GUIDELINES FOR PREPARATION OF PUBLICLY VERIFIED EDUCATION PROGRAMMES FOR ADULTS

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CONTENTS

PREFACE

The text titled the Guidelines for Preparation of Publicly Verified Education Programmes for Adults (hereinafter Guidelines) lays theoretically sound bases and professional guidelines for programming and curricular planning in adult education for a segment of publicly verified education programmes for adults in Slovenia. Adult Education Law from 2018 (hereinafter ZIO-1) defined the types of publicly verified programmes for adults. Namely, programmes for acquisition and raising of the level of literacy and key competences, and programmes for improvement of the level of general education. The ZIO-1 also defined the mandatory components of publicly verified education programmes, which do not grant an officially recognised educational qualification. However, one of the novelties of this type of programmes is a certificate of training which is an official document that adults can use as evidence in the procedures of validation of acquired knowledge when entering further education or the labour market.

The working group appointed by the Minister of Education, Science and Sports in May 2018 (names of the working group members are provided in the introduction) had a mandate to prepare the Guidelines based on the legal provisions. The Guidelines bring some novelties compared to the previous ones; for example, the principles and approaches to curricular planning in adult education, flexibility in the planning and implementation of educational programmes, emphasis on the basic skills, the possibility of modular design, and uniform or content area design of this type of programmes.

The working group has discussed the purpose and expected outcomes of publicly verified programmes and acknowledged the potential of flexible programmes for adults. With their contents, forms of implementation and an open curriculum, flexible educational programmes are tailored to respond quickly to the needs of adults and society, tackling the environmental crisis as well as economic, migrant, value crisis, and last but not least, global health crisis. Publicly verified programmes equip adults with the knowledge and skills to be able to actively respond to these challenges and offer support to their loved ones.

The text of the Guidelines contains professional guidelines and steps for the preparation of quality and tailor-made adult education programmes in various fields, such as education, work, agriculture, health, culture, environment, home affairs, etc. The Guidelines are also prepared in order to be useful as a tool for appraisal of the proposals of publicly valid programmes at the Council of Experts for Adult Education. Developers and auditors will be assisted in this by the conditions for the preparation of the programmes and the criteria for the appraisal of the programmes. The Ministry of

Education, Science and Sports made the printed and online versions and the translation into English possible, in order to keep the Guidelines at hand at all times, accessible to all, and to trigger the development of a number of new publicly verified programmes for adults.

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1 TERMS AND ABBREVIATIONS

Adults (odrasli)

These are individuals who have fulfilled their legal compulsory education requirement and wish to acquire, update, broaden and deepen their knowledge, or individuals of at least 15 years of age for whom it cannot be determined whether they fulfilled their legal compulsory education requirement or who failed to fulfil it due to exceptional circumstances where their life and health were at risk (e.g. war, natural disasters).

Adult education professionals (strokovne delavke oziroma strokovni delavci)

Adult education professionals (hereinafter "education professionals") in the programmes are teachers, adult education organisers and other professionals. All of them must meet the following legal requirements: knowledge of Standard Slovenian, a relevant educational qualification from a second-cycle study programme or a level of educational qualification corresponding, in accordance with the act regulating higher education, to the educational qualification of the second-cycle, a pedagogical and andragogical educational qualification in accordance with the act regulating the organisation and financing of education and teaching certification examination of professional staff in education.

(Summative) Assessment of knowledge (ocenjevanje znanja)

Assessment of knowledge is identification and validation to what extent the participant meets the goals or standards laid down in the knowledge catalogue or the examination catalogue. It generally comes after or is linked to the final formative assessment. It is important, however, to differentiate between summative assessment of knowledge and formative assessment, which is unrelated to grades but enables the adult education professional to adjust the implementation of the programme on an ongoing basis.

Certificate of training (potrdilo o usposabljanju)

This is the official document the participant receives upon completion of all obligations envisaged under the programme. It includes a supplement containing a list of the knowledge and skills acquired in the programme. It serves as proof that the individual has mastered all knowledge and skills determined by knowledge catalogues and examination catalogues.

Competence (kompetenca ali zmožnost)

Competence indicates an individual's ability to make appropriate use of their learning achievements in a variety of circumstances (education, work, personal or professional development). It cannot be limited to the cognitive dimension alone (use of theory, concepts and tacit or hidden knowledge); it also contains a practical aspect (including a variety of skills), motivational and value orientations, views, emotions and other social and behavioural components. Competences comprise internal mental structures – meaning the abilities, capacities and dispositions that are characteristic of an individual. They are divided into general or generic competences, which are developed mainly in general education programmes, and vocation-specific competences, which are characteristic of individual professions or areas of work. Publicly verified programmes are intended primarily for the development of general or generic competences.

Content areas (vsebinski sklop)

Content areas, as these Guidelines determines it, are substantively coherent units in compulsory or elective parts of a programme structured into content areas and not structured in modules. Each comprises a set of knowledge and skills that is part of a greater whole and is a coherent didactic unit allowing for ongoing monitoring and formative assessment of learning achievements and the assessment of learning outcomes. Content areas can be upgraded or just linked to each other.

Examination catalogue (izpitni katalog)

The examination catalogue is an integral part of publicly verified education programmes that sets out the standards of knowledge and skills in accordance with the objectives of publicly verified education programmes for adults and in knowledge catalogues. It is the basis for measuring the learning outcomes of participants. The examination catalogue defines the knowledge and skills for all or part of the programme and enables uniform assessment criteria regardless of the provider, but may also include methods of formative assessment.

Formative assessment (preverjanje znanja)

Formative assessment is used to collect information about how or to what extent the participant meets the goals or standards laid down in examination catalogues or knowledge catalogues. There are multiple types of formative assessments. Each is serving a different purpose: initial or diagnostic assessment to determine the previously acquired level of knowledge and skills set out in knowledge catalogues and examination catalogues; ongoing formative assessment, which is used to determine the extent to which participants have achieved the partial goals of individual programme components, what they have problems with and what their strengths are so as to improve and upgrade the learning process; final formative assessment performed upon completion of a given module, content area or whole programme in order to determine whether participants have achieved the goals of the programme or its constituent part. The basic purpose of formative assessment is to get feedback on the progress of participants. In these programmes the final formative assessment may also be performed as a part of the examination procedure.

Knowledge (znanje)

Knowledge is a cognitive aspect of competence and is directly measurable. It is a set of facts, principles and theories related to a given field of education that is acquired through learning. We distinguish between declarative (theoretical, propositional) and procedural (process, practical, dispositional) knowledge. Declarative knowledge includes statements about certain events, facts and empirically substantiated generalisations as well as in-depth principles about the nature of things. Procedural knowledge includes heuristic knowledge, methodology, planning of practice, appropriate procedures and skills-related strategies. With respect to the knowledge catalogue, knowledge is understood as a hypernym related to the entire content and expected learning achievements of the individual programme or its constituent part.

Knowledge catalogue (katalog znanja)

The knowledge catalogue is a document that forms the basis for the implementation of the individual parts, subjects or modules of programmes for adults. It contains the name of the subject, module or other constituent part of the programme, time frame, main goals, recommended contents and the knowledge and skills covered by the individual part, subject or module. It also sets out the scope of the elective and the open part of the programme (open curriculum), if these are envisioned by the programme unit. If a programme has no subjects or modules, a single knowledge catalogue is designed for the whole programme.

Learning achievements (učni dosežki)

These have a broader meaning than learning outcomes and include the effects of education that are not measured directly in the process of formative assessment or summative assessment of knowledge which are important for monitoring the competences of participants.

Learning outcomes (učni izidi)

These are the sets of knowledge and skills the individual has acquired during the educational process. Learning outcomes are defined in the programmes and represent the expected level of knowledge and skills the participant needs to demonstrate; they are examined in the assessment procedures.

Module (modul)

Programmes can be designed to include modules as their programme units. The module in such cases corresponds to a part of the programme and is a coherent set of goals and contents. It has different aims and makes it possible to divide the programme into parts that the participant can complete gradually. Thanks to this, education can be organised economically, which is especially important for adult education. Modules can be either compulsory or elective, whereby programme contents can be adjusted according to the features of the different target groups.

Open part of the programme (open curriculum) (odprti del programa, odprti kurikul)

This is a feature of programmes or parts of programmes where the goals, contents and/or forms of education are fully or partially defined only tentatively or not at all. Providers determine programme contents, forms and methods of work together with participants. In terms of openness, programmes range from completely open to programmes where only one part or component is open (e.g. methods, forms of work). Programmes can include an open curriculum only up to the extent where it is still guaranteed that participants will achieve the standard of knowledge determined by knowledge catalogues and examination catalogues and master the skills.

