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**UNIVERZA V LJUBLJANI**  
**Fakulteta za družbene vede**



**MEMORANDUM O NADALJNJEM RAZVOJU  
POKLICNEGA IN STROKOVNEGA  
IZOBRAŽEVANJA**

**MEMORANDUM ON FURTHER DEVELOPMENT  
OF VOCATIONAL EDUCATION AND TRAINING**

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Strokovni svet RS za poklicno in strokovno izobraževanje je na svoji 43. seji dne 10.11.2000 razpravljal o 'Memorandumu o nadaljnjem razvoju poklicnega in strokovnega izobraževanja' in sprejel sklep, da podpira utemeljitve iz tega Memoranduma.

On its 43<sup>rd</sup> session on 10 November 2000, the National Council of RS for Vocational Education and Training has discussed the 'Memorandum on further development of vocational education and training' and has concluded, that the Council supports the arguments stated in the Memorandum.

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## KRATICE – ABBREVIATIONS

ACS	Andragoški center Slovenije Slovenian Institute for Adult Education
CPI	Center RS za poklicno izobraževanje Center of RS for Vocational Education
DIC	Državni izpitni center State Examination Centre
EU	Evropska unija European Union
MDDSZ	Ministrstvo RS za delo, družino in socialne zadeve RS Ministry of Labour, Family and Social Affairs
MŠŠ	Ministrstvo RS za šolstvo in šport RS Ministry of Education and Sport

# **MEMORANDUM O NADALJNJEM RAZVOJU POKLICNEGA IN STROKOVNEGA IZOBRAŽEVANJA**

Strategija modernizacije in nadaljnjega razvoja poklicnega in strokovnega izobraževanja v Republiki Sloveniji.

# PREDGOVOR

Draga bralka, dragi bralec,

publikacija, ki je pred vami, je del zbirke, v kateri so povzeti temeljni zaključni dokumenti Programa Phare MOCCA – Modernisation of Curricula, Certification and Assessment in Vocational Education for Youth and Adults (v nadaljevanju MOCCA) – Posodabljanje izobraževalnih programov, razvoj certifikatnega sistema in preverjanje kakovosti v poklicnem izobraževanju za mladino in odrasle.

Zbirka publikacij vključuje študije, podlage za strateška načrtovanja, poročila, preglede in evalvacije, priročnike ter druge pomembne delovne dokumente, ki so nastali v okviru različnih projektov MOCCA. Publikacije objavljamo in predstavljamo širši javnosti, ker želimo, da bi njihova uporabnost presegla ozek krog strokovnjakinj in strokovnjakov, ki so v programu MOCCA aktivno sodelovali.

Program MOCCA je zagotovil okvir za oceno elementov reforme v slovenskem sistemu poklicnega izobraževanja in usposabljanja v devetdesetih let ter omogočil kritičen premislek o njih. Pogled nazaj je bil potreben, da smo ocenili dosežke, ki so bili uresničeni od začetka reforme in so kot izhodišča in podlage srednješolskega izobraževanja zapisani v Beli knjigi o vzgoji in izobraževanju (1996). Prav oceni teh izhodišč v luči pomembnih sprememb v okolju poklicnega izobraževanja in usposabljanja v Sloveniji je bila namenjena posebna pozornost.

Temeljni cilj preнове sredi devetdesetih let je bil ponovno vzpostaviti sistem poklicnega izobraževanja in usposabljanja kot dela celovitega in odprtega izobraževalnega sistema, ki se odziva na spremenjeno socialno-ekonomsko okolje v Sloveniji. Izkazalo se je, da so bili zastavljeni cilji pravilni in tudi njihovo udejanjanje je bilo na splošno uspešno. Socialno partnerstvo, moderni izobraževalni programi, dualni sistem, izboljšana povezava med teorijo in prakso, višje- in visokošolsko poklicno izobraževanje in usposabljanje ter ustrezne podporne strokovne inštitucije za poklicno izobraževanje so kot osnovni temeljni elementi modernega sistema poklicnega izobraževanja in usposabljanja postali tudi del slovenskega.

Vendar so uspehi in razvoj na drugih področjih kmalu pokazali, da prvotne usmeritve, ki so sicer zagotavljale ustrezne rešitve za prehodno obdobje, niso več zadostne. Vključevanje naše države v Evropsko unijo in sprejetje filozofije vseživljenjskega učenja sta procesa, ki sta zahtevala ponovno presojo doseženih rezultatov in temeljnih usmeritev nadaljnjega razvoja. Integracija izobraževanja mladine in izobraževanja odraslih, soodvisnost med formalnim in neformalnim izobraževanjem, razmerja med diplomami in certifikati, priznavanje predhodno pridobljenega znanja in spretnosti, transparentnost kvalifikacij, mednarodna mobilnost študentov, kakovost izobraževanja, nove vloge učiteljev, avtonomija šol, inovacije, priprava na Evropski socialni sklad so dejstva, ki prinašajo nove koncepte in predpostavljajo politično soglasje za njihovo uresničenje.

