



# INCREASING ADULT LEARNING PARTICIPATION – LEARNING FROM SUCCESSFUL REFORMS

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# ABOUT THE STUDY



# Aims and objectives

Adult learning participation is key to unlocking the benefits of increasingly global and knowledge-based economies.

How can adult learning be increased in practice?

This study identifies policy lessons from reforms implemented in countries that increased adult learning participation.

Taking a dynamic perspective

Looking at improvers, not 'always high performers'

Analysing nitty-gritty of reforms



# Key research questions



What types of policies were implemented?



How were these policies developed?



How were these policies funded?



How were they implemented?



(How) did policy-learning take place?



# Methodology

## Country selection

Austria, Estonia,  
Hungary, Italy,  
Netherlands,  
Singapore

## Reform selection

17 reforms

## Case study research

Desk research,  
58 expert  
interviews

## Comparative analysis

Reform content,  
design, financing,  
implementation  
and further  
adaptation



# SELECTED REFORMS



# Austria – reviewed reforms

Participation rate in education and training, % 25-64 year olds



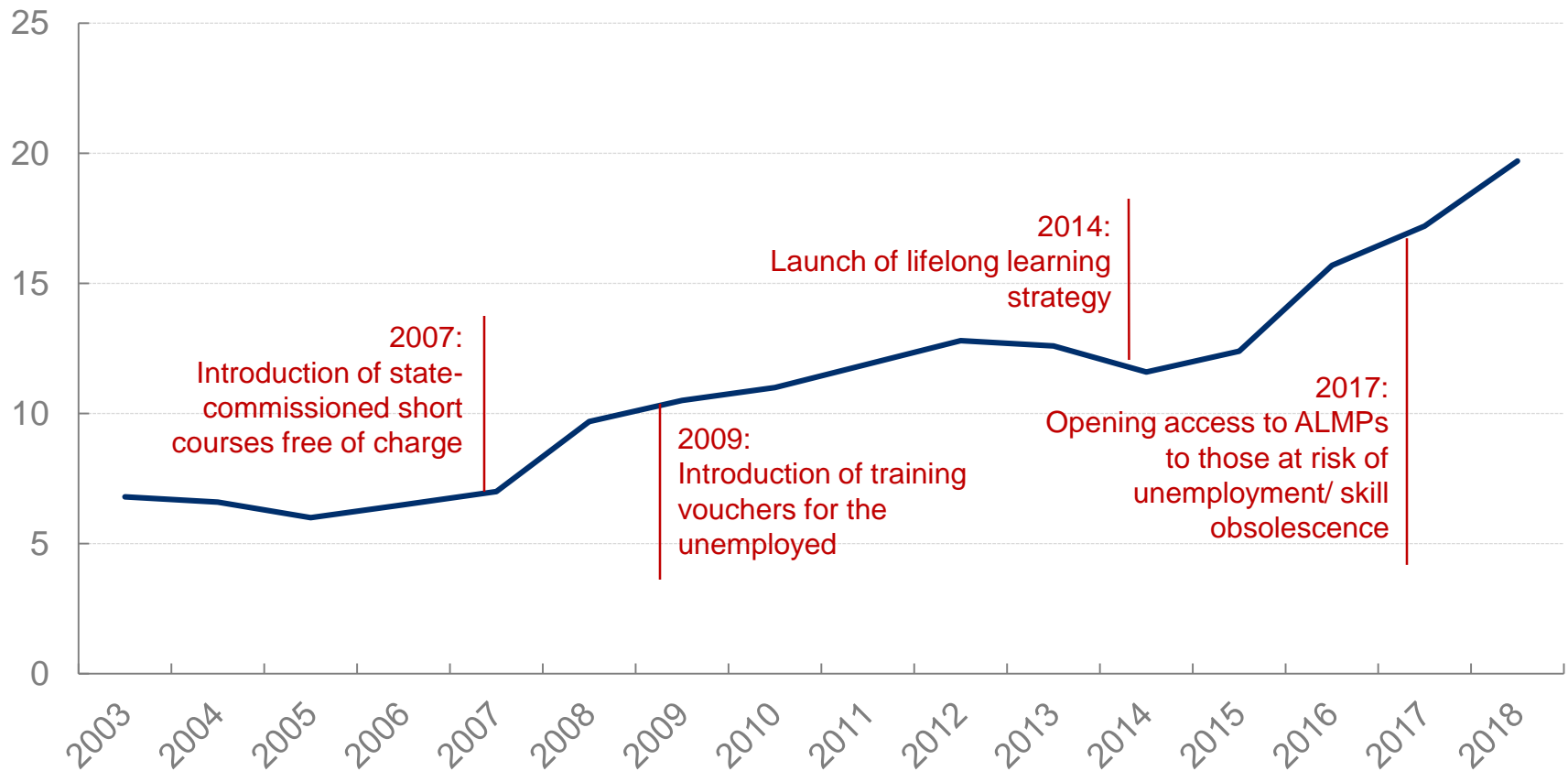
Source: European labour force survey data (trng\_lfse\_01)