Participants (udeleženke oziroma udeleženci)

Participants are adults who enroll in or join a programme.

Provider (izvajalec)

The provider is a legal person that provides education programmes for adults and adult education activities. Pursuant to the act regulating the organisation and financing of education, providers carrying out publicly verified education programmes for adults must be entered in the register of publicly verified education programme providers kept by the Ministry responsible for education. This gives them the right to issue a certificate of training, which is considered an official document, including a supplement containing a list of the knowledge and skills acquired in the programme.

Publicly verified education programmes for adults (javnoveljavni izobraževalni programi za odrasle)

Publicly verified education programmes for adults enable adults to obtain and raise the level of literacy and key competences as well as to improve the level of general education. They are set out in the Adult Education Act (ZIO-1) and are adopted by the minister of education at the proposal of the Council of Experts. The certificate of training received after successfully completed programme is the participant's proof of having mastered the knowledge and skills defined by the knowledge catalogue and the examination catalogue.

Skill (spretnost, veščina)

In addition to knowledge, skills are a directly measurable component of competence. Together with the knowledge and experience acquired and the abilities developed, skills allow an individual to solve problems and perform certain tasks or jobs.

Target group (ciljna skupina)

The target group includes potential participants of publicly verified education programmes for adults. As a rule, the programmes are designed to take into account the educational needs of adults and are intended for a group of adults with certain characteristics.

ABBREVIATIONS USED

EQF - European Qualifications Framework

MIZŠ – Ministry of Education, Science and Sport

OECD – The Organisation for Economic Cooperation and Development

ReNPIO13-20 – Resolution on the Master Plan for Adult Education in the Republic of Slovenia for 2013–2020

SIAE – Slovenian Institute for Adult Education

SQF – Slovenian Qualifications Framework

ZIO-1 – Adult Education Act, 2018

2 INTRODUCTION

The second point of Article 17 of the Adult Education Act (Official Gazette of the Republic of Slovenia, No. 6/18; ZIO-1) provides that the Guidelines for Preparation of Publicly Verified Education Programmes for Adults be produced by the Slovenian Institute for Adult Education (hereinafter SIAE) and be adopted by the Council of Experts for Adult Education (hereinafter Council of Experts). By decision No. 024-24/2018 dated 8 May 2018, the Minister of Education, Science and Sport appointed a working group[1] for the drawing up of the Guidelines for Preparation of Publicly Verified Education Programmes for Adults (hereinafter Guidelines). The working group also invited other professionals to participate in the preparation of the Guidelines.[2]

Publicly verified education programmes for adults (hereinafter programmes) are programmes that contribute to raising the level of literacy and key competences and to improving the level of general education of adults, but they do not grant an officially recognised educational qualification.

In terms of pursuing the principles and goals of public interest, these programmes are important primarily because they:

- pursue the principle of lifelong education and learning;
- contribute to the connection between formal and non-formal education at the systemic level;
- promote education and learning among low-educated and other vulnerable groups of adults;
- enable the improvement of knowledge after acquiring an educational qualification or facilitate inclusion in formal education leading to an educational qualification or vocational qualifications;
- enable the acquisition of the knowledge, skills and personality traits needed by adults for a successful and quality life and work and to be able to get involved and participate constructively in social processes;
- strengthen competences for mutual tolerance, respect for human diversity and mutual cooperation and respect for human rights and fundamental freedoms;

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1 Working group composed of: Katja Dovžak, MSc, president. Members: Elido Bandelj, Teja Dolgan, Alenka Grželj, Sonja Kump, Ph.D., Estera Možina, MSc., Tanja Možina, Ph.D., Janko Muršak, Ph.D., Ema Perme, Maja Radinovič Hajdič, MSc., Boštjan Rozman Zgonc, Natalija Žalec, MAEd (GB) The working group completed its work on drafting the proposal for the Guidelines in March 2019.

2 Other professionals: Andrej Sotošek, MSc., Olga Drofenik.

- ensure learning outcomes that match the SQF and EQF level descriptors. They include current topics and modern methodical education and develop critical thinking, etc.;
- include aspects of sustainable development, green economy, culture and health.

With these programmes, we are fulfilling the commitments from the national and the European strategic development documents related to adult education. These programmes are driving the implementation of the Resolution on the Master Plan for Adult Education in the Republic of Slovenia for 2013–2020 (Official Gazette of the Republic of Slovenia, No. 90/13; "ReNPIO13-20"), specifically its first goal, which refers to "raising the level of education of the population and the level of key competences", and its fourth goal, which refers to "improvement of the level of general education". By drafting these Guidelines, we want to ensure the development of a quality and balanced offer of these programmes for various adult target groups.

In addition to the adult education goals from the ReNPIO13-20, these programmes also serve to meet the guidelines for the development of literacy, key competences and general education of adults who are less involved in lifelong learning, which are covered in several key European documents listed below.

Among other things, the New Skills Agenda for Europe – Working together to strengthen human capital, employability and competitiveness (2016) emphasises the priorities for action in improving the quality and importance of the acquisition of knowledge and skills. It underscores strengthening the foundations for acquiring basic knowledge and skills for flexibility in adapting to change. Further development of the key competences is also important, especially from the viewpoint of higher, more versatile knowledge and skills.

Council Recommendation on Upskilling Pathways: New Opportunities for Adults (2016) specifically highlights the principle under which everyone, including adults, has the right to quality and inclusive education, training and lifelong learning. This is one of the 20 key principles of the European Pillar of Social Rights. The Recommendation notes that in today's society everyone needs to have a wide set of skills, knowledge and competences, including a sufficient level of literacy, numeracy and digital competence, in order to achieve their full competences, play an active part in society and undertake their social and civic responsibilities. Such skills, knowledge and competences are also crucial for accessing, and progressing in, the labour market and for engaging in further education and training.

The Survey of Adult Skills in Slovenia ("PIAAC 2016") identified gaps in the basic skills of adults (literacy, numeracy and problem solving in technology-rich environments) in a significant portion of the adult population. These refer to the proficiency of adults in information-processing skills essential for full participation in the knowledge-based economies and societies of the 21st century. One in four adults aged 16–65 scored lower in all measured skills than the average across developed OECD countries. According to the survey results, these skills are necessary for fully integrating and participating in the labour market and for lifelong learning, are transferable to a variety of social contexts and work situations and can be developed and improved throughout a person's life.

Both in terms of the assessed needs of adults for the improvement of literacy, key competences and general education and in terms of national and European strategic orientations, the development of the programmes is expected to bring about long-term positive effects in the following areas:

- The strengthening of key competences in vulnerable groups of adults drives economic efficiency and social justice, as they have a considerable impact on the distribution of economic and social achievements in society. If a large proportion of adults do not have sufficiently developed reading and mathematical skills, introducing and disseminating productivity-enhancing technologies is more difficult, resulting in potential interruptions to the organisation of work. However, the effects of developed skills affect not only earnings and employment but also many other areas, and they have been shown to have significant social effects: better health, higher social inclusion, and they also support higher productivity and economic growth, thereby contributing to employment and improving the quality of jobs (Javrh, 2018).
- "Planned investments into general adult education can indirectly and through adequately developed support activities contribute the most to bridging social, intergenerational and spatial differences as well as to social inclusion, active citizenship, cultural literacy and tolerance for otherness, and in the long-term, they also contribute to raising the level of education of the population, sustainable consumption and production and greater equity in the education system" (ReNPIO13-20, p. 42).

The programmes currently in force shall not be terminated with the adoption of the Guidelines.

These Guidelines shall be applied in drawing up new programmes and when making any potential changes to the currently valid programmes for adults.

Furthermore, developers of non-formal education programmes for adults can also apply these Guidelines when appropriate.

With the adoption of the Guidelines for Preparation of Publicly Verified Education Programmes for Adults by the Council of Experts for Adult Education, the provisions relating to publicly verified education programmes for adults in Guidelines of the curricular reform of adult education and design of adult education programmes from 1998 (slo. "Izhodišča za kurikularno prenovo izobraževanja odraslih in oblikovanje programov za izobraževanje odraslih") shall cease to apply.

3 TYPES OF PUBLICLY VERIFIED EDUCATION PROGRAMMES FOR ADULTS

Article 16 of the ZIO-1 sets out two types of programmes, i.e. programmes for acquisition and raising the level of literacy and key competences and programmes for raising the level of general education.