Slovenske strokovnjakinje in slovenski strokovnjaki, ki so sodelovali v različnih projektih MOCCA, so pokazali pogum in širino pri preseganju tradicionalnih okvirov mišljenja in oblikovanja novih smernic. V pomoč so jim bili znanje in izkušnje tujih strokovnjakov v okviru mednarodnih izmenjav, vendar so se slovenske strokovnjakinje in slovenski strokovnjaki ves čas zavedali, da tujih rešitev ni mogoče enostavno prenesti v slovenski

prostor. O njih je treba kritično razmisliti in jih ustrezno prilagoditi našemu okolju.. Prav tovrstne mednarodne izmenjave so ena najdragocenejših izkušenj, ki jih omogoča program Phare, vendar lahko zaživijo le, če padejo na plodna tla. Dovzetno in aktivno okolje je omogočilo, da je Slovenija spet med prvimi, ki oblikujejo usmeritve modernega poklicnega in strokovnega izobraževanja ter usposabljanja.

Program, ki je trajal poldrugo leto, je lahko samo sejal in le težko žel, kajti pri načrtovanju in oblikovanju nadaljnjih usmeritev izobraževanja je potreben čas. V programu MOCCA smo na mnogih področjih dosegli stopnjo, ki ne dopušča poti nazaj. Še veliko dela bo potrebnega, da bomo nove ideje in pobude oblikovali v celovit, jasen in trajen koncept nadaljnjega razvoja, ki ga bo mogoče doseči le z zavzetim delom širokega kroga sodelujočih. V pomoč jim bodo najpomembnejši dokumenti programa, ki so hkrati tudi končni prispevek članic in članov projektne skupine Phare MOCCA k nadaljnjim razpravam o reformah poklicnega sistema izobraževanja in usposabljanja.

Hvala vsem sodelavkam in sodelavcem, ki ste prispevali k tej zbirki publikacij. Iskreno upamo, da bo vsaka od njih našla pot do svojih bralk in bralcev in jim bo v pomoč.

Projektna skupina Programa Phare MOCCA.

Ljubljana, oktober 2000

# 1. UVOD

dr. Zdenko Medveš

Slovenija je začela po osamosvojitvi v sklopu celovitih družbenih sprememb pripravljati tudi prenovo poklicnega in strokovnega izobraževanja že v letu 1992. Cilji prenove so bile resnično globalni. Postavljena so bila namreč temeljna izhodišča za novo sistemsko ureditev, ki so segala od preoblikovanja družbenega statusa tega izobraževanja, prek oblikovanja nove ureditve sistema in priprave novih izobraževalnih programov, do uvajanja novih razmerij med teoretičnim in praktičnim izobraževanjem ter razvijanja aktivnejših metod poučevanja in učenja. Odprta je torej bila prenova na celotni fronti.

Družbene spremembe, ki jih označuje prehod od državno-planskega na tržno gospodarstvo, so same po sebi narekovale potrebo po državni deregulaciji poklicnega in strokovnega izobraževanja in, kar je bilo najzahtevnejše, vzpostavljanje sistema socialnega partnerstva. Prenova je bil na tem področju zastavljena tudi kot postopno prevzemanje večjih obveznosti delodajalcev v poklicnem in strokovnem izobraževanju in kot postopno nadomeščanje državne regulative z dogovori med delodajalci in sindikati.

Spremembe v organizaciji sistema poklicnega in strokovnega izobraževanja so sledile več ciljem. Najpomembnejši pa so bili naslednji:

- Primerljivost z evropskimi standardi.
- Zagotavljanje pogojev za pridobitev poklicne in strokovne izobrazbe celotni generaciji ter odpravljanje slepih poti v poklicnem izobraževanju z razvijanjem ustreznih vertikal.
- Vzpostavljanje novega razmerja med teoretičnim in praktičnim izobraževanjem, razšolanje poklicnega izobraževanja in vzpostavljanje novih oblik sodelovanja med šolo in podjetji.
- Uresničevanje načela vseživljenjskosti izobraževanja in učenja, z oblikovanjem enotnega sistema poklicnega in strokovnega izobraževanja mladine in odraslih.

Poklicno in strokovno šolstvo se je v Sloveniji razvijalo znotraj znanih evropskih paradigem od vsega začetka, zato pri vzpostavljanju nove ureditve vsaj na sistemski ravni ni bilo težav ob usklajevanju z evropskimi standardi, čeprav zaradi naše tradicije in fiksacije dosedanjih modelov klasifikacije izobrazbenih stopenj ter zahtev dela proces usklajevanja z ISCED-ovo razvrstitvijo izobrazbe nikakor še ni končan. V novi sistemski ureditvi so v celotni vertikali razvite poti izobraževanja, ki so prepoznavne v evropskih državah, pa naj gre za krajše oblike (nižje poklicno izobraževanje) ali standardne poti poklicnega in strokovnega izobraževanja v srednjem poklicnem in srednjem strokovnem izobraževanju ter višjem strokovnem izobraževanju, ki je že segment postsrednjega (terciarnega) vendar ne visokošolskega izobraževanja. Nenazadnje je prav pri vzpostavljanju novih poti in programov v sistemu poklicnega in strokovnega izobraževanja največji delež prispevalo sodelovanje v programu Phare. Sodelovanje v tem programu je "porodilo" tudi vse nove izobraževalne poti, vzpostavljene po letu 1996, kot so dualni sistem, poklicni tečaj, višje strokovne šole. Zlasti za slednje lahko rečemo, da so postale ena najbolj uspešnih in med študenti ter učitelji najbolj sprejetih novosti v našem šolstvu.

