe and in America.

Learning circles or study groups do not require an expert – a teacher in the traditional sense – but, instead, engage a facilitator who helps participants pool their existing knowledge and develop new skills or understanding collaboratively at their own pace and under their own steam. The strength of the methodology, especially for the socially disadvantaged, lies in the fact that

participants are empowered to steer the learning activity themselves and their existing life skills, strengths and wisdom play an active part in the process.

Recently, in Australia, a successful learning circle program was developed to help lone parents, especially women, enter the workforce. Conducted in a lower socio-economic outer urban area, the learning circle was highly effective in helping participants identify their options, and gave them the confidence and skills to pursue their learning or employment pathways.

Although the program did not lead to formal qualifications, many of the participants found employment simply on the strength of the generic skills learned and the confidence gained. Other participants developed the desire and skills to go onto more formal study. Others are now active volunteers in the community.

The things most valued by employers - interpersonal skills, lateral thinking, a positive outlook, an ability to cope with change, and a positive attitude towards learning – are more likely to develop in informal learning environments, than in formal programs designed around the development of a specific skill set.

If nothing else, participation in an informal learning activity can help an adult develop a love for learning – or at least positive feelings about it; a love that will be conveyed to the children in their lives, encouraging them to stay at school longer and, through this, help the next generation escape the cycle of social disadvantage. This is how a learning society is born; through fostering a love of learning.

If we are genuine in our wish to overcome the problem of social disadvantage, then there should not be, among the different forms of learning modes and venues, a hierarchy of status that replicates that of the wider society – learning is learning no matter where or how it occurs. Policy, and especially the way funding is allocated, should not create a situation in which the venues and modes that are most effective for, and most favoured by, the socially disadvantaged are themselves the most disadvantaged within the community of learning providers. Adult learners who have participated in one form of learning should not have to face the barrier of snobbery as they try to have their previous learning activity acknowledged at another learning venue.

Even though the results are difficult to measure, progress may be slow and the achievements may, in the big picture, appear almost insignificant, informal learning modes and venues play a vital role in the lifelong learning community. Their outcomes are just as valid and valuable as the more formal, higher profile, forms of learning.

Policy and practice around lifelong learning, especially for the socially disadvantaged, must acknowledge the importance of the preparatory groundwork and the effectiveness of less formal learning modes and venues in giving the socially disadvantaged the skills and also the confidence to play a more active role in society.

The funding of informal learning requires patience and faith – something that does not sit well with government accountability systems nor the general public who holds government accountable - but this does not mean that these learning modes and venues of adult learning any less important or less effective than those that are easier to quantify. Nor does it mean these modes and venues should be absent from government-sponsored promotions of adult learning options.

#### The importance of valuing all outcomes equally

Increasingly, adult learning, in the Australian policy environment at least, has been formulated solely as a pathway to employment. I am not convinced that this serves the interests of this socially disadvantaged well.
The focus on formal vocational training can make the initial engagement with learning frustrating, if not downright threatening, as it can rush or curtail the learning process or place undue stress on outcomes rather than process.

While obtaining a certificate may be important for some learners and, indeed a matter of great pride, the processes around giving the qualification should not obscure, limit or prevent the full and effective transference of knowledge and development of skills. We must be careful not to focus on the attainment of certificates, at the expense of ensuring good learning experiences. Moreover, while the attainment of formalised competency may allow for an incredible boost in self esteem, the flip side is the ever present possibility of failing to reach these externally determined benchmarks. A sense of failure – or even the possibility of failure – does not seem to be a constructive message to be sending to the socially disadvantaged, especially those making their first hesitant steps back into the world of structured learning.

But there are other problems with adult learning policy and practice that revolves solely around competency-based training.

For many people – for example the elderly or the self-employed - the attainment of a qualification, or participation in a learning program developed around an off-the-shelf package of competencies, is not relevant to their needs. For these people, the promotion of competencies and qualifications may actively work as a disincentive. It may create an impression that structured learning is more trouble than its worth or that it lacks the flexibility to address their specific and immediate learning needs in a timely manner.

An exclusive focus on the vocational outcomes of learning creates the impression that learning will automatically lead to employment. This is not always the case. In many regions there are insufficient employment opportunities.

Discrimination against older people or people from specific ethnic backgrounds, for example, rather than a lack of learning or skills, may be the principal reason why unemployment among certain cohorts is prevalent in some areas. No amount of re-training that an individual undertakes can overcome work shortages, racism, sexism or ageism. This is where community-wide learning programs to foster entrepreneurship, civic renewal, leadership and diversity all come to the fore, in helping the socially disadvanatged.