3.1 Programmes for acquisition and raising the level of literacy and key competences

Development of programmes for raising the level of literacy and key competences is vital for the preparation of comprehensive support for vulnerable groups of adults. These programmes are part of efforts to improve, systematically and in the long-term, these skills in adults who did not have the opportunity to develop or maintain these skills to a sufficient extent during full-time education or later in life. Notions regarding the level of literacy[3] and key competences – as well as which key competences – adults need to lead a successful life in modern society change with the development of society. The national PIAAC 2016 survey in Slovenia was instrumental to understanding the issue and to assess the situation and needs. It revealed that one third or over 400,000 adults of working age in Slovenia achieve lower skills scores than adults in developed OECD countries.[4] The results from the PIAAC 2016 survey on the progress so far in educational services for the development of literacy and key competences and educational practice demonstrate that achieving long-term effects in education requires developing a variety of programmes and adapting them to the target groups' current needs.

In deciding what competences should be included as key competences in these Guidelines, we relied on the Council Recommendation on key competences for lifelong

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3 The concept of literacy keeps evolving as society develops. In the narrower sense, literacy is equated to communication competence, which includes reading, listening, speaking and writing. In its broader sense, literacy is the competence and social practice that keeps developing throughout one's life in various circumstances and in different fields and which permeates all their activities. Today, literacy is increasingly understood as a tool for research, understanding, creating and communicating in a modern world filled with print- or screen-based texts and information that is becoming more and more digital and constantly evolving.

4 According to the results of the PIAAC 2016, these adults are only capable of reading short and simple texts and can successfully perform only simple mathematical operations (Javrh, 2016).

learning (2018). It includes eight key competences citizens need for personal fulfilment, social inclusion, active citizenship and employability in a knowledge-based society.

These key competences include:

1. literacy competence;
2. multilingual competence;
3. mathematical competence and competence in science, technology and engineering;
4. digital competence;
5. personal and social competences and learning competence;
6. citizenship competence;
7. entrepreneurship competence and
8. cultural awareness and expression competence.

The key competences are equivalent. However, the results of the PIAAC 2016 survey show that the development of literacy and other competences requires strengthening of these basic skills:

1. basic literacy skills,
2. basic numeracy skills and
3. digital skills.

In accordance with these Guidelines, the indicated basic skills must be included as appropriate in all programmes.

Previous practice in the development of literacy and key competences in Slovenia has shown that the definition of key competences in the European document is too general for the purposes of planning programmes, formulating implementation plans and executing the education process. The development and execution of programmes for adults are founded on the educational needs and interests of target groups. This is why in Slovenia we have developed descriptors for all key competences at the lowest and at the optimum level.[5] They describe the respective key competence and show what it encompasses. Descriptors can be used when planning a programme as well as when formulating an implementation plan and monitoring progress.

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[5] The Slovenian Institute for Adult Education creates descriptors of key competences within the framework of the multi-annual project entitled Professional Support for the Area of Key Competences 2016–2022 (slo. "Strokovna podpora razvoju področja temeljnih kompetenc 2016–2022"), link: https://pismenost.acs.si/projekti/ess-6/gradiva/knjizice-z-opisniki/

3.2 Programmes for improvement of the level of general education

The development of programmes for improvement of the level of general education ensures a balance between those based on the needs of the individual or the various adult target groups and those intended for solving issues in the community. The way the goals and the purpose of general education are understood is important when deciding about the content areas and promoting the preparation of programmes for improvement of the level of general education. The goal of general education is "to understand oneself and the world we live in, as opposed to specialist and vocational education whose aim is in-depth knowledge about and mastery of a specific corpus of knowledge and associated skills, and their application in a given theoretical and practical field" (Kodelja, 2004, p. 38).[6] When developing programmes for raising the level of general education, the balanced representation of these content areas is taken into account:

•   personal development, health and a healthy lifestyle;
•   nature, the environment and sustainable development;
•   national affiliation (national identity, cultural and historical heritage, etc.);
•   European and world cultural heritage (knowledge and tolerance of other cultures, globalisation, etc.);
•   community participation (active citizenship, development and specific features of the community, knowledge of the legal system and state institutions, the role of civil society, etc.);
•   intergenerational cooperation, etc.

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[6] The concept of general education can be summed up with the statement: "An educated person must be able to think and write clearly and efficiently; an educated person must reach in-depth knowledge in certain fields of learning and develop the ability of logical reasoning and analysis; they must know how to critically evaluate the pathways used to obtain and use knowledge /.../ in particular, they must be instructed in aesthetic and intellectual experiences relating to literature and the arts, history, /.../ social sciences, /.../ physical and biological sciences; they must demonstrate a certain level of understanding of moral and ethical issues; they must be familiar with other cultures, and what distinguishes them from an uneducated person is precisely the extent to which they are able to see their own life experiences in a broader context." (Kodelja, 2004, pp. 38–39)

3.3 Public validity of programmes

A certificate of training, which is an official document, can be obtained in both types of programmes. The certificate of training is issued by the programme provider.

Programmes can be designed so as to include external assessment of knowledge. In such cases, programmes also include examination catalogues to be used for external assessment of knowledge, which are submitted to the Council of Experts for confirmation along with the programme. In cases where a valid need for external assessment of knowledge arises in a programme that has already been adopted and is being implemented without it, a justification explaining why external assessment of knowledge should be introduced can be submitted to the Council of Experts subsequently, along with the examination catalogue for external assessment of knowledge.

Pursuant to Article 15 of the ZIO-1, it is also possible to carry out procedures for a recognition of equivalence of educational standards for all programmes. Knowledge from general education areas for which the Council of Experts has established an equivalent educational standard is taken into account in further education. In the certificate of successful completion of programme, which is an official document, the provider shall state which educational standard the acquired knowledge is equivalent to.

4 CONDITIONS FOR PREPARATION OF PROGRAMMES AND APPRAISAL AT THE COUNCIL OF EXPERTS

Listed below are the conditions that the programme developer and the Council of Experts observe when considering a programme.

Table 1: Conditions for planning and appraisal of programmes

	Condition
1. condition	The programme contributes to the achievement of national goals of adult education in various fields.[7]
2. condition	The programme contributes to the achievement of international goals of adult education in various fields.
3. condition	The programme is a response to identified needs arising from a needs analysis, research, studies, etc. conducted at the national level.
4. condition	The programme includes literacy, numeracy and digital skills.
5. condition	The programme is at least 100 hours long.
6. condition	The programme provides an assessment of the level of knowledge and skills according to the SQF descriptors.

1st condition: When submitting a programme for consideration, the programme developer justifies how the programme will contribute to the achievement of national goals of adult education in the field for which it is being prepared. These can also include other fields besides adult education: e.g. work and social affairs, health care, agriculture, culture, the environment, internal affairs, etc. The justification includes a description of the legal bases and references to the goals and orientations listed in

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7 These include: education, work, agriculture, health care, culture, the environment, internal affairs, etc.

country strategy papers, such as strategies and national programmes in the field for which the programme is being prepared. The justification should be attached to the programme.

2nd condition: When submitting a programme for consideration, the programme developer justifies how the programme will contribute to the achievement of international orientations and goals that Slovenia committed itself to achieve. The justification also includes an indication of the international documents with reference to the goals or orientations that are important for the programme. The justification should be attached to the programme.

3rd condition: When submitting a programme for consideration, the programme developer explains which identified educational needs of adults the programme is a response to. The justification may include data and findings collected through own research relating to the identification of the needs of adults or by virtue of social partners, local communities and other stakeholders. Connections with national or international research or studies should also be stated in the needs analysis. The needs analysis should be attached to the programme.

4th condition: The developer includes the acquisition of basic literacy, numeracy and digital skills, as appropriate, in both types of programmes. With this, they specify strengthening of the basic skills of adults that are defined by the national strategic objectives.

5th condition: When preparing a programme, the developer takes into account its duration of at least 100 hours of organised education. The programme allows adults to expand and deepen their knowledge and acquire skills. Programme participants also develop their own views and mindset, e.g. attitude toward learning and the environment, view on refugees, attitude toward cultural heritage and tradition, etc. The programme provides a sufficient number of hours of organised education to develop all three listed aspects of competence – knowledge, skill, mindset/attitude. Determination of the duration of the programme is well thought out, as it contributes to the realisation of the adult's right to quality education – considering that the target group may also include vulnerable groups of adults with low education or without it. In terms of achieving the desired effects, it also means the protection of public interest or the protection of state investments in these types of programmes.