Večji problem pa je v sedanji prenovi bilo mogoče opazati pri usklajevanju poklicnih standardov, to je neposrednih izobrazbenih zahtev v nomenklaturah poklicev in izobraževalnih programih. S tem v zvezi doslej še niso bile opravljene potrebne mednarodne študije, ki bi pokazale primerljivost izobrazbenih standardov s standardi drugih evropskih držav, domneva pa je, da so izobrazbene zahteve slovenskega poklicnega in strokovnega izobraževanja tudi po prenovi prevelike zlasti na splošno-izobraževalnem področju in teoretičnem pouku sploh, posebej še pri nižjih izobrazbenih stopnjah. V tem je tudi eden od razlogov, da programska ponudba trenutno še ne ustreza nekaterim delom populacije. Zato so tudi neusklajeni standardi in zahteve eden od vzrokov za visok osip v poklicnem izobraževanju ter nenazadnje vzrok tudi za to, da strateški cilj, po katerem naj bi vsakdo dosegel poklicno ali strokovno izobrazbo, ni bil uresničen, vsaj pri mladini, ki še vedno zapušča šolanje brez dokončane izobrazbe. Veliko je novih pobud, kako se temu strateškemu cilju približati v prihodnje (razvoj modularnosti, spodbujanje izobraževanja srednje generacije 30-45 letnikov).

Na izvedbeni ravni se je prenova celotnega sistema osredotočila na iskanje ustrežnejšega razmerja med teoretičnim in praktičnim izobraževanjem. Za doseg tega cilja je bilo treba storiti kar nekaj pomembnih korakov: preseči dosedanje pošolanost sistema poklicnega izobraževanja, razviti sodelovanje med šolo in podjetji vključno z uvajanjem določenih oblik dualnega sistema, zagotoviti pogoje za izvajanje praktičnega izobraževanja v delovnem procesu. Iskanje novega razmerja med poklicno šolo in delodajalci je težišče celotne prenove poklicnega izobraževanja. Za doseg tega cilja in ob njem se pravzaprav pojavljajo potrebe po globalni prenovi tudi drugih segmentov. Nenazadnje prav od tod izvira tudi potreba po socialnem partnerstvu, ki je utemeljena s tem, da delodajalci in delojemalci prevzemajo temeljno odgovornost za razvoj poklicnega izobraževanja, delodajalci pa tudi odgovornost za neposredno izvajanje izobraževanja v svojih podjetjih. Korak k novim razmerjem med teoretičnim in praktičnim delom izobraževanja, med šolo in podjetji je tista točka sedanje prenove, zaradi katere poklicnega izobraževanja ni mogoče urejati zgolj z ravni države. Uspehi pa so na tej točki odvisni od tega, ali bodo državno regulativo lahko nadomestili dogovori socialnih partnerjev. Nihče ne more biti razočaran ob ugotovitvi, da v štirih letih socialni partnerji še niso nadomestili potrebe po državnih intervencijah. Nihče seveda tudi ni mogel pričakovati, da bi v kratkem obdobju prešli iz pošolanega sistema poklicnega izobraževanja k optimalnim razmerjem, ki jih terja partnersko izvajanje poklicnega izobraževanja med šolami in podjetji. Prvi koraki na tej poti je bil storjen in pokazal je vso zahtevnost tega procesa. K temu razvoju so sicer pomembno prispevali ali pa ga ovirali subjektivni pogledi posameznikov in določenih skupin, kar je odločilno vplivalo na to, kako hitro in dosledno se je na določenem področju razvilo partnerstvo v izvajanju izobraževanja med šolo in podjetjem. Danes so mnogi predsodki o tem, ali je izobraževanje v podjetju lahko uspešno, v veliki meri preseženi, tako med šolniki kot med socialnimi partnerji. Toda vse bolj je jasno, da so objektivni pogoji vse bolj pomembne ovire za uvajanje večje odgovornosti podjetij do izobraževanja. Veliko je bilo in je še pri tem pričakovanj, da bo država v tem procesu dodala odločilni delež, zlasti z neposrednimi finančnimi stimulacijami. Le malo pa je razmišljanj v smeri, da mogoče niso ugodni robni družbeni pogoji. Premalo spodbud za hitrejši premik v zaželeni smeri izhaja namreč tudi iz makroekonomskih razmerji, zlasti iz prepočasnih tranzicijskih procesov, posebej še procesov denacionalizacije. Samo v dosledno vzpostavljenih pogojih tržnega gospodarstva lahko postane interes za razvoj kadrov neposreden interes delodajalca, čeprav tudi v teh pogojih tak interes ni nekaj povsem avtomatičnega.