Note: Education and training participation in last four weeks



# Estonia – reviewed reform

Participation rate in education and training, % 25-64 year olds



Source: European labour force survey data (trng\_lfse\_01)

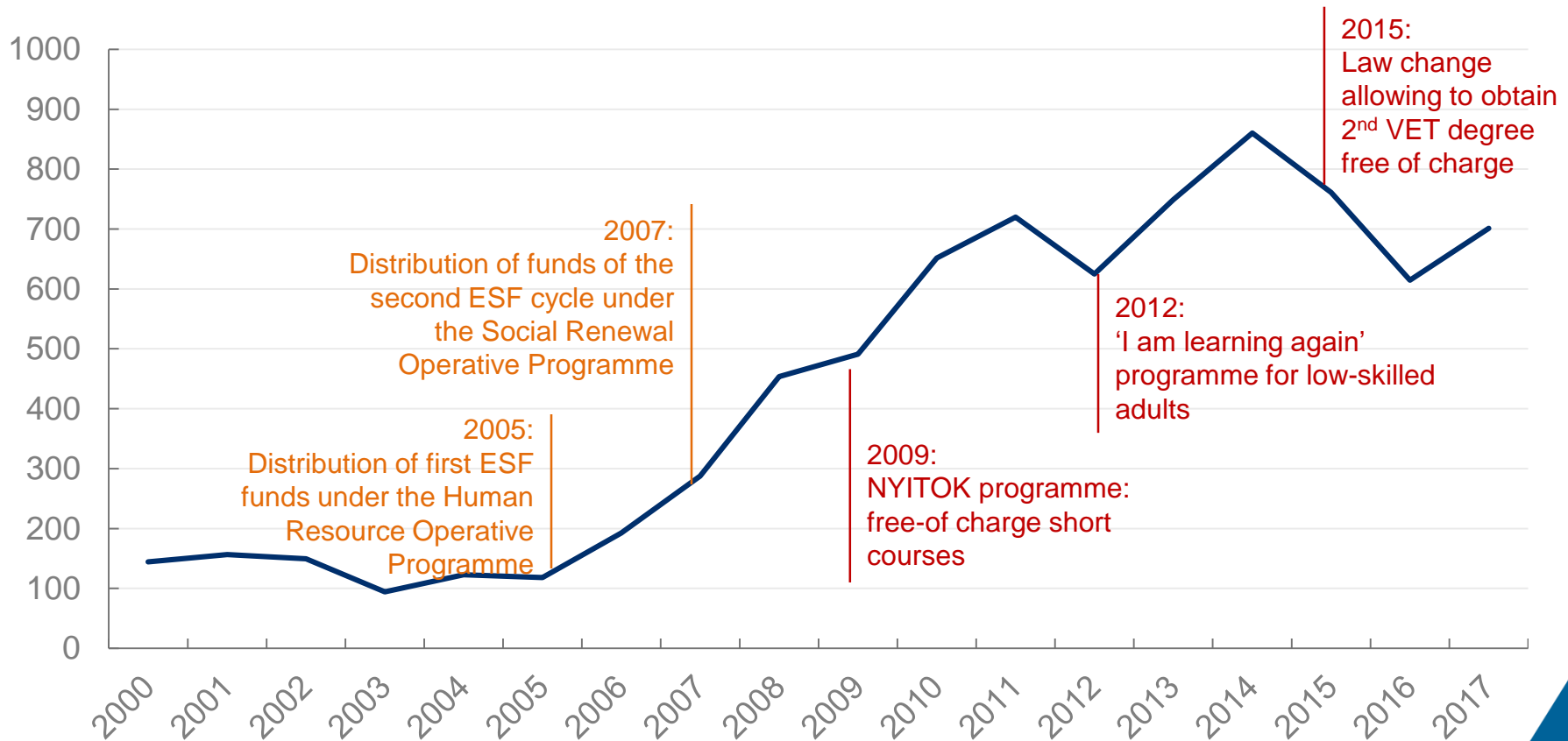
Note: Education and training participation in last four weeks