6th condition: When submitting a programme for consideration, the programme developer provides an assessment of the level of knowledge and skills according to the SQF descriptors.

5 PRINCIPLES FOR PLANNING ADULT PROGRAMMES

This chapter provides further information about seven basic principles that should be considered when planning education programmes for adults.

5.1 Andragogy cycle as the foundation for planning programmes

The developer designs the programme for adults in accordance with the phases of the andragogy cycle. This is a basic principle defined by the recurring cycle in which individual learning changes take place. During planning, the programme is roughly[8] defined by four phases: identification of educational needs, planning, execution and evaluation of the learning process. It takes place at the level of the programme as a whole – from identified needs through its design and through implementation to its validation (during or after implementation). It also occurs in the course of the learning sequences taking place every time the programme is carried out. This means at different levels: from the position of the programme developer and from that of the programme provider or participant. In other words, the cycle set out by the programme developer in the programme's design also occurs when the programme is being carried out, though it is slightly different every time – depending on the circumstances in which the programme is taking place. For the developer, these phases serve as a meta-plan of the programme in which they also consider each of the components used to specify the programme. This enables the provider to choose and adapt goals, contents, methods of formative assessment and summative assessments as well as the forms and methods of learning for the learning group and the individual. The individual components of the programme are appropriately broken down and the programme is coherent.

5.2 Identifying the needs of individuals and society for education

During programme planning, the developer takes into account the identified interests and needs of individuals and society for education resulting from a substantively and

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8 Some define it in even greater detail: 1. identification of needs, 2. planning the programme, 3. programming the contents, 4. preparation and organisation of the educational process, 5. execution of education, 6. evaluation of outcomes. However, programming can be viewed as being part of planning, and the preparation and organisation of the educational process can be seen as being part of execution. Evaluation is not just about assessment learning outcomes in the narrow sense (of those listed in the knowledge catalogue) but also includes evaluation of the learning process as a whole from different perspectives.

methodologically adequately prepared and presented needs analysis. This also includes an analysis of the characteristics of the target groups of the programme. This is the foundation for all subsequent phases of programme planning. Although discussions in the field are mainly about the educational needs of vulnerable groups,[9] it is important that the planning takes all adults into account.

From the perspective of Slovenia's development on a global scale, when it comes to the needs of individuals and the wider society for education, it is important to note the key competences associated with the development of Industry 4.0 and Industry 5.0. Both involve different levels of digital competence as well as general education and key competences related to communication, teamwork and the development of transversal competences that promote and enable the creativity of adults. They also encompass changes in life courses and altered social patterns (e.g. multiculturalism or demographic change, global issues related to sustainable management of natural resources, the participation of individuals in solving community issues, etc.), which repeatedly require people to learn to live differently.

5.3 Selection of a development strategy

The developer decides on the development strategy for the programme according to the identified needs of the target group, potential participants and the purpose of the programme. It is recommended to employ a combination of an objectives-driven and a process-development programme planning strategy. The first relates to learning objectives, while the process-development models focus on the learning process and process-development goals.

Process-development programming offers flexibility in the implementation of the programme, because the programme can be adapted to the specific needs and characteristics of adults in the learning group. This strategy also includes goals, but they are set less precisely and bindingly than in the objectives-driven strategy; they

9 Scientific literature and research cite a large number of vulnerable or marginalised groups, both those who are already in a distinctly marginalised position or even socially excluded as well as those at risk of marginalisation and social exclusion. Trbanc et al. (2003) use the term vulnerable groups to refer to groups in which various forms of deprivation (e.g. material or financial, educational, employment, housing, etc.) are intertwined and which are often significantly disadvantaged in terms of access to important resources (such as employment or education). With the growth of socially excluded groups (e.g. the long-term unemployed, older pensioners, young adults – dropouts, especially those from less privileged backgrounds, people with disabilities, etc.), expert discussions increasingly drew attention to the need for society to act before certain groups become socially excluded. This is how the term vulnerable groups came about, meaning groups that, in terms of certain characteristics, are identified early enough as groups (or individuals) that need assistance to avoid becoming socially excluded (Vilič Klenovšek and Rupert, 2010).

are formulated more at the level of principles and values that are a criterion for the choice of learning contents and methods. This strategy focuses on the process of acquiring knowledge and developing skills and virtues – in short, the comprehensive development of the personality of an adult – not only in the cognitive but also in the affective (emotional, sociomoral) and psychomotor areas.

Priority is given to the principles, learning contents and methods integrated into the process, which contribute to the development of the personality potentials of adults. In addition to the development of cognition, which is the first condition for critical thinking, it is also about the development of those cognitive and affective characteristics that enable gradually building the value orientation of the adult and autonomous morality. Furthermore, it is also about mastering the knowledge, skills and habits that allow an adult to have quality interactions in various social positions (private, professional, community activities).

The application of appropriate strategies and methods enables development of various competences, among them learning in particular, which is considered a meta-competence in process-development planning. It enables the development of other competences and the sustainable development of an individual. Such programmes are expected to have a greater choice of content and to use various forms and means and methods of formative assessments and summative assessment of knowledge that promote the comprehensive development of adults.

5.4 Programme structured in modules

Where appropriate (e.g. for longer programmes, diverse content), the developer designs the programme in modules and thus increases its flexibility. Modules are rounded programme units that can differ in content, difficulty or optionality. The developer carries them out in a specific or optional order, in different time periods, and they can be compulsory or elective. This makes it easier to harmonise them with the educational needs of the participant or groups. They enable the participant to complete the programme as a whole or in parts. A programme that includes both compulsory and elective modules allows the participant to choose from the offered elective modules those that are in line with their needs and interests.

5.5 Programme openness

The principle of programme openness means that a part of the programme is supplemented in terms of execution. It means that 80% of the programme is prepared and confirmed at the Council of Experts, while 20% remains open and is determined by

the provider in collaboration with various stakeholders (local community, employers, the Employment Service, social work centres, etc.).

In addition to the above, programme openness is also related to the choice of educational resources, the choice of learning forms and methods of work as well as the methods of formative assessments and summative assessment of knowledge. The principle of openness of the programme is also reflected in its flexibility. It can be executed in different orders or by emphasising, in accordance with the educational needs of the learning group and the individual, those contents and goals that are most important to them in a given period.

The principle of programme openness gives providers autonomy and responsibility for the quality preparation of the open curriculum. When planning the implementation, the provider in this way thoroughly elaborates the various aspects of the programme – in relation to the compulsory components of the pre-determined part of the programme on the one hand and the specificities related to the concrete learning context(s) on the other (e.g. characteristics of the adult target group, the needs of adult participants, the level of development and the needs of the environment), and then harmonises the two with each other.

5.6 Flexibility in programme planning

Flexibility in programme planning means that the programme:

- is based on the own activity and creative participation of programme participants;
- takes into account the appropriate proportions between individual and group education;
- leverages modern forms of education based on e-learning and the use of new and multimedia technologies; and
- enables a variety of ways of assessment of the acquired knowledge and skills and progression through the programme.

5.7 Programme monitoring and evaluation

Already at the planning stage, the programme developer takes into account issues relating to the implementation or fulfilment of goals, which means that they also plan monitoring and evaluation. This has a significant impact on programme quality. Even though it is the last phase of the andragogy cycle, evaluation does not take place only at the end, when the programme expires, but it is a process having determined intermediate steps and lasting throughout the implementation of the programme. At

the end of any given learning sequence, for example, when we want to find out what is happening in the programme, the provider can adjust the programme accordingly if the selected teaching methods are not working, etc.

According to modern expertise, programme monitoring and evaluation must be carefully planned, setting out their goals, criteria and instrumentation. The envisaged instrumentation is used to collect data on the quality and level of implementation of all components of the programme in order to change and improve the education programme. Monitoring and evaluation are not specifically defined in the set of components, but it is essential that the developer considers these issues when planning the programme. This can be done when determining the organisation of the programme's implementation or when formulating the examination catalogue or during the formative assessment and summative assessment of knowledge. Consideration of issues related to monitoring and evaluation allows the developer to evaluate the programme from different perspectives: from the perspective of its components, participants and teachers, whereby it is also possible to evaluate the influence of factors that (also) affected its implementation and their interaction in specific circumstances (e.g. teachers' work, timing of modules, participants' situational barriers, etc.).

6 PROGRAMME COMPONENTS

This section sets out the compulsory programme components, which are the foundation for quality planning and a guiding principle for the appraisal of the programme at the Council of Experts.