Pri upoštevanju vseh teh okvirnih pogojev zato ne smemo prezreti dejstva, da tudi programske in druge strokovne rešitve za tesnejše povezovanje teorije in prakse niso nepomembne. Kako je s tem pri nas? Ni mogoče zanikati, da so sestavljavci izobraževalnih programov razvili kar veliko uspešnih programskih rešitev za to, da bi lahko bilo izvajanje

izobraževanja notranje vsebinsko in ciljno bolj koherentno, posebej še v prepletanju teoretičnega in praktičnega izobraževanja. Tudi to je mogoče ugotoviti, da so izobraževalni programi bolj usmerjeni k reševanju praktičnih problemov in ne na pomnjenje teorije, bolj poudarjajo poklicno samostojnost kot mehanično urjenje, več prednosti dajejo formativnosti znanja namesto osvajanju informacij, bolj gradijo na aktivnem učenju kot posredovanju. Ti uspehi pa so v različnih strokah različni in tu nam še manjka moči, da bi odločneje preseicali programske in izvedbene rešitve, v katere so tradicionalno vpete naše poklicne in strokovne šole. Sicer pa nas na eni strani lahko tolaži to, da je tudi v svetu razvoj didaktičnih teorij bolj intenziven v osnovnem in splošnem izobraževanju kot poklicnem in strokovnem. Bolj kot to pa se mi zdi pomemben optimizem, da smo potrebo po didaktični prenovi poklicnega in strokovnega izobraževanja spoznali kot nujnost in na to pot z določenimi koraki že stopili. Nesporno se mi celo zdi, da je v tem trenutku na področju didaktične prenove praksa celo pred teorijo, ki bo pač svoj dolg morala slej ali prej spoznati.

Znotraj vsega tega bo svoje mesto dobila tudi jasna orientacija sedanje slovenske prenove na vseživljenjskost izobraževanja. To načelo ima na področju poklicnega izobraževanja poseben pomen glede na to, da lahko omogoča posamezniku graditev poti v delovni karieri v skladu z njegovimi sposobnostmi in interesi ter hkrati omogoča posamezniku stalen strokovni razvoj. Motivov za to stalno izobraževanje in učenje na poklicnem področju najbrž ne manjka, praviloma so celo močnejši kot na kateremkoli drugem področju. Ugotoviti pa spet moramo, da smo tudi tu na začetku. Način programiranja poklicnega izobraževanja prek standardov znanja je nedvomno dobra podlaga za to, da so programske rešitve lahko ustrezne tako za temeljno poklicno izobraževanje mladine kot za poklicno izobraževanje odraslih. Pri tem pa so tudi v sedanji prenovi ostale nekatere zahteve v standardih, ki so z vidika odraslih mogoče neprimerne, toda vprašanja je, ali so primerne z vidika potreb poklicnega izobraževanja mladine, ali pa so se ohranjale v izobraževalnih programih zgolj zaradi tradicije. Ta analiza ni bila opravljena. Vsekakor pa bo potrebno strokovno bolj domišljeno prilagajanje izobraževanja odraslim v izvedbi. O tem imamo ustrezne formalne rešitve, ki dajejo potrebna pooblastila zlasti šolam, seveda pa je vprašanje, ali so šole opremljene z znanjem, ki bi jim omogočalo to obveznost uresničiti. Nekateri znaki govore za to, da ne, in trdi se, da je zdaj na potezi stroka.

Sodelovanje v programu Phare je bilo za razvoj poklicnega in strokovnega izobraževanja na Slovenskem izjemnega pomena. To smo že poudarili. Bistveno, kar smo se pri tem naučili je, da se ob podpori strokovnjakov iz drugih dežel sami usposobimo za razvijanje poklicnega in strokovnega izobraževanja doma. Nihče ne more namesto nas samih uspešno pomikati in usmerjati razvoja na tem področju, nihče od zunaj si tega tudi ne domišlja. Slovenska stroka, hic Rodus, hic salta. In kaj je to, domača stroka v poklicnem in strokovnem izobraževanju? Se zavedamo, koliko ljudi profesionalno dela v Sloveniji za razvoj poklicnega izobraževanja? Projekt Phare je zbral okoli sebe vrhunske "amaterje", ki so uporabljali pri svojem delu podatke, zbrane na Centru RS za poklicno izobraževanje (CPI). Ob tem se odpira stalno vprašanje, ali CPI ni sam po sebi sposoben opraviti teh najbolj ključnih razvojnih nalog. Najbrž objektivno ne. CPI je uspešno koordiniral pripravo izobraževalnih programov in njihovih podlag, opravil je od svojega nastanka zelo obsežno delo, če pomislimo na to, da profesionalno dela v njem le 19 ljudi. Toda to so operativne naloge, zato ob vsem tem ostaja odprto, kdo in kako je odgovoren za razvoj poklicnega in strokovnega izobraževanja. Ali te naloge reš pokrivajo "amaterji", sicer vrhunski strokovnjaki, ki pa so dvestoodstotno zasedeni. Žal je tako. V takšnih okoliščinah načrten razvoj ni mogoč. Evaluacija dosedanjih korakov v prenovi poklicnega izobraževanja je med drugim natanko to pokazala. Sam sem prepričan v to, da bi bili uspehi mnogo večji in naporji bolj racionalni, če bi znotraj CPI profesionalno delovala služba za razvoj poklicnega in strokovnega izobraževanja. Zdi se tudi, da bi marsikatera usmeritev v izhodiščih za novo sistemsko ureditev in v izhodiščih za oblikovanje izobraževalnih programov ne bila samo črka na papirju, kar zdaj ugotavljamo, če

bi imeli poleg teh načelnih izhodišč izdelane tudi rešitve na operativni strokovni ravni. Tako pa ostaja neuresničeno marsikaj, kar smo si zamislili. Da se to ne bi zgodilo tudi temu Memorandumu, bi resno morali znotraj CPI čimprej profesionalizirati službo za razvoj poklicnega in strokovnega izobraževanja.