# Hungary – reviewed reforms

Participants in adult education and training (thousands)



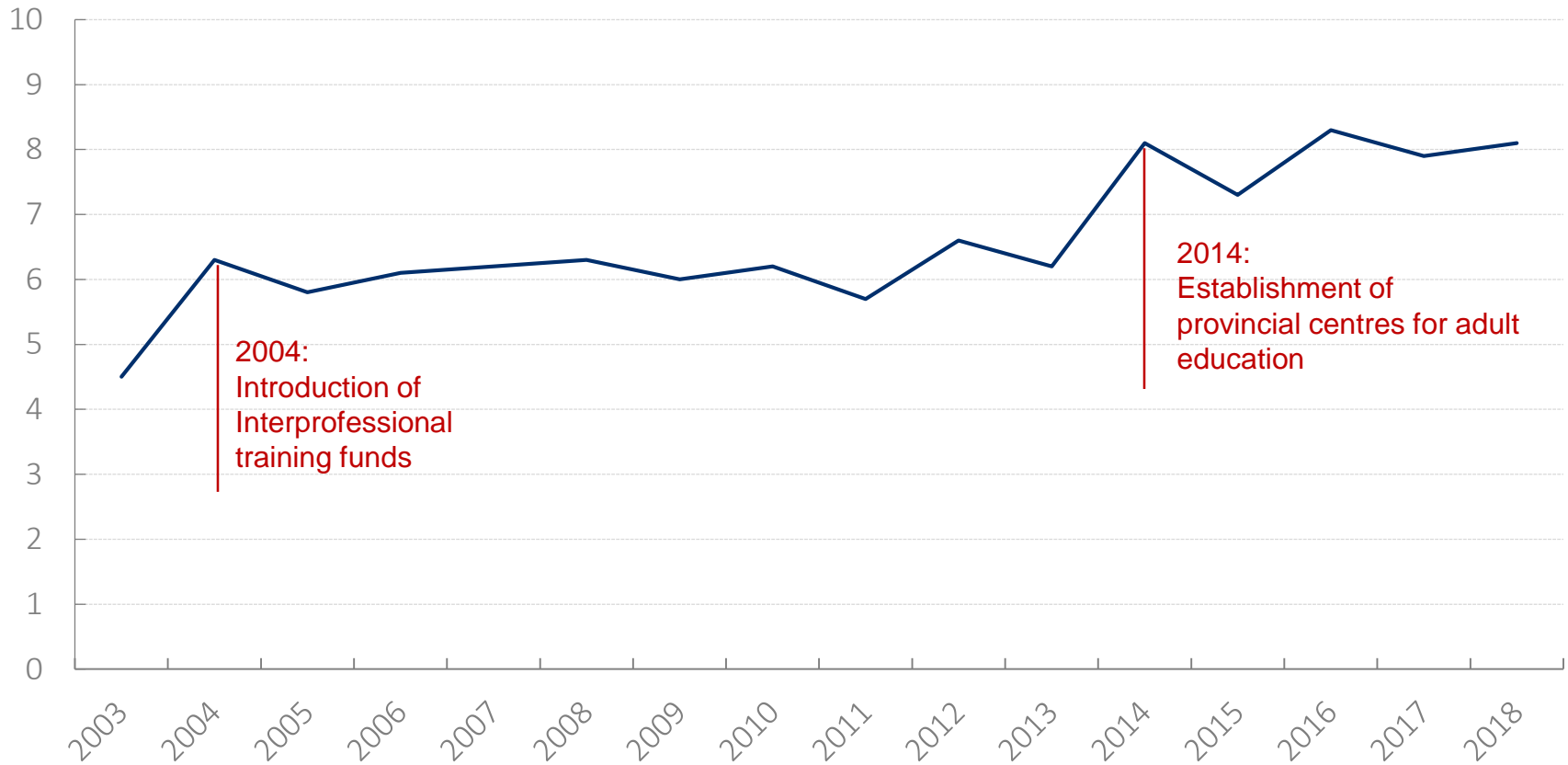
Source: Hungarian registry data (OSAP)