6.1 Programme name

The name of the programme is short. It states that the programme is intended for adult education (example: Programme for adults, etc.). The shorter name of the programme should also be listed, or the abbreviation, if appropriate.

Choosing a name requires consideration, as it should reflect the purpose of the programme. The name has a motivating effect and appeals to the virtues (positive qualities) without highlighting the weaknesses/shortcomings of the participant. Careful choice of name helps the participant understand what to expect from the programme, how they will benefit by participating in the programme, what the programme will train them for, etc. For an adult who less frequently attends organised forms of education or is a member of a vulnerable group, an appropriately chosen name evokes positive and encouraging associations related to education. It is important for the name to be derived from the potential interests and circumstances of adults in terms of pragmatism.

Criteria for appraisal:
- The name of the programme enables the adult to identify the purpose of the programme and encourages them to participate.
- The name of the programme evokes positive and encouraging associations related to education.

6.2 Purpose of the programme

The purpose of the programme outlines the general changes that the developer wants to achieve in the participant through the educational programme.

This section states which type of programme this is – a programme for acquisition and raising the level of literacy and key competences or a programme for improvement of the level of general education. The purpose of the programme for improvement of the level of general education derives from the general development needs of society and

the needs of the adult. The same is true in the case of programmes for acquisition and raising the level of literacy and key competences, where the current needs of the adult arising from the requirements of their work and living environment are even more emphasised. Having a properly defined purpose of the programme ensures systematic further planning.

The developer outlines which educational needs the programme addresses or how this will impact the participant's life. In doing so, they take equal account of the social needs, work needs and needs of the individual.

Criteria for appraisal:
- The purpose of the programme sets out the vision of general changes to which a particular educational programme aspires.
- The purpose of the programme is achievable and consistent with other programme components.

6.3 Target group

The target group comprises adults for whom the programme is intended. These adults are connected by some similar characteristics that also significantly shape the profile of their educational needs that can be met in the respective programme.

Target group data helps the developer determine other programme components and is vital for the programme developer, provider and adult education counsellor. With it, the provider can adapt the implementation of the programme to the learning group more easily, as they will know what needs to be changed and how by comparing the characteristics of the target group and the characteristics of the participants in the learning group. The record makes it easier for adult education counsellors and others who guide adults in education to determine whether the programme is appropriate for the adult to whom they are providing guidance.

The developer defines the target group on the basis of data derived from quantitative and qualitative analyses, evaluations or research. The data expresses the scope and social position of the target group relative to educational and socio-cultural needs. It also shows whether there are any particularities and deviations related to individual target groups.

- gender;
- age;
- educational qualification;
- status of participants (e.g. employed, unemployed, retired);
- psychophysical characteristics, abilities, skills, previously acquired knowledge, interests, etc.;
- other social characteristics (e.g. immigrants, rural population, etc.).

In addition to the educational needs of the target group, it also makes sense to point out the factors that encourage or hinder adults in education. Internal barriers (bad experiences from past education) and virtues (e.g. commitment, diligence, a sense of belonging) are the factors that act either as a disincentive or an incentive to enroll and complete the programme.

Criteria for appraisal:

- The description of the target group shows the educational needs the programme is designed to fulfil.
- The description shows the social position of the target group.

6.4 Programme goals

In this component, the developer defines the key competences and general goals that the participant will achieve or develop in the programme.

Key competences

Under this component, in the case of a programme specifically designed to develop key competences and, if applicable, a programme to improve the level of general education, the developer should indicate the key competences that the programme participant will develop. This can be one or several key competences (e.g. literacy, multilingual competence, digital competence, citizenship competence, etc.). In this case, competence is understood holistically, from the perspective of knowledge, skills and the developmental or relational aspects.

Programme goals

In defining the general goals of the programme, we should specify the expected changes in:

- knowledge (e.g. is acquainted with, knows, understands, etc.);

- skills (e.g. uses, makes, executes, reads, calculates, writes, etc.); and
- mindset, attitude toward something, perception of oneself and others (e.g. develops an attitude toward ..., develops awareness, strengthens motivation, etc.).

It is important that the developer defines this component only at a general level, without going into too much detail in specifying the goals of the programme. The first and the second type of goal (knowledge and skills) will be detailed in the knowledge catalogues, while the third type (mindset, attitude) will be taken into account by the developer when executing the education as process-oriented principles to be developed as appropriate during the educational process.

Under this component, the programme developer should provide an assessment of the level of knowledge and skills according to the SQF descriptors.

Criteria for appraisal:

- The general goals of the programme are consistent with the purpose of the programme.
- The general goals of the programme show what its participant will achieve or develop.
- An assessment of the level of knowledge and skills according to the SQF descriptors is provided.

6.5 Knowledge catalogue or programme contents

6.5.1 Structure and content design of the programme

Contrary to formal education programmes leading to an educational qualification, where the term "syllabus list" is most often still used to show the structure and contents of the programme, divided into complete units, these programmes are characterised by the fact that the contents are not divided into subjects but into other content units, such as a module or a content area. The term "syllabus list" was therefore replaced with the term "structure and content design of the programme".

These Guidelines envisages two versions of the programme structure:

- a programme structured in modules (Table 2); and
- a programme structured into content areas (Table 3).

The Council of Experts confirms 80% of the programme, for the compulsory and the elective parts.

The provider sets out 20% of the programme, specifically for the open curriculum.

Table 2: Programme structured in modules

Programme unit	Number of hours
A – Compulsory part of the programme	
Module name 1	
Module name 2	
...	
Total A	
B – Elective part of the programme	
Module name 1	
Module name 2	
...	
Total B	
C – Open curriculum	
Open curriculum	
Total C	
Total A + B + C	

Table 3: Programme designed by content areas

Programme unit	Number of hours
A – Compulsory part of the programme	
Name of content area	
Name of content area	
...	
Total A	
B – Elective part of the programme	
Name of content area	
Name of content area	
...	
Total B	
C – Open curriculum	
Open curriculum	
Total C	
Total A + B + C	

In both cases, the developer takes into account the compulsory, elective and open parts of the programme when planning the programme.

A: The compulsory part of the programme encompasses:
- at least 60% of the duration of the programme if the programme also has an elective part, or
- 80% of the programme duration if the programme has no elective part.

The compulsory part is the basic core content of the programme. This part includes contents intended for all programme participants according to the characteristics of the target group and the identified needs. The purpose and goals of the programme are also taken into account when designing such coherent content units.

The minimum duration of the programme is 100 hours, which is why the compulsory part lasts at least 60 hours if the programme has an elective part, or 80 hours if the programme does not have an elective part.

B: Elective part of the programme – comprises a maximum of 20% of the programme duration

The elective part of the programme is not compulsory. The decision on whether the programme will also include an elective part is left to the developer. In this part, it is especially important that the developer follows one of the fundamental principles for the preparation of programmes for adults, which is to enable participants to find contents in the programme that match their interests and to realise their right to participate in the making of their own education. The developer designs multiple modules or content areas for the participant to choose from. Whether the participant will choose one module or content area or more depends on the number of modules available.

The developer designs this part of the programme to take up to 20% of the duration of the entire programme. For programmes that are 100 hours long, the elective part can last up to 20 hours.

C: Open curriculum – comprises 20% of the programme duration

In collaboration with the local community, the provider prepares and adopts a knowledge catalogue covering 20% of the programme duration. The open curriculum lasts 20 hours in the case of a minimum programme duration of 100 hours.

The provider independently designs the open curriculum in line with regional and local needs. If the provider has autonomy in this regard, this means that they are solely responsible for adopting this part of the programme, i.e. without appraisal at the Council of Experts. The principle of flexibility in programme preparation is in this part satisfied

by the opportunity given to the provider to replace, adjust or re-develop it in accordance with identified needs without having to launch any external procedures to reconfirm the modified programme.

> *Criteria for appraisal:*
>
> - Structure and content design of the programme include the compulsory and open parts, but they may also include the elective part.
> - The compulsory part comprises a minimum of 60% of the programme duration.
> - The elective part comprises a maximum of 20% of the programme duration.
> - The open curriculum comprises 20% of the programme duration.
> - Duration of the programme is minimum 100 hours.

6.5.2 Knowledge catalogue

Knowledge catalogues are drawn up according to the principles of objectives-driven planning. This means that the goals of the programme are operationalised in the knowledge catalogue and defined as measurable learning outcomes. Procedures of formative assessment and summative assessment can identify what a participant has learned in the programme. At the same time, on the basis of defined different types of goals that they set, the programme provider autonomously and responsibly selects, at their own professional discretion, the content, methods of work and educational resources for achieving the goals of the programmes.