## **2. STRATEGIJE**

Upošteva razvojno naravnost Republike Slovenije, strateške cilje razvoja trga dela do leta 2006, politike zaposlovanja in programe za njeno uresničevanje, odločitev Slovenije, da se vključi v Evropsko unijo (EU) v času globalizacije in pospešenih tehnoloških sprememb in pri tem razvije sodoben pristop k razvoju človeških virov v Sloveniji na področju poklicnega in strokovnega izobraževanja ob načrtovanju nadaljnega razvoja, posebno pozornost posvečamo trem nalogam:

1. povečanju fleksibilnosti (prožnosti),
2. dvigu kakovosti,
3. zaokrožitvi instituta socialnega partnerstva.

Pri opravljanju naštetih nalog, ki se uresničujejo na:

- a) programskem,
- b) institucionalnem,
- c) upravljalnem področju,

bomo tudi v bodoče upoštevali načela:

- zaposljivosti,
- vseživljenjskega učenja,
- omogočanja doseganja najmanj temeljne poklicne usposobljenosti, z možnostjo njene nadgradnje, vsakemu državljanu,
- enake možnosti ne glede na spol ali različne danosti,
- nujnosti povezovanja izobraževanja in dela.

Kombinacija nalog (ciljev) in področij, na katerih jih bomo prevajali v življenje, nas vodi do naslednjih temeljnih strategij, ki so prikazane v tabeli:

	FLEKSIBILNOST	KAKOVOST	PARTNERSTVO
P R O G R A M M I	Uveljavitev poklicnih standardov in modularnosti.	Ustrezneje povezati splošna, strokovna in praktična znanja.  Povečati aktivno vključevanje učečih se v pridobivanje znanja.	Vključitev tudi regionalne ravni v pripravo, predlaganje in modularno oblikovanje novih oz. dopolnjenih programov.
I N S T I T U C I J E	Povečati avtonomijo (programska, organizacijska, finančna) izvajalskih organizacij in vzpostaviti mrežo komisij za priznavanje poklicnih kvalifikacij.	Uvajanje sistema za zagotavljanje kakovosti v izvajalskih organizacijah.	Vzpostavljanje regionalnih svetov za razvoj človeških virov in zagotavljanje medresorskega usklajevanja in vključevanje ekonomskega sveta na nacionalni ravni.
U P R A V L J A N J E	Deregulirati in decentralizirati sistem organizacije in financiranja (subsidiarnost).	Izboljšanje informatizacije in usposobitev vodstvenih in drugih strokovnih delavcev.	Uveljavljanje načela sofinanciranja, soustanavljanja in soupravljanja socialnih partnerjev na regionalni ravni.

Sodelovanje socialnih partnerjev na regionalni ravni in uveljavljanje poklicnih standardov in modularnosti bo omogočilo večjo gibkosti sistema – sposobnost hitrejšega prilagajanja na razmere v lokalnem okolju in v družbi kot celoti in na nacionalni ter mednarodni ravni.

Povečana avtonomija »šol« (deregulacija ipd.) in decentralizacija sistema poklicnega in strokovnega izobraževanja zahtevata decentralizirano mrežo komisij za priznavanje poklicnih kvalifikacij in vzpostavitev sistema ugotavljanja in zagotavljanja kakovosti v izvajalskih organizacijah.

Deregulacija in decentralizacija organizacije in financiranja poklicnega in strokovnega izobraževanja je povezana s pluralnostjo in razvidnostjo virov in poti financiranja, kar je možno doseči z izboljšanjem informatizacije in boljšo usposobljenostjo vodstvenih in drugih strokovnih delavcev. Nujno je sodelovanje partnerjev pri financiranju, ustanavljanju in upravljanju poklicnega in strokovnega izobraževanja.

### **3. POVEČANJE FLEKSIBILNOSTI OZIROMA PROŽNOSTI**

dr. Ivan Svetlik

Povečanje prožnosti v splošnem pomeni graditi tako strukturo programov, institucij in postopkov upravljanja, ki bodo zagotavljali hitre in ustrezne odzive na vse bolj spremenljivo okolje poklicnega in strokovnega izobraževanja. Med relevantne segmente okolja je treba šteti predvsem trg delovne sile in spreminjajočo se populacijo udeležencev izobraževanja, med katero je vse več odraslih in vse manj mladih, katerih pričakovanja se spreminjajo. Ustreznost odzivov je treba meriti s temeljnimi, po možnosti konsenzualnimi cilji na tem področju, kot so: doseganje večje zaposljivosti oziroma lažjega in hitrejšega vključevanja v delo, hitro preusposabljanje za nova poklicna področja, zagotavljanje enakih možnosti vsem, da pridejo do poklicne izobrazbe oziroma kvalifikacije in podobni. To pomeni, da povečevanje prožnosti ne more biti povsem poljubno.