Note: Education and training participation in the given year outside of the initial school system



# Italy – reviewed reforms

Participation rate in education and training, % 25-64 year olds

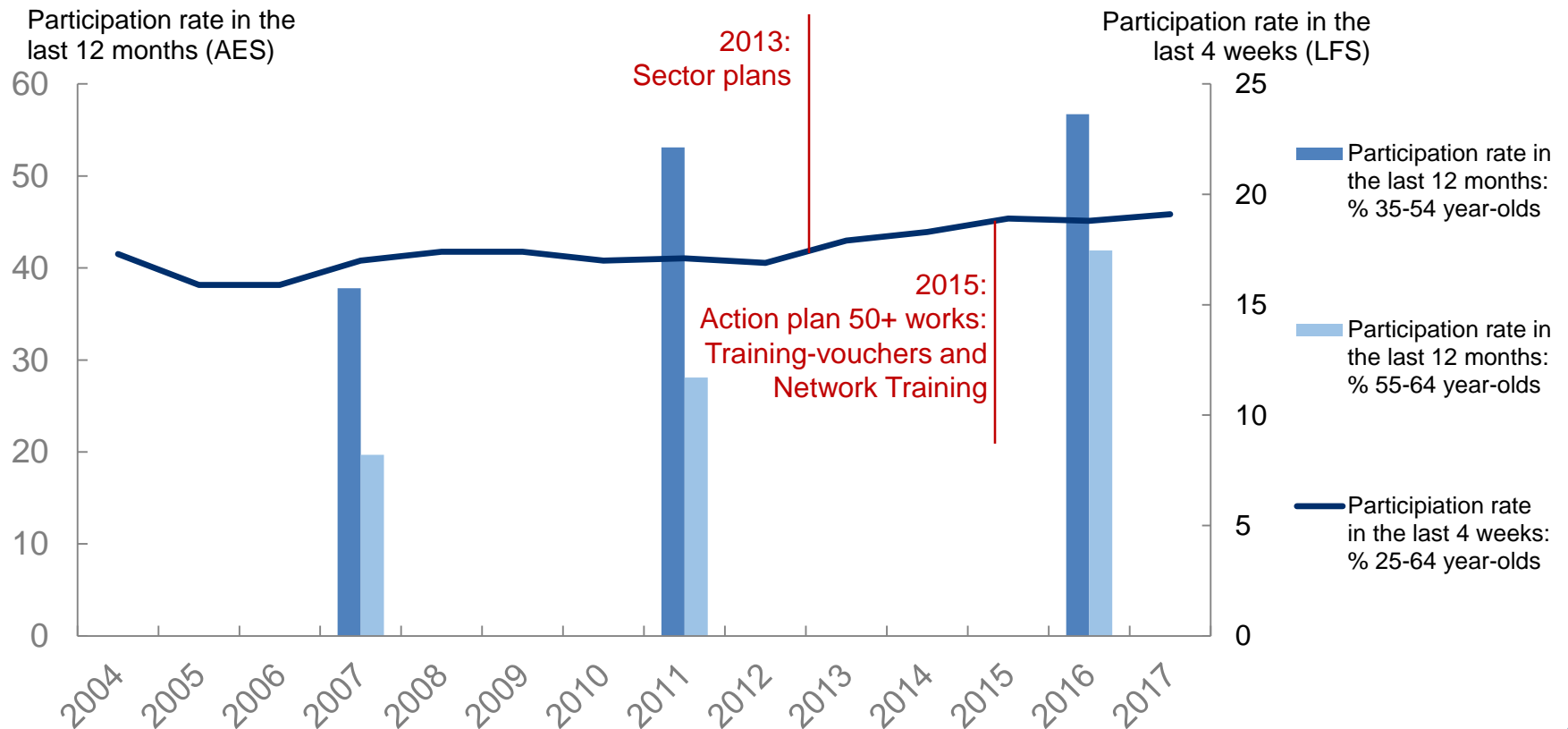


Source: European labour force survey data (trng\_lfse\_01)  
Note: Education and training participation in last four weeks