Knowledge catalogues are structured so that in their planning a connection is maintained with the primary purpose and goals that we want to develop with the programme or that the participant will achieve in the programme.

If the programme is structured in modules, the developer prepares a knowledge catalogue for each module.

In the case of an programme structured into content areas, the developer prepares one knowledge catalogue for the whole programme and adjusts the structure accordingly.

Orientations for preparing knowledge catalogues in programmes structured in modules

Knowledge catalogue in programmes structured in modules

If the programme is structured in modules, the knowledge catalogue is prepared for each module separately with the following components:

- module name;
- module duration (number of hours);
- key competences that participants will develop in the module;
- recommended content areas and contents or topics;
- knowledge that participants will acquire in the module;
- skills that participants will acquire in the module, including the basic skills of literacy, numeracy and digital skills.

Module name

The name of the module should be informative and clearly express the content of the module. When creating a name, care should be taken to preserve the substantive connection with the defined purpose of the programme.

This component is not defined in the case of an programme structured into content areas.

Module duration (number of hours)

Duration comprises the number of hours of organised education provided[10] that are planned for the module. This is prepared and executed by the programme provider.[11]

Considering the principle of autonomy of the provider and their responsibility, it is not necessary for the programme developer to precisely specify e.g. the number of hours for lectures, exercises, etc. out of the module's total number of hours when submitting the programme for appraisal. The provider will specify this when drafting the implementation plan for executing the programme. It is important, however, that the goals of the programme, and especially the knowledge and skills set out in the knowledge catalogue, are taken into account when determining the number of hours for the individual substantively coherent whole (module or content area) in programme

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10 Certain parts of the education system use the term "contact hours" to refer to organised education.

11 This includes: lectures, practical work (exercises, etc.), excursions, field work, group and individual consultations, organised preparations for formative assessment and summative assessment of knowledge, learning support, defence of seminar papers, group meetings or individual work with a mentor in e-learning, formative assessment and summative assessment of knowledge and other forms determined by the educational programme.

preparation. If, for example, the goals in the knowledge catalogues envisage that the adult will be practically trained for something, the developer takes this into account when determining the number of hours of the programme by anticipating and providing the appropriate number of hours for practical training or practical acquisition of skills in the programme.

On the other hand, if the programme developer finds that thanks to the nature of the programme it would make sense to precisely specify e.g. the number of hours for lectures, exercises, etc. at the programme level, it is advisable that they do so, although it is not required.

In the case of an programme structured into content areas, the developer specifies the number of hours for each content area.

Key competences that participants will develop in the module

With regard to goals, the developer will determine the key competences that the participant will develop in the programme. However, it is not necessary for the participant to develop all the required key competences in all modules. For each module, the developer should therefore list only the competences that will be developed by the participant in that module.

In the case of an programme structured into content areas, the key competences developed in the programme should be indicated.

Recommended content areas and contents or topics

Taking the principles of objectives-driven strategy into account, the knowledge catalogues may for each module also specify the content areas and contents or topics, but only in the form of recommended contents or topics that the programme provider (teacher, adult education organiser, etc.) can choose from; they can also decide to use other contents or topics if they believe the participant will be able to achieve the goals more easily in that way. This is why the choice of content or topics is left to the provider, who drafts an implementation plan for each topic. In this respect, the importance of the teacher's professional judgment becomes especially evident, seeing that with the appropriate choice of content or topics that are close to the real life or working circumstances of the participant, the teacher can enhance motivation to learn and thereby increase the chances of the participant realising their goals and achievements.

Knowledge and skills

When specifying the knowledge and skills, the developer should consider that in the Guidelines the key competences or competences in general are defined as a set of three

aspects: knowledge (cognitive dimension), skills (practical or action aspect) and the developmental or relational aspect (motivation, views, values, social or relational dimensions, etc.).[12]

The specification of knowledge and skills in programmes intended for the development of key competences represents the operationalisation of the key competences in practice. Moreover, in programmes for the improvement of the level of general education, it represents the operationalisation of the general goals set out by the developer in the component called programme goals.

In knowledge catalogues, we define how we will achieve the cognitive aspect of competence, which is covered by the term "knowledge", and the functional or action aspect of competence, for which we use the term "skill".

Table 4: Guidance for determining knowledge and skills for individual modules

Module	Knowledge	Skills

Table 5: Guidance for determining knowledge and skills for programmes structured into content areas

Content area	Knowledge	Skills

Different taxonomic levels are taken into account when defining knowledge and skills, and it makes sense to rely on taxonomies of goals, such as Bloom's, Marzano's, Gagne's[13] or other taxonomies, which enable the classification of descriptors into different levels of knowledge and skills.

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12 See also Terms and abbreviations.

13 Bloom: knowledge, comprehension, application, analysis, synthesis, evaluation or creation (cognitive domain), receiving, responding, valuing, (self)-organising, (self)-characterising (affective domain – views, values); Marzano: substantive and process-based, includes e.g. complex reasoning (comparison, classification, deduction, investigation, problem solving), working with resources, collaboration, presenting ideas, habits of mind. Gagne: basic and conceptual knowledge (understanding), procedural knowledge (understanding and effective mastery of algorithms and procedures; this can be either routine or complex) and problem-based knowledge (using knowledge in new situations, applying combinations of rules and expressions when dealing with a new situation, ability to use conceptual and procedural knowledge).

Knowledge

When defining "knowledge", the developer should take into account that the cognitive aspect of competence is about declarative and procedural knowledge, mastery of principles, theories and concepts and the development of higher cognitive levels – the systematic connection of knowledge, mastery of various mental operations, development of critical and creative thinking, etc. The developer defines what the adult should discover, know, understand, etc.

> **Examples of goals understood as "knowledge" the participant that will acquire in the programme:**
>
> - Knows the difference between free and paid online apps.
> - Distinguishes between cultural and natural heritage.
> - Tells the difference between organic and other types of waste.
> - Understands the operating principles of various mobile operating systems, e.g. Android, iOS, Windows mobile.
> - Explains the phenomenon of virtual reality.
> - Explains the benefits of sharing data in the cloud.
> - Explains graphically displayed data.
> - Explains how to dispose of waste according to the structure of the substance indicated on the label.
> - Breaks down the dangers of bionic technology.

Skills

In defining the skills that the participant will develop and acquire in individual modules or content areas, the developer should take into account that skills are about realising the functional or action dimension of competence. It is about the willingness to commit, to get involved and to use knowledge meaningfully in life and at work. When defining skills, the developer takes into account that they allow the adult to solve problems in everyday situations, to perform their daily activities.

> **Examples of goals understood as "skills" that the participant will acquire in the programme:**
>
> - Makes a payment for goods or services using various online payment methods (UPN payment orders, PayPal, cash on delivery).
> - Creates their own user profile on Facebook.
> - Uses the function to restrict access to shared documents.
> - Exercises the right to be forgotten electronically.
> - Writes a grammatically correct and contextually appropriate job application.
> - Formulates an annual plan for spending the family budget.
> - Develops a conversation about a read article or text.
> - Writes out unknown words from a text (in a foreign language) and tries to explain them meaningfully according to the context, then verifies the interpretation using an appropriate dictionary.

Basic skills

In the definition of skills in both types of programmes, the developer also includes the following basic skills, as appropriate:

- basic literacy skills,
- basic numeracy skills and
- digital skills.

Basic skill means the use-oriented or applicable aspect of a key competence.

Examples of defining key competences and basic skills in the Digital Literacy programme

In the **Digital Literacy** programme, the participant develops the following key competence:	Examples of definitions of basic skills[14]
Digital competence	**Reading** various texts on artificial intelligence and robotics, etc.
	Writing various texts and using advanced functions of the selected program for references, the table of contents, grammar checking, tracking changes, etc.
	Digital skills: e.g. preparing a laptop for use, creating folders, selecting apps on a mobile device, using browsers, taking photos with a mobile device and uploading and editing photos using the appropriate tools.
	Calculating using programs and apps, e.g. creating a spreadsheet in Excel to track income and expenses, preparing simple graphical representations, using online apps to convert currencies, calculate taxes, etc.