#### **3.1. POVEČEVANJE PROŽNOSTI PROGRAMOV**

Izhodišče za oblikovanje programov v prihodnje bodo nacionalni poklicni standardi. Treba je oblikovati sodobno metodologijo njihove priprave, ki mora zagotavljati trajno obnavljanje obstoječih in dodajanje novih standardov in mora biti primerljiva s podobnimi metodologijami v razvitih evropskih državah. Metodologija mora vključevati sodelovanje socialnih partnerjev. Za oblikovanje in dopolnjevanje poklicnih standardov mora biti ustanovljena skupina visoko usposobljenih strokovnjakov. S tem bodo nacionalni poklicni standardi lahko nadomestili obstoječe nomenklature poklicev. Nacionalni poklicni standardi bodo podlaga za pridobivanje nacionalnih poklicnih kvalifikacij. Te bo mogoče pridobiti na več načinov:

- Po javno veljavnih programih poklicnega in strokovnega izobraževanja, ki jih bo na podlagi nacionalnih poklicnih standardov sprejemal Strokovni svet za poklicno in strokovno izobraževanje. Uspešen zaključek takega programa bo, kot že sedaj, posamezniku dal eno ali več poklicnih kvalifikacij in tudi javno veljavno stopnjo izobrazbe.
- Z dokazovanjem obvladovanja potrebnih znanj kot jih zahteva nacionalni poklicni standard v certifikatnem sistemu. Pri tem ne bo pomembno, kako je posameznik prišel do potrebnih znanj: z delom, samoizobraževanjem, neformalnim izobraževanjem ali kombinacijo tega. Nujno in zadostno bo dokazati doseganje standarda. Ta pot ne bo dala javno veljavne izobrazbe, pač pa 'le' javno veljavno poklicno kvalifikacijo.
- S kombiniranjem obeh poti. Možnosti za kombinacije bo več. Prvič, posameznik, ki bo opravil del javno veljavnega izobraževalnega programa, a ga ne bo končal, bo lahko ob ustrezni delovni praksi dokazoval svojo poklicno kvalifikacijo v certifikatnem sistemu.

Drugič, posameznik, ki bo pridobil določeno nacionalno poklicno kvalifikacijo, jo bo lahko uveljavljal kot del opravljenega javno veljavnega izobraževalnega programa v izobraževanju za pridobitev poklicne ali strokovne izobrazbe. Tretjič, posamezniki se bodo vključevali v vrsto neformalnih programov (ki bodo lahko nastajali na podlagi nacionalnih poklicnih standardov, a ne bodo javno verificirani) in nato pristopali k potrjevanju svojih znanj v certifikatnem sistemu.

Nacionalni poklicni standardi bodo služili kot podlaga za oblikovanje programskih modulov – delov programov. To pomeni, da je na podlagi enega standarda mogoč najmanj en modul. Njegov pomen je v tem, da bo mogoče več takih modulov (oblikovanih na podlagi več nacionalnih poklicnih standardov) sestavljati v javno veljavne programe poklicnega in strokovnega izobraževanja, če že določen modul ne ustreza merilom programa. Želena pa bi bilo, da bi tudi moduli, ki bodo nastali na podlagi enega nacionalnega poklicnega standarda, bili razdeljeni v podmodule. S tem bi spodbujali in olajšali izobraževanje po delih.

Osrednje mesto, ki bo dano nacionalnim poklicnim standardom, bo zmanjšalo potrebo po detajlnem načrtovanju izobraževalnih programov na nacionalni ravni. Tudi ne glede na to je treba pri oblikovanju in izvedbi javno veljavnih programov poklicnega in strokovnega izobraževanja dati večjo vlogo socialnim partnerjem na regionalni ravni, pa tudi šolam samim. To pomeni, da je treba pri sprejemanju programa na nacionalni ravni pustiti določen strokovni del (izražen v urah) nedefiniran. Napolni ga šola v sodelovanju s socialnimi partnerji na lokalni (regionalni) ravni. Dodatna možnost je, da se poleg maksimalne tedenske obremenitve v urah, za posamezne predmete ali predmetna področja v programih določijo le minimalni obsegi. Tako se šole oziroma socialni partnerji lahko odločajo za krepitev enih področij bolj kot drugih. Tretja možnost, ki dopolnjuje fleksibilnost programov je, da se omogoči izbiro udeležencem (izbiro modulov ali predmetov). To je še zlasti relevantno za odrasle, ki se bodo vse bolj vračali v izobraževanje.

Opisane možnosti in predlogi so ustrezna rešitev tudi za del mladine s posebnimi potrebami, za katero so zaradi različnih razlogov posamezni programi prezahtevni. Z večjo programsko prožnostjo bomo tej skupini omogočili pridobitev poklicnih kvalifikacij in tudi zagotovili možnost nadaljnjega strokovnega izobraževanja.

## **4. PARTNERSTVO PRI PRIPRAVI IZOBRAŽEVALNIH PROGRAMOV IN POKLICNIH STANDARDOV**

Janja Meglič

Na programski ravni bo moralo socialno partnerstvo prevzeti temeljne vzvode, ki vplivajo na povezovanje izobraževanja in trga dela, to predvsem zahteva ponoven razmislek o razmerjih med splošnimi in strokovnimi vsebinami ter praktičnim delom v programih poklicnega in strokovnega izobraževanja.