In addition to establishing false hope, an exclusive focus on learning for work can also overshadow the other very powerful benefits of participating in learning activity. If we only honour the narrowly defined vocational skill outcomes of learning, we are potentially devaluing the equally important generic, personal and health outcomes that may be derived from the same learning experience.

Other reasons to learn must be promoted, and the non-vocational outcomes of structured learning must be monitored and reported on as diligently as the vocational. These outcomes include learning for better health, learning to achieve better relationships, learning to become more actively involved in civil society, and learning to care for others. Each of these outcomes leads to very real economic benefits by helping to reduce public spending on health, crime and family dissolution.

As the Centre for Research into the Wider benefits of Learning reported in May 2003, Participation in adult learning contributes to positive and substantial changes in health behaviours' including in the rate of giving up smoking, reduction of alcohol consumption and taking up more exercise. The report also comments that the 'effects of taking leisure courses on the adoption of health practices are particularly persuasive.' (Leon Feinstein et al, *The Contribution* of *Adult Learning to Health and Social Capital*, Centre for Research on the Wider Benefits of Learning, May 2003) Sadly, though, in my economy at least, the vocational emphasis of adult learning policy has created a culture in which non-vocational learning is given little value. It is dismissed as being the frivolous indulgence of middle-class white people and, as such, outside the realm of government policy. Although there is clear evidence to show that so-called leisure learning has significant individual and community benefits, the impact of which can be measured in real economic terms, government policy, funding and consumer advice does not, in my economy at least, encourage the socially disadvantaged to participate in non-accredited, non-vocational learning activity. This, despite the fact that of all social cohorts, the socially disadvantaged are more likely to suffer from the health and other social problems that leisure learning can so clearly and positively help to address.

I am not critical of competency training packages *per sae*, and I understand Australia is a world leader in this area. But there are limits to the usefulness of an adult learning policy build around vocational training packages. Competency-based training should be viewed as only one part - not the whole - of adult learning policy.

The full range of learning outcomes need to be valued within policy – and acknowledged in promotional work – so that practice can accurately honour and serve the diversity of motivations people may have for engaging the services of structured learning.

## The importance of empowering learners and potential learners

If the purpose of learning is to empower, then the practice of learning should not disempower. The process of education should enhance personalities and desires, not inhabit or prevent them. The socially disadvantaged are already silenced, they are looking to education for a voice and an opportunity for expression. They should not be forced to radically change who they are or strive to be in order to participate in structured learning.

To be truly effective, policy and practice should be developed in collaboration with, and not developed externally for, the learners who will participate. Evaluations of adult learning policy and practice must take account what learners' consider to be meant by the word 'quality' and must undertake measurements of effectiveness in terms of whether learners' needs and expectations are being met.

As difficult as it may be to capture the voice of learners, and as hard as it may be to meet some of their requests, every effort must be made to ensure that their participation in the formation of policy and practice is equal to that of education professionals, government and industry. While many of the socially disadvantaged will not have formal education, they do have life experience, desires, preferences and wisdom all of which are not only important to consider, but present valuable insight into the learning strategies that will – and will not – work for these audiences. Just because someone does not have formal qualifications or social standing, just because someone expresses their ideas crudely, does not mean that they are dumb or are unable to contribute constructively to the development of systems that will impact upon them, and which are supposed to serve their needs.

While some learner requests may be impossible to meet, others will, undoubtedly be easily met, and may even lead to more efficient use of available resources. Speaking to the disengaged, and designing policy and practice in consultation with them, is a shrewd way of ensuring maximum return on the investment.

Of course, simply asking people what they want is not enough. Their answers are likely to be restricted by whatever notions they already have about learning – probably school-based education. To ensure that learners' voices are clearly heard, and to ensure that their requests and

choices are informed, investment needs to be made in helping the wider public learn about the mechanics and potential of adult learning.

## Conclusion: Making learning good again

Generally, people do not have an aversion to learning. Learning is a survival skill – it keeps you alive and it gets you ahead.

What people dislike – what can turn them off – are the accoutrements of formal education: the paperwork; the classrooms; the assignments; the impersonal architecture; the pace; the inconvenient session times; the off-the-shelf curriculum packages; the power structures; the pressure to play an uncomfortable role; the lack of control; the feelings of inadequacy... In other words, the trappings of structure. Such attributes are especially confronting when they do not appear to serve the learners' immediate interests. No good can come from making the world of learning a depressing or disagreeable place.