Examples of definitions of key competences and basic skills in the programme Spanish for Adults

In the programme **Spanish for Adults**, the participant develops the following key competence:	Examples of definitions of basic skills
Communication in a foreign language	**Reading** various texts dealing with everyday life, history, culture, language, natural heritage in Spanish, etc.
	Writing various texts in Spanish.
	Digital skills: e.g. using browsers to look up information about Spain and Spanish-speaking countries, using online translation services and dictionaries.
	Calculating e.g. using Spanish, using Spanish when making payments.

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14 The descriptors of individual key competences prepared by the SIAE can also be of assistance.

- If the programme is structured in modules, a knowledge catalogue is prepared for each module.
- The knowledge catalogue for each module specifies these components: module name, module duration, key competences, recommended contents or topics, knowledge and skills that the participant will acquire in the module.
- The knowledge catalogue in the case of an programme structured into content areas specifies these components: scope of each content area, key competences, recommended contents or topics, knowledge and skills that the participant will acquire in the programme.
- The basic skills of literacy, numeracy and digital skills are included in the knowledge catalogues as appropriate.

6.6 Duration of education

The developer sets out the duration of education as the number of hours[15] of organised education provided to participants. When defining the duration, they take into account the purpose and goals of the programme, the knowledge and skills defined in the knowledge catalogues and other programme components.

Duration of the programme is minimum 100 hours.

Criteria for appraisal:

- The programme includes a minimum of 100 hours of organised education provided to participants.
- The duration of the programme is realistic to the other components of the programme.

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15 One hour of organised education = 45 minutes.

6.7 Examination catalogue or other methods for assessment of knowledge

The primary purpose of the examination catalogue is to define the knowledge to be assessed and to anticipate the methods, procedures and time-based milestones for formative assessment or summative assessment of knowledge.

If the programme envisages external assessment of knowledge, the developer also sets out an examination catalogue for this. If the examination catalogue envisaged for obtaining a certificate of training, which is issued by the programme provider upon completion of the programme, will also be used for the external assessment, the developer should indicate this in the programme.

The plan of formative assessment and summative assessments of knowledge should be defined by the developer in the examination catalogue. The developer should consider in how much detail the programme should be specified, taking into account the purpose and nature of the programme.

The examination catalogue should have at least these components:

- defined knowledge and skills to be assessed in formative assessment or summative assessments;
- defined forms and methods of formative assessment or summative assessments of knowledge;
- methods of expressing learning outcomes;
- defined time periods when the assessment of knowledge take place.

When it makes sense in regard to the type of programme, the examination catalogue also includes:

- criteria for assessing the acquired of knowledge and skills;
- tools for measuring progress and acquired knowledge and skills.

Individual components of the examination catalogue are further clarified and detailed below.

Defined knowledge and skills to be assessed in formative assessment or summative assessment

The examination catalogue is closely related to the knowledge catalogue and the programme goals. The main purpose of formative assessment and summative assessment of knowledge and skills is to determine which learning outcomes

(knowledge, skills) the participant has achieved according to the programme. Considering the fact that knowledge and skills are defined already in the knowledge catalogue, they are the starting point in defining what knowledge and skills are to be assessed in formative assessment or summative assessment. Often the examination catalogue does not include all knowledge and skills defined in the knowledge catalogue and instead, for example, defines the minimum allowed scope of knowledge and skills that the participant needs to achieve in order to obtain an official document signifying successful completion of the training. When knowledge and skills are defined at multiple levels of difficulty (e.g. basic and advanced level), the developer also takes this into account in the examination catalogue.

In defining the knowledge and skills to be assessed in formative assessment and summative assessment under the programme, the developer can use a scheme similar to the one recommended for the preparation of knowledge catalogues. They can choose other ways as well, but what is important is that it is clearly indicated which knowledge or skills will be assessed.

Table 6: Guidance for determining knowledge and skills to be assessed in formative assessment or summative assessments

Module	Knowledge	Skills

Table 7: Guidance for determining knowledge and skills to be assessed in formative assessment or summative assessments under a programme structured into content areas

Content area	Knowledge	Skills

Methods of formative assessment and summative assessments of knowledge

The means and methods of formative assessment and summative assessment of knowledge are defined by the developer in the examination catalogue. In doing so, they take into account a number of programme goals that are assessed in formative

assessment or summative assessment with the chosen or other method. Even though the examination catalogue mainly contains definitions of the knowledge and skills that will be assessed in formative assessment and summative assessment, in specifying the means and methods of formative assessment and summative assessment, we should also include those that help monitor the strengthening of those aspects of competences that have been defined in the programme as "changes in mindset, attitude, etc.".[16]

In addition to the final formative assessment and summative assessment of knowledge, monitoring the participant's progress during the course of education is also important in adult education. Therefore, the plan of formative assessment and summative assessment of knowledge set out in the examination catalogue can be of help in ongoing monitoring and shows how the participant in the programme is progressing in terms of achieving the programme goals. This makes it possible to identify the incentivising or any disincentivising factors of learning that affect the recorded learning outcome.

In formative assessment and summative assessment of knowledge progress, it is important for the participant to have the possibility of self-assessment. This strengthens their competences related to learning and develops good learning habits. It is good if there are several assessors participating in the formative assessment and summative assessment of knowledge and that summative knowledge assessment, and formative assessment in particular, is not just a one-time event but rather a means to gauge progress and a basis for further planning of learning. It is also important that different forms are used and that different circumstances are created in which formative assessment and/or summative assessment of knowledge takes place. This allows adults to apply their knowledge and skills multiple times and in different problem situations, which triggers different metacognitive processes in the participant and deepens their knowledge, thereby achieving higher levels of knowledge. Additionally, tasks with complex design enable the development of skills and thus key competences.

In terms of measuring learning progress, it needs to be noted that an examination is not the only way to determine knowledge and skills. Formative assessment of knowledge is performed contextually (e.g. within the framework of a learning project or real circumstances where the participant demonstrates their knowledge and skills)

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[16] In choosing forms, and teaching methods and methods of assessment of knowledge in particular, it is necessary to keep in mind that these play an important role not just in conveying and strengthening knowledge but also in the transformation of knowledge that takes place in the participant as well as in the transfer of the acquired knowledge into real life and working circumstances (also known as learning transfer). This is why it is important that they are interactive and encourage thinking, motivation for learning and creativity and the development of various basic skills (e.g. literacy, numeracy, digital skills) and transversal competences (development of critical thinking, abstraction, concretisation, etc.). They also enable the disclosure and consideration of various internal and external factors that affect the participant's learning.

and in situations where the participant can optimally demonstrate learning progress (encouraging, stress-free circumstances and elimination of any factors that could hinder the demonstration of knowledge). Furthermore, it is essential that the different learning types and styles, etc. are taken into consideration when planning formative assessment and summative assessment.

Methods of expressing learning outcomes

The developer can express learning outcomes in various ways. The achievement of knowledge and skills can be assessed dichotomously (e.g. passed / failed to pass; achieved / failed to achieve) or with descriptive assessments, e.g. with descriptors that define knowledge and skills at different levels of difficulty. In this, the developer needs to take care that the chosen method of expressing learning outcomes does not hinder adults in the validation and recognition of knowledge for the purpose of inclusion in formal education. The achievement of knowledge and skills can also be expressed numerically or in percentages or with different adjectives (e.g. satisfactory, good, very good, excellent). Other aids can also be used in self-assessment and in the ongoing assessment of learning progress, e.g. graphics (marking progress on a line, for example) or symbols that can be used as a means of motivation or to express satisfaction with the progress, while allowing the participant to reflect on the factors that affected their learning progress.

Descriptive assessment is appropriate for those groups of adults that have a large deficit in knowledge and skills. It gives the participant a deeper and clearer insight into their learning progress and highlights any weaknesses and the parts where they should invest additional work, while also acknowledging their strengths. From this perspective, it can have a favourable impact on further motivation to learn. Descriptive assessment focuses on quality, not just the amount of knowledge and skills acquired.

Definition of time-based milestones

In the examination catalogue, the developer indicates or proposes the time, duration and frequency of formative assessment and summative assessment of knowledge.

Criteria for measuring the achievement of knowledge and skills

When appropriate and necessary given the nature of the publicly verified programme, the examination catalogue also sets out the criteria for measuring the achievement of knowledge and skills. With them, assessors can assess the level of knowledge and skills the individual has achieved. If the knowledge catalogue contains the developer's definitions of minimum learning outcomes that participants need to achieve in order to complete the programme successfully, the criteria will be designed in accordance with

this reference point. If the learning outcomes in the catalogue are defined at different levels of difficulty, the criteria will be designed to allow such an assessment.