V večji meri kot do zdaj bodo morale biti pri načrtovanju poklicnega in strokovnega izobraževanja upoštevane specifične zahteve posameznih strok. Pri pripravi predmetnikov bo potrebno zagotoviti večjo stopnjo integriranosti znanj, preseči predmetno razdrobljenost z

zmanjšanjem števila predmetov in s povezovanjem posameznih področij znanj v vsebinsko zaokrožene celote.

Z vgrajevanjem teoretičnega znanja v praktično izobraževanje bo bolj povezano strokovno področje, integrativnost in projektno učenje bo v veliki meri razbremenilo število ur in dopustilo možnost za nova razmerja, ki sledijo potrebam in interesom posameznih strok.

Generalni okvir bo moral temeljiti na dopoljenih izhodiščih za pripravo izobraževalnih programov, ki bi morala omogočiti manjša odstopanja in s tem vgraditev zahtev posameznih strok.

Socialnim partnerjem na regionalni ravni bi bilo treba omogočiti, da v okviru enotnih standardov in na ravni države sprejetih izobraževalnih programov uveljavijo vsaj 10% izbirnosti glede na zaposlovalne posebnosti in potrebe. Socialno partnerstvo na ravni regije bo tako dobilo možnost za odzivanje na hitre spremembe v tehnološkem okolju. To bi prineslo pozitivne učinke delodajalcem z ustrežnejše usposobljenimi zaposlenimi, kot izvajalcem, ki bi izobraževanje mladine in odraslih prilagajali regionalnim potrebam. Pričakovati je, da se bodo tudi delojemalci na regionalni ravni lahko bolj aktivno kot doslej vključili v opredeljevanje do izbirnih delov izobraževalnih programov.

Tako na nacionalni kot na regionalni ravni bi moral dualni sistem doživeti večjo podporo, saj je najuspešnejši model povezovanja izobraževanja in dela. Tudi pri dualnem sistemu bo potrebno ponovno opredeliti razmerja med splošnimi in strokovnimi vsebinami in praktičnim delom, ter doseči integriranost predmetov v širše sklope, še posebej pri povezanosti tehnologije s praktičnim izobraževanjem. Povečati je treba delež praktičnega dela izobraževanja na 60%. Regionalni vidik bi lahko uveljavil programe po meri okolja, za katere je dovolj učnih mest, povezovanje izvajalcev ter omogočil izobraževanje za poklicne nazive, za katere so potrebe po zaposlovanju majhne ali pa zanje ni interesa pri mladih.

Na nacionalni ravni morajo socialni partnerji za pospeševanje dualnega sistema doseči dogovor o:

- ustanovitvi medpodjetniških izobraževalnih centrov (MIC-ev);
- stimulaciji delodajalcev (z davčnimi, finančnimi in zakonskimi instrumenti zagotoviti večje število učnih mest in prevzemanje odgovornosti za dualni sistem);
- učinkoviti mreži za poklicno orientacijo;
- učinkovitem nadzoru izvajanja poklicnega izobraževanja v dualnem sistemu.

Socialni partnerji (predvsem delodajalci) bodo s postopki priprave poklicnih standardov prevzeli še enega od bistvenih vzvodov, s katerimi se je mogoče hitreje odzivati na spremenjene tehnološke razmere na tržišču. Zagotavljajo namreč realizacijo zahtev posameznih delovnih področij ob ustrezni preveritvi njihove utemeljenosti. Ne nazadnje pa bo večji del preverjanja standardov znanj v pristojnosti partnerjev, ki jim bo cilj tudi kvaliteta in uporabnost znanja. Prav pri standardih znanj bo prišlo do integracije med regionalnim in nacionalnim nivojem, saj bodo tako pobude kot postopki ugotavljanja potekali na obeh ravneh.

## **5. AVTONOMIJA IZVAJALSKIH ORGANIZACIJ IN VZPOSTAVITEV MREŽE KOMISIJ ZA PRIZNAVANJE POKLICNIH KVALIFIKACIJ**

Boštjan Zgonc

Moderni sistem poklicnega in strokovnega izobraževanja je mogoče graditi le ob sodelovanju delodajalcev, lokalne skupnosti šol in države. Šole, delodajalci in lokalne skupnosti morajo biti pri tem dovolj programsko, organizacijsko in finančno avtonomne. To pomeni, da morajo imeti izobraževalne organizacije, lokalne skupnosti in delodajalci, ki izvajajo okvirno določene in modularno zasnovane izobraževalne programe temeljnega in nadaljevalnega izobraževanja možnost uveljavljanja svojih posebnosti, ne da bi se oddaljili od nacionalno sprejetih poklicnih standardov. Taka avtonomija jim omogoča, da sami poiščejo najustreznejše izvedbene rešitve. Akterji razvojnega partnerstva se medsebojno povezujejo v prid dijakov, vajencev, študentov, odraslih (tudi s posebnimi potrebami), ter gospodarskih subjektov in lokalnih skupnosti. Skupaj želijo pridobiti oziroma omogočiti poklicno kvalifikacijo v formalnem sistemu poklicnega in strokovnega izobraževanja oziroma v sistemu, ki omogoča znanje dokazati v certifikatnem sistemu.