Best practice does not come about from increased resources, although this helps. Best practice is born of innovation, and from a commitment to and application of fundamental principles to both means and ends of the learning process. By valuing all forms of structured learning, by valuing the many different outcomes of learning, and by using learners as a resource to guide policy and practice – or in the case of peer learning engaging learners as teachers - considerable steps can be made towards engaging, more effectively, the disadvantaged and the disengaged.

## Useful resources

Learning advocacy groups

- Adult Learning Australia: <u>http://www.ala.asn.au/</u>
- Campaign for Learning (UK): <u>http://www.campaign-for-learning.org.uk</u>
- National Institute for Adult Continuing Education (NIACE UK): <u>http://www.niace.org.uk/</u>

Examples of learners' forums

- The All Wales Adult Learners' Forum: <u>http://www.niace.org.uk/niacedc/Learnersforum/Default.htm</u>
- Adult Learners' Forum in Edinburgh: <u>http://www.alfieforum.edin.org</u>

Research on the outcomes of learning

• The Centre for Research on the Wider Benefits of Learning (UK): <u>http://www.learningbenefits.net/</u>

Promoting the learning smorgasbord

• Adult Learners Week (Australia): <u>http://www.adultlearnersweek.org/</u>

Learning communities

• Learning Communities Catalyst (Australia): <u>http://www.lcc.edu.au/</u>

Competency-based training

• Australian National Training Authority (ANTA): <u>http://www.anta.gov.au/</u>

Peer, community & informal learning modes or venues

- Learning Circles Australia: <u>http://www.learningcircles.org.au/</u>
- Study Circles Resource Centre (USA): <u>http://www.studycircles.org/</u>
- National Link of Neighbourhood Houses and Community Learning Centres across Australia: <u>http://home.vicnet.net.au/~natlink/</u>
- Australian Seniors Computer Clubs Association: <u>http://www.seniorcomputing.org/</u>
- Museums, Libraries and Archives Council (UK) <u>http://www.mla.gov.uk/index.asp</u>
- Campaign for Learning through Museums and Galleries (UK) <u>http://www.clmg.org.uk</u>

# "Classroom and Workplace: Institutionalized Linkage for Lifelong Learning" Jan W. Walls Simon Fraser University

Abstract:

The influence of the traditional Chinese Imperial Examination system has led many societies in East Asia to produce examination-focused education systems, the epitome of which are college entrance exams. So much time, effort and money are expended in preparation for this momentous exam that once a student is admitted into a good university, it is assumed that formal learning ends here. This presentation recommends ways to overcome such a mindset through institutionalizing career-long connections between academia and the workplace. In colleges and universities, co-operative education programs offer opportunities to integrate classroom and workplace experiences, simultaneously addressing "academic" and "real life" aspects of education, and offer opportunities for extending and institutionalizing workplace-academic linkages to address the lifelong learning needs of business, government, academia and global villagers at large.

- I. Traditional Structures and Attitudes Toward Education in East Asia: Eternal Principles, Prestigious Institutions, and Exam-oriented Learning
- II. Modern Consequences of Traditional Structures and Attitudes: Prestigious Institutions and Entrance Exam-oriented Learning
- III. Traditional East Asian Recognition of, and Attitudes Toward, Change: The Yi Jing as a Paradigm for Attitudes Toward Lifelong Learning; The Kaizen Spirit as a Model for Lifelong Learning
- IV. The Cooperative Education Tradition: Undergraduate Origins and Graduate Programs Today; Opportunities for Academic, Business and Government Cooperation
- V. White Papers, Visions, and Commitments in Chinese Taipei: White Paper on Higher Education (2001); White Paper on "Toward a Learning Society" (1998)

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# Module IV Objectives: Communication and Coaching

- Understand the importance of being a "coach" as part of being a "people manager"
- Work on the coaching process---The "Goal, Reason, Options, The Way Forward (GROW)" model
- Understand and practice coaching skills
- Conduct appraisal interview --- Skills and Practice





Paper presented at APEC Symposium on Best Practices for Fostering A Lifelong Learning Society, Chinese Taipei, July 2004