# The Netherlands – reviewed reforms

## Participation rate in education and training

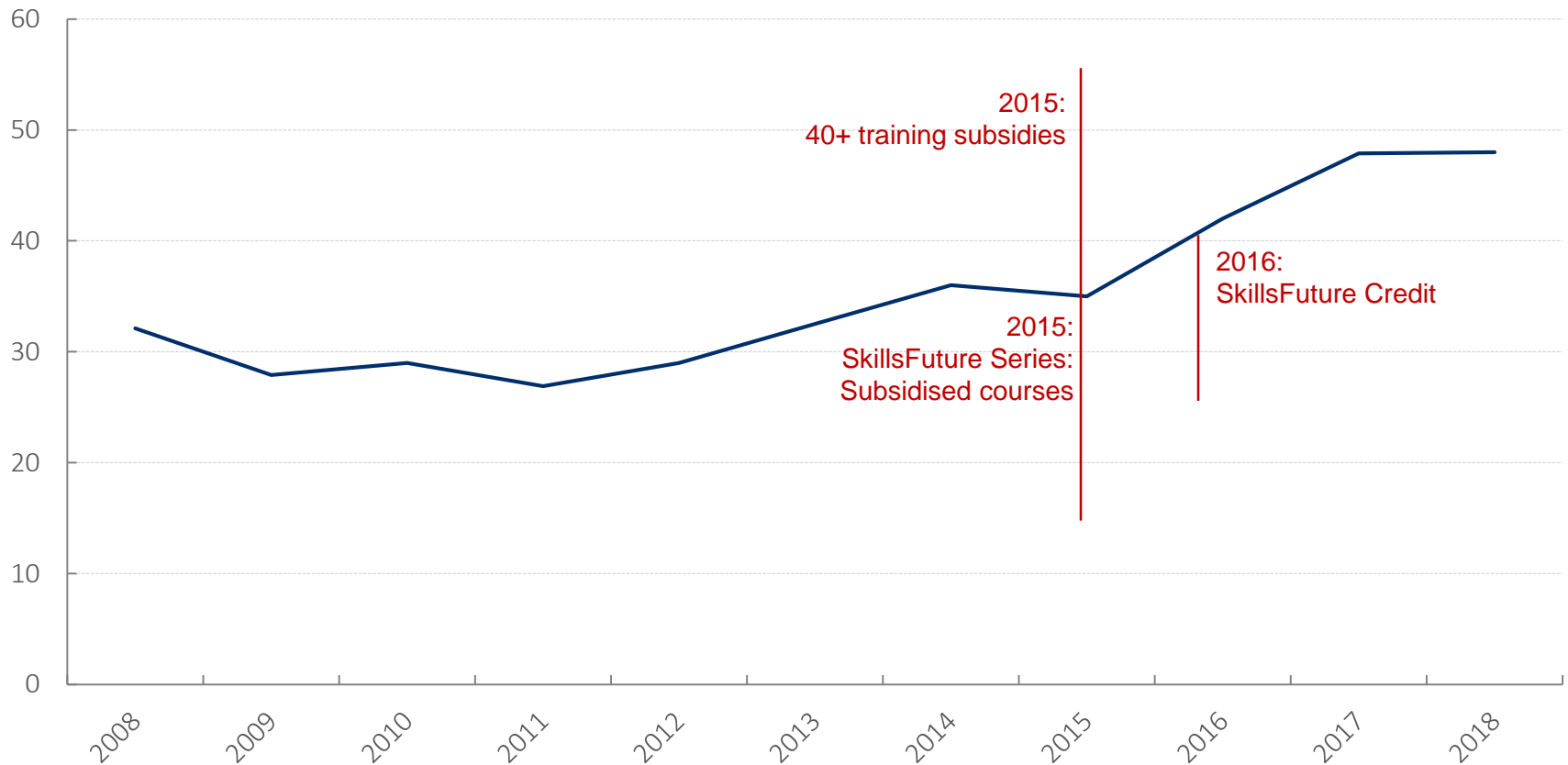


Source: European labour force survey data (trng\_lfse\_01) and the Adult education survey data (trng\_aes\_121)  
Note: LFS: Education and training in the past four weeks; AES: Education and training in the last 12 months