Tools for measuring progress and the achievement of knowledge and skills

The purpose of the tools for measuring progress and the achievement of knowledge and skills is to detect the knowledge and skills of the participant at the various levels laid down in the knowledge catalogue, or in accordance with the defined learning outcomes. The examination catalogue can, if appropriate, also contain sample tools for measuring progress in knowledge and skills. These can be instructions for preparing assessment tasks to be completed by the participant or various self-evaluation tools or sources thereof (e.g. websites) that may be used according to the programme developer, even though they were not necessarily prepared by them. However, in terms of programme flexibility and adaptation, it makes sense that these are ultimately chosen or prepared by the programme provider themselves so that they can be adapted to the respective circumstances of implementation.

Criteria for appraisal:

- The individual's learning progress can be demonstrated and recorded using methods of formative assessment and summative assessments of knowledge and skills.
- The methods of formative assessment and summative assessment used are those that enable optimum demonstration of knowledge and skills according to the characteristics of the target group.
- The examination catalogue is drawn up according to the type of programme and the conditions for obtaining the official document (e.g. the programme in question features external assessment of knowledge).

6.8 Conditions for enrolment

The component sets out the conditions for adults in order to be enrolled in the programme.

The conditions for enrolment can vary between different types of programmes. When the programme has conditions for enrolment, the developer sets out all the required conditions, e.g. knowledge, skills, experience, psychophysical capacities and others. If there are no conditions for enrolment in the programme, the developer records this

as well, because this is important information for everyone who might want to join the programme, for those who provide guidance and guide adults in education and for programme providers.

The developer specifies the conditions for enrolment on the basis of an assessment of what prior knowledge and skills adults needs to be successful in the programme. A procedure may be envisaged and outlined to verify eligibility for enrolment in the programme. It can include, for example, proof by official document, an validation of the individual's knowledge performed by an authorised organisation, the recognition of work and other experience that meets the conditions for enrolment, etc.

When defining the conditions for entry and progress, the developer envisages different options for enrolment and progress tailored to the various needs, competences, learning styles and other characteristics of individuals. Particularly in the case of adults who are members of vulnerable groups and do not participate in organised forms of education, have limited access to education or have weak key competences, the developer should avoid strict conditions for entry. They should consider opportunities and incentives so that as many adults as possible would choose education.

Criteria for appraisal:

- The conditions for enrolment are designed so as to encourage and enable the inclusion of the target group for which the programme is intended.

6.9 Conditions for progression and completion of the programme

The conditions for progression of adults in the programme are defined by the developer where appropriate. Moreover, they also define, where appropriate, the conditions for completing the programme as a whole. It is also possible to set conditions for completing individual parts of the programme along with the conditions for completing the programme in such cases.

If the programme developer decides to set conditions for progression, e.g. mastery of specific knowledge, these conditions need to be elaborated precisely.

When there are no conditions for progression, this will be clearly stated and justified by the developer.

If the programme developer decides to set conditions for completing the programme, they will set out the conditions for completing the programme as a whole or for completing the individual parts of the programme.

When there are no conditions for completing the programme, this will be clearly stated and justified by the developer.

In cases where external assessment of knowledge is envisaged in the programme, they will also state the provider.

Criteria for appraisal:

- Conditions for progression of participants in the programme are adequately specified according to the type of programme.
- It can be concluded from the specified conditions that the conditions for completing the programme are mainly related to the achievement of the specified learning outcomes or goals of the programme.

6.10 Organisation of education

The organisation of education provides for the quality preparation and execution of the programme, because it operationalises the proportions between its components. It determines the duration of the learning unit and the order of learning units. The organisation also determines the recommended number of participants in the group and how the group will be divided if necessary; in short, how the work of the programme participants will be organised. It is recommended that the proportion between group and individual learning is indicated.[17] In addition to the minimum allowed scope, it makes sense to also indicate in the context of individual learning the purpose, content, forms, timing and the professional staff involved. Furthermore, the organisation can also determine the basic:

- andragogical forms of work, which can be either group or individual (e.g. course, correspondence, consultative, online, distance learning, instruction, study circles, etc.);

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17 Organised group work refers to the learning that takes place in various group-learning forms. Organised individual learning refers to the work in the programme that is envisaged for the individual, i.e. personal consultations relating to the drafting and implementation of independent learning tasks or activities that help the participant to determine their position, concrete learning needs and personal adjustments (e.g. identifying and confirming acquired knowledge, formative knowledge assessment, preparing a portfolio, creating a personal education plan, determining learning support, etc.).

- teaching methods (lecture, conversation, discussion, role play, case studies, working with written sources, etc.);
- internal relationships between learning forms and methods;
- methods and forms of engaging with the environment and promoting the programme in the environment;
- records and documentation on the programme kept by the provider;
- methods and course of programme evaluation that allow the monitoring of programme quality.

The organisation of education also includes defining the relationships, roles and duties among all stakeholders of the programme (e.g. participants, teachers, counsellors, external associates).

The provider can tailor the organisation to the specificities of the learning group as needed.

Criteria for appraisal:

- Organisation takes into account the characteristics of the target group and is in line with other components of the programme.
- Organisation indicates the proportion between group and individual learning.
- The roles and relationships between stakeholders in the programme are evident from the organisation.

6.11 Knowledge and training of education professionals

Education professionals in the programmes are teachers, adult education organisers and other professionals ("education professionals").

The programme developer defines the following in the programme:

1. knowledge of education professionals in the programme. The educational qualifications of education professionals are determined by the minister, whereby the knowledge specified in the programme and the conditions from Article 19 of the ZIO-1 are taken into account;

2. training of education professionals. Education professionals acquire training qualifications through professional and occupational training programmes.

In regard to programmes for acquisition and raising the level of literacy and key competences, the programme developer pays particular attention to how knowledge, skills and competences of education professionals are defined. In doing so, they take into account some of the new features from these Guidelines, for example the definition of skills the adult should develop in the programme and the inclusion of literacy, numeracy and digital skills. Competences and training of teachers for working with vulnerable groups of adults are essential to ensure quality education and the achievement of envisaged effects, whereby it is key that a systematic approach to professional development is employed on the basis of which teachers may develop an appropriate professional identity for working with these groups.

These Guidelines contain general recommendations regarding which areas the education professional should develop professionally. It is recommended that the education professional working with vulnerable groups of adults in programmes for acquisition and raising the level of literacy and key competences develop professional competences in the following areas:

- characteristics of adult target groups, with emphasis on vulnerable groups and the impact of these characteristics on education;
- identification of educational and other needs of vulnerable groups;
- implementation planning at the group and individual level, which considers the characteristics of vulnerable target groups and removes their obstacles in education;
- selection and application of adult education methods and special didactic approaches for the development of literacy and key competences;
- integrating the development of literacy and key competences with different areas of life to achieve success in personal fulfilment, participation in society, competitiveness and flexibility in the world of work (ensuring transfer of learning – knowledge is transferable and useful in everyday life).

Two examples of defining professional knowledge and skills of education professionals in the programme are provided in the tables below.

Table 8: Example of defining professional knowledge and skills of education professionals in the case of a programme structured in modules

Programme structure	Education professional	Knowledge	Professional development
Module I	Teacher	Higher education ...	Teaching illiterate immigrants
Module II	Teacher	Higher education ...	–
Module III	Teacher	Higher education ...	–
		Condition	*Not a condition, but a recommendation*

Table 9: Example of defining expert knowledge and skills of education professionals in the case of a programme structured into content areas

Programme structure	Education professional	Knowledge	Professional development
Content area	Teacher	Higher education ...	Teaching vulnerable groups
Content area	Teacher	Higher education ...	Teaching vulnerable groups
		Condition	*Not a condition, but a recommendation*

Criteria for appraisal:

- The professional knowledge and skills of education professionals are set out in the programme.

6.12 Certificate of training

The certificate of training is an official document the participant receives upon completion of all obligations envisaged under the programme. It includes a supplement containing a list of the knowledge and skills acquired in the programme. It serves as proof that the adult has mastered all knowledge and skills determined by the programme or the knowledge catalogues and examination catalogues. The certificate of training is issued by the programme provider.

The certificate of training provides an assessment of the level of knowledge and skills according to the SQF descriptors.

In accordance with Article 15 of the ZIO-1, the Council of Experts establishes an equivalent educational standard and the provider indicates in the certificate of training which educational standards the acquired knowledge meets.

Adults can use this certificate as evidence in the procedures of validation of acquired knowledge when entering further education or the labour market. The obtained official document is valid on the labour market and in the education system.

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