	Learning	y Process
Know Want?	AWARENESS	Key concepts and tools of management competences - Performance based Management competences(Setting Direction, Empowerment & Enabling, Communication& Coaching, consequence management, Leading Change)
Know How?	TOOL/PROCESS	Simple tool/process to enhance management effectiveness - Working Forms, Formats and their procedures
	PRACTICE	Practice how to use the Tool effectively - C-Learning, Role playing, Workshops
Execution	APPLICATION	Learn about survey result And develop action items - Company Policy, Management guideline, Operation manual, Performance Requirements.
Follow-up		Daily communication and checking, Informal, Appraisal Change management
Motivation	Consequence Management - Motivation & Discipline	Performance Appraisal Consequence Management
	re Academy. reserved.	aspfre <sup>標字學院</sup>

Sales Results of Acer Inc.				
Year	Sales	revenue	% of Gro	wth
2001	U	S\$1.8 billion	N.A.	
2002	U	S\$2.1 billion	16%	
2003	U	S\$3.5 billion	66%	
2004		mated to reach JS\$5 billion	40%	
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2004 APEC Symposium on Best Practices for Fostering a Lifelong Learning Society

Session IV: Fostering a Lifelong Learning Society— Bridging the Gap between Ideal and Reality

**Dr. Gail Whitaker**, Associate Vice President for Academic Program Development and Dean, College of Extended Learning, San Francisco State University

## "Transcending Bureaucracy: Serving the Market and the Lifelong Learner"

## OUTLINE

## **Premises**

- 1. Lifelong learning is "cradle to grave."
- 2. In a "supply and demand" economy, the dynamic between the lifelong learner and the market economy ideally serves both, but disruptive elements are inevitable.
- 3. Best practices for fostering a lifelong learning society must be predicated on what motivates the learner at each stage of life.
- 4. Bureaucracies serving lifelong learning functions should be flexible enough to address unique and/or evolving circumstances.

## **Thesis**

- 1. Principles of "supply and demand" in lifelong learning societies dictate that lifelong learners and the market economy are inter-dependent and drive each other.
- 2. Certain elements (greed, lust for power, poor communication, bureaucratic rigidity, etc.) inevitably disrupt the balance of supply and demand and create inequality.
- 3. Lifelong learning societies can transcend bureaucratically imposed boundaries by compelling institutions to re-examine and adapt their policies and procedures in respect to societal needs.
- 4. Lifelong learning societies in return support such institutions by acknowledging and maintaining their structure as clearly delineated, centrally coordinated, and flexible in complex circumstances.

## **Illustration #1: Bureaucratic Adaptation in Action**

The San Francisco State University Satellite Nursing Program at Cañada Community College:

- The market as initial driver
- The proposed local solution
- The bureaucratic challenges
- The solutions
- The best practices demonstrated in reaching the solutions

## **Illustration #2: Life-Stage Applications**

The SFSU Osher Lifelong Learning Institute

- The learner as initial driver
- Focus: Ages 50-retirement:
- What the learner wants to know
- The structure of the SFSU Osher Lifelong Learning Institute (OLLI)
- How OLLI provides a market for what motivates the learner

## **Summary**

Bureaucracies can be adapted to facilitate lifelong learning whether driven primarily by the market economy or by the motivation of learners. The keys to success in bridging the gap between ideal and reality in lifelong learning include the following:

- All institutions that contribute to lifelong learning must be receptive to the joint educational goals of lifelong learners and the market economy and be capable of adapting to accommodate those goals.
- The symbiotic relationship between lifelong learners and the market economy must drive the bureaucracy rather than the bureaucracy dictating what is possible and desirable.
- Best practices include ensuring that lifelong learning providers are at the heart of the institution and empowered to respond creatively to complex and non-traditional circumstances.





### The Open learning system in the tertiary sector -Possibilities and limits of the Credit Bank System-한국교육 개기 한점은행

### Who are the beneficiaries?

- High school graduates who were previously unable to attend post-secondary educational institutions.
- Those who dropped out of college or university.
   Workers who hold professional certificates but have not acquired a university degree. College or university graduates who wish to commence studies
- in a different field.
- D Pe rsons who wish to acquire formal credits for knowledge and skills gained through self-instruction, workplace training, or individual experience. Persons who have studied at private institutions or junior college and
- wish to transfer into the university system.
- of the important intangible properties, or completed training in inheriting those skill or arts.

# 한국교육개발한 학점은행

# The Open learning system in the tertiary sector -Possibilities and limits of the Credit Bank System-

### How Does Credit Bank System Work?

- □ In accordance with its mandate, CBS accredits a variety of educational programmes, with the goal of guaranteeing open and flexible access to continuing education of high quality. CBS also grants recognition to learners' diverse learning experiences, including prior course credits and other diverse forms of learning.
- Credits are acquired primarily through educational and job training institutions, part-time enrollment in college or universities, certificate acquisition, bachelor's degree examination program for self-education, and the training to inherit the skills and arts of the intangible cultural properties.