# Singapore – reviewed reforms

Training participation rate, resident workers 15-64



Source: Supplementary Survey on Adult Training, Manpower Research & Statistics Department, MOM



# Overview - target groups

	Reform	Target groups				
		All adults*	Employed adults	Unemployed adults	Low-skilled / low qualified	Other
AUT	Expansion of ALMPs					
	Initiative for Adult Education					
	Paid Educational Leave					
EST	Expansion of ALMPs		from 2017			
	Lifelong-Learning Strategy				from 2014	Adults with outdated skills and qualifications
	State-Commissioned Short Courses			from 2010	from 2011	
HUN	Free Second Vocational Degree					
	Basic Skill Courses					Public workers (2013-2015)
	Open Learning Centres				2009-2015	Disadvantaged adults (incl. those at risk of losing job, young or older adults, Roma)
ITA	Adult Education Centres					
	Training Funds					
NLD	Network Training					Unemployed aged 55-63 (2013)
	Training Vouchers					Unemployed aged 50-63 (2014-2017)
	Sector Plans					
SGP	SkillsFuture Credit	(incl. retirees)				Singaporeans aged 25 and above
	SkillsFuture Mid-Career Enhanced Subsidy					Singaporeans aged 40+
	SkillsFuture Series	(incl. retirees)				Singaporeans

Note: \* Includes those who are inactive on the labour market (e.g. homemakers or students). Does not include retirees, unless stated otherwise.

Source: OECD elaboration based on expert interviews and literature review.



# KEY MESSAGES



# There is no magic bullet.

## Number of participants and coverage of the reforms under review

Country	Measure	Annual number of participants	Participants as % of the adult population
AUT	Expansion of ALMPs	120 500 (2002) – 219 000 (2014)	3% – 5%
	Initiative for Adult Education	7 000 (2012-2014) – 10 000 (2015-2017)	0.1% – 0.2%**
	Paid Educational Leave	1 500 (2006) – 18 000 (2016)	0.03% – 0.4%
EST	Expansion of ALMPs	7 000 (2008) – 55 000 (2012)	1% – 8%
	Lifelong-Learning Strategy	n/a	n/a
	State-Commissioned Short Courses	8 000	1%
HUN	Free Second Vocational Degree	20 000	0.4%**
	Basic Skills Courses	46 000	0.8%
	Open Learning Centres	2 000	0.04%**
ITA	Adult education centres	183 000 (2015) – 229 000 (2016)	2%
	Inter-professional funds	1 560 000	15%
NLD	Network training	41 000	0.5%
	Training vouchers	6 000	0.06%
	Sector plans	41 000	0.5%
SGP	SkillsFuture Credit	143 500	5%**
	SkillsFuture Mid-Career Enhanced Subsidy	42 500	1.5%**
	SkillsFuture Series	7 500	0.3%**

Note: \* The target group increased from 55+ year-old unemployed to 50+ year-old unemployed, but only data for 55+ year-old unemployed are available. \*\*People younger than 25 and/or older than 64 can participate in these reforms as well. \*\*\* Time series break for Hungary in 2015. † Calculated based on the share of the 25-to-64 year-old population who participated in job-related education or training in the past 4 weeks and the number of 25-to-64 year-olds in the population, except for Singapore, where the numbers are calculated based on the number of 15-to-64 year-old Singapore residents who participated in job-related education or training in the past 12 months and the number of 15-to-64 year old Singapore residents. ‡ Difference between 2008-2018.

Source: OECD elaboration based on literature and data review, and OECD calculations based on Eurostat, Labour Force Survey



# Stakeholder involvement is crucial.

## Stakeholder involvement in the design of reforms under review

Country	Measure	Actors involved							
		National Public Admin	Regional Public Admin	PES	Social partners	Learning providers	NGOs	Individual Employers	Civil society
AUT	Expansion of ALMPs	Dark Green	Light Green	Dark Green	Dark Green				
	Initiative for Adult Education	Dark Green	Dark Green	Dark Green	Light Green	Dark Green			Dark Green
	Paid Educational Leave	Dark Green	Light Green	Dark Green	Dark Green				
EST	Expansion of ALMPs	Dark Green		Dark Green	Dark Green			Dark Green	
	Lifelong-Learning Strategy	Dark Green			Dark Green	Dark Green	Dark Green		Dark Green
	State-Commissioned Short Courses	Dark Green		Dark Green					
HUN	Free Second Vocational Degree	Dark Green			Light Green				
	Basic Skill Courses	Dark Green							
	Open Learning Centres						Dark Green	Dark Green	Dark Green
ITA	Adult Education Centres	Dark Green	Dark Green		Dark Green	Dark Green			
	Training Funds	Dark Green	Light Green		Light Green				
NLD	Network Training	Dark Green		Dark Green	Dark Green				
	Training Vouchers	Dark Green		Dark Green	Dark Green				
	Sector Plans	Dark Green	Dark Green		Dark Green				
SGP	Skillsfuture Credit	Dark Green			Dark Green	Dark Green		Dark Green	
	SkillsFuture Mid-Career Enhanced Subsidy	Dark Green			Dark Green	Dark Green		Dark Green	
	SkillsFuture Series	Dark Green			Dark Green	Dark Green		Dark Green	

Note: Lighter coloured boxes indicate stakeholders, which only had a marginal involvement in the design phase.

Source: OECD elaboration based on expert interviews and literature review.





# Reforms don't need to come with a high price tag.

Estimated per participant funding of reforms under review

Country	Measure	Average annual funding per participant
AUT	Expansion of ALMPs	EUR 1400 – 2600
	Initiative for Adult Education	EUR 2400-2600
	Paid Educational Leave	EUR 4 000 – 12 000 (full-time) EUR 3 500 – 5 500 (part-time)
EST	Expansion of ALMPs	EUR 320 - 760
	Lifelong-Learning Strategy	n/a
	State-Commissioned Short Courses	EUR 160 (2007-2009) – 240 (2009-2014)
HUN	Free Second Vocational Degree	EUR 1130
	Basic Skill Courses	EUR 780
	Open Learning Centres	EUR 720
ITA	Adult Education Centres	n/a
	Training Funds	EUR 301 (2016)
NLD	Network Training	EUR 300
	Training Vouchers	EUR 880
	Sector Plans	EUR 1 256
SGP	SkillsFuture Credit	S\$125 (EUR 83)
	SkillsFuture Mid-Career Enhanced Subsidy	n/a
	SkillsFuture Series	n/a

'indirect costs'

'direct costs'

Source: OECD elaboration based on expert interviews and literature review.