#### The Open learning system in the tertiary sector The Open learning system in the tertiary sector 24701월 학점은행 목개발 학점은행 -Possibilities and limits of the Credit Bank System--Possibilities and limits of the Credit Bank System-Standardized Curriculum Institutions Offering Accredited Educational Programs : Standardized curriculum refers to a comprehensive learning plan which is customized for each subject major. On the one hand, it provides instructors with specific guidelines for curriculum preparation, while on the other hand, it gives learners a detailed Adult and continuing education institutions or private education institutions as set forth in the Continuing Education Law Vocational education and training institutions as set forth in the Vocational Education and Training Law description of possible learning paths and educational goods and Centers for university extension programs affiliated with outcomes <sup>Old</sup> The standardized curriculum is being jointly developed by the participating institutions and KEDI, with the assistance of related experts. It is updated based on social change, academic and technological development, and the demands from the institutions universities or college Advanced technical training schools or special schools with relevant departments Mass media agencies and Culture centers which perform adult & continuing education Other continuing education facilities or vocational education offering accredited educational program and students. The standardized curriculum concretely addresses: educational training institutions recognized by the MOEHRD, including business affiliated universities or vocational training centers objectives; subjects and required credits for general courses, major courses, and elective courses; graduation requirement for a bachelor's a degree; and evaluation and quality control.

## 한국교육개발한 학점은행

The Open learning system in the tertiary sector -Possibilities and limits of the Credit Bank System-

### Student application and Registration

Students who wish to receive a degree must apply for registration by completing a Student Registration Form and a Credit Approval Application Form. Each of these forms must be submitted to either KEDI or a Provincial boards of Education. Once registered, each student accumulates credits in credit bank until the points become eligible for graduation.

□ CBS is equipped with a comprehensive information service system which enables learners across the nation to gain access to CBS information and materials on the internet. This Web-based system provides learners with access to their personal record and CBS credit history. Additional information on accredited courses and standardized curriculum are also provided.

## 한국교육개파티 학점은행

### The Open learning system in the tertiary sector -Possibilities and limits of the Credit Bank System-

### Degree Conferment

After completing the necessary credit requirement(140 credits for a bachelor's degree, 80 credits for three-year associate diploma), graduation candidates may submit a Degree Application to either KEDI or their Provincial Boards of Education. These applications are reviewed by the Screening Committee for Academic Credit Accreditation at KEDI, and then forwarded to the MOEHRD for final approval. Candidates can be conferred a degree by the MOEHRD or they may receive a degree directly from a university or college. In the latter case, candidates must meet the specific degree requirements of the conferring institution(e.g., over 85 course credits for universities and over 50 course credits for colleges).



Current St Registered						(0004 7 4	
Year	1999	2000	2001	2002	2003	2004. 7. 1,	unit : person) Total
Registered Student	11,489	11,732	19,315	21,446	24,923	15,804	104,709
	25,000 22,000 10,000 16,000 13,000						



<ul> <li>Degree holders by</li> </ul>	age		
		(20	004. 7. 1, unit : person)
Certification	Bachelor's Degree	Associate Degree	Total
under 20 years old	2(0.0%)	4(0.0%)	6 (0.0%)
21~24 years old	744(10.5%)	8,001(53.6%)	8,745(39.8%)
25~29 years old	1,607(22.8%)	4,073(27.3%)	5,680(25.8%)
30~39 years old	2,537(35.9%)	2,290(15.3%)	4,827(22.0%)
40~49 years old	1,620(22.9%)	452(3.0%)	2,072(9.4%)
over 50 years old	550(7.8%)	99(0.7%)	649(3.0%)
Total	7,060(100.0%)	14,919(100.0%)	21,979(100.0%)

















## 

## A good example from founder of BubuGao Mr. Duan Yongping

- 200K RMB v.s. 2000K USD (time cost)
- An EMBA program attendant *v.s.* 2time x 30person x 10module

中欧困隆二高导院





# 合CEIBS

- International standards
- Good governance
- Meeting the demand of the booming-up economy
- Start-up fund

中的困险二角导统

中的困险工商导统















<u>New Courses</u>			
Period	2004/1~2004/6	2003/1~2003/12	
Number of New Courses	129	272	
Trainees (% of all)	32.26%	32.88%	
Revenue (% of all)	23.62%	26.43%	







Page 10 of 10