# Learning and adapting reforms is key.

## Different ways of policy learning in reforms under review

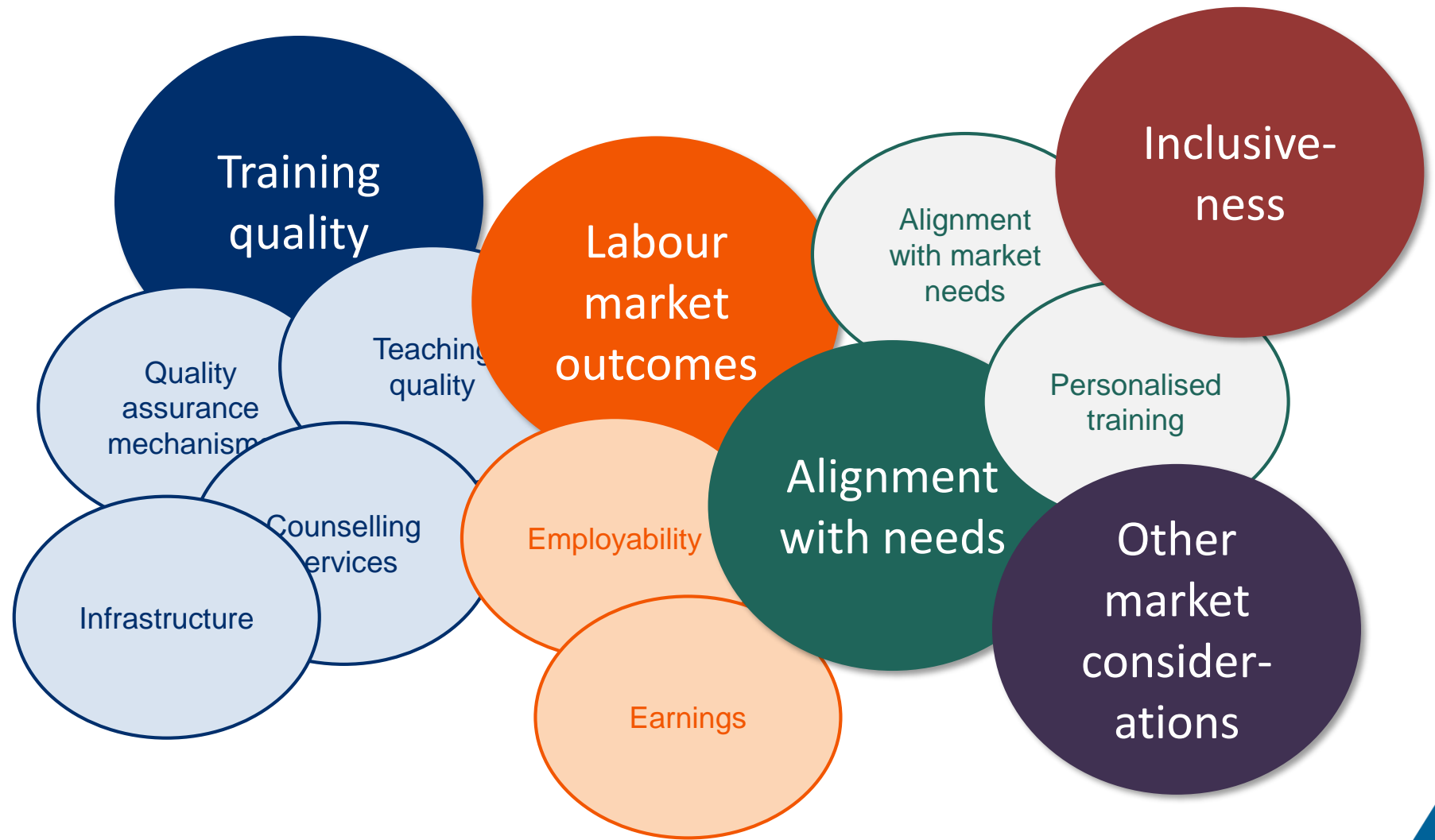
Country	Measure	Monitoring progress	Evaluating results	Sharing Experiences
AUT	Expansion of ALMPs			
	Initiative for Adult Education			
	Paid Educational Leave			
EST	Expansion of ALMPs			
	Lifelong-Learning Strategy			
	State-Commissioned Short Courses			
HUN	Free Second Vocational Degree			
	Basic Skill Courses			
	Open Learning Centres			
ITA	Adult Education Centres			
	Training Funds		*	
NLD	Network Training			
	Training Vouchers			
	Sector Plans			
SGP	SkillsFuture Credit			
	SkillsFuture Mid-Career Enhanced Subsidy			
	SkillsFuture Series			

Note \* Evaluation if target group was reached is planned, but not implemented yet.

Source: OECD elaboration based on expert interviews and literature review.



# We need to look beyond participation.





# OECD work on future-ready adult learning systems



- Priorities for Adult Learning dashboard
- Accompanying report: *Future-ready adult learning systems*
- Booklets for non-technical audiences on specific themes
- Adult learning implementation conferences
- Training strategies in enterprises
- Career guidance for adults
- Country reviews of Adult Learning (AUS, CAN, DEU, FIN, ITA, JPN, KOR, ZAF)
- SRSS projects (BEL-WAL, ITA, NLD)





# Questions?

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