Večja stopnja programske, organizacijske, pa tudi finančne avtonomnosti omogoča tesnejše povezovanje šol s socialnimi partnerji v okolju, kar omogoča hitro prilagajanje trgu delovne sile, spremembam v tehnološkem razvoju – seveda ob spoštovanju nacionalnih poklicnih standardov. Taka avtonomija je tudi nujna z vidika uveljavljanja regionalnih programov, ki bodo podlaga za koriščenje evropskih skladov po vključitvi Slovenije v EU.

Krepitev avtonomije izobraževalnih organizacij in delodajalcev pri izvajanju poklicnega in strokovnega izobraževanja pa po drugi strani terja vzpodbujanje procesov njihovega povezovanja zaradi kvalitetnejšega uresničevanja programske razvojne funkcije, vključevanja v mednarodne programe oziroma v programe EU ter pri uresničevanju kadrovske funkcije. Pri tem ne gre za formalno povezovanje v večje zavode z notranjo razčlenjeno strukturo posameznih šol (šolski centri), ampak za iskanje možnosti za skupno uresničevanje nalog. S sistemom financiranja je treba na primer ustvariti mrežo koordinatorjev mednarodnega sodelovanja, ki opravljajo to nalogo na svoji šoli in za določen krog izobraževalnih organizacij v regiji. V povezavi s CPI in ACS je treba vzpostaviti mrežo za razvoj in svetovanje v poklicnem in strokovnem izobraževanju mladine in odraslih. Omogočiti je treba racionalno zaposlovanje strokovnih delavcev tudi na različnih lokacijah in šolam omogočiti, da poiščejo najustreznejše kadrovske rešitve za izvedbo izobraževalnih programov.

Uvedba certifikatnega sistema za potrjevanje poklicnih kvalifikacij predpostavlja poleg določanja nacionalnih poklicnih standardov in modularno zasnovanih izobraževalnih programov mrežo komisij, sestavljenih iz strokovnjakov, ki si bodo na DIC pridobili licenco za svoje delo. Mreža komisij naj bo zasnovana tako, da bo zagotavljala kvalitetno eksterno preverjanje znanj in spretnosti, določenih s standardi poklicnih kvalifikacij, komisije naj bodo ustanovljene povsod tam, kjer bodo zagotovljeni tudi ustrezni materialni pogoji za preverjanje znanj in spretnosti.

Krepitev avtonomije izobraževalnih organizacij in uvedba certifikatnega sistema potrjevanja poklicnih kvalifikacij terja tudi strokovno avtonomnega in odgovornega učitelja oziroma

strokovnega delavca – temeljnega nosilca notranjih inovacijskih procesov. S sistemom pedagoško andragoškega usposabljanja in spopolnjevanja je treba krepiti njegov položaj pri načrtovanju izvedbe poklicnega in strokovnega izobraževanja, pri prilagajanju izobraževanja potrebam tehnološkega razvoja in pri nadaljnjem razvoju kurikula. Zlasti je treba s stalnim strokovnim spopolnjevanjem dosegati usposobljenost za zahtevne naloge poklicnega in strokovnega izobraževanja odraslih. Učitelj na vseh ravneh poklicnega in strokovnega izobraževanja naj bo veliko bolj kot doslej pristojni mentor, pomočnik in sodelavec dijakom, vajencem in študentom pri njihovem angažiranem pridobivanju znanja, razvijanju ustvarjalnosti, skupinskega dela, samostojnosti, samokontrole, procesnega mišljenja in uporabe sodobnih informacijskih tehnologij.

## **6. SOCIALNO PARTNERSTVO PRI USTANAVLJANJU IN UPRAVLJANJU ŠOL TER SOFINANCIRANJU POKLICNEGA IZOBRAŽEVANJA**

Elizabeta Skuber

Za uveljavljanje socialnega partnerstva pri ustanavljanju in upravljanju šol ter sofinanciranju poklicnega izobraževanja je pomembno vzpostaviti regionalne svete za razvoj človeških virov, zagotoviti medresorsko usklajevanje in vloga ekonomsko socialnega sveta na ravni države.

### **6.1. REGIONALNI SVETI ZA RAZVOJ ČLOVEŠKIH VIROV**

V regionalnih svetih mora priti do usklajevanja in sodelovanja med izobraževalnimi organizacijami, regionalnimi in pospeševalnimi centri, regionalnimi sveti za razvoj socialnega partnerstva na področju poklicnega in strokovnega izobraževanja, regionalnimi skladi za razvoj človeških virov, medpodjetniškimi centri, zbornicami, šolskimi upravami. Administrativno in tehnično podporo regionalnim svetom za razvoj človeških virov lahko nudijo upravne strokovne službe, večji izobraževalni centri, strokovne službe območnih zbornic. V upravno strokovnih službah bi združili del strokovnih nalog, ki jih opravljajo območne enote zavoda za šolstvo, zavodi za zaposlovanje ter upravne naloge, kakršne naj bi po zakonu o organizaciji in financiranju prevzele šolske uprave.

Regionalni sveti za razvoj človeških virov naj skrbijo za:

- usklajevanje interesov na področju poklicnega in strokovnega izobraževanja v regiji in organiziran dialog na ravni države;
- stalni socialno partnerski dialog o prilagajanju izobraževalnih programov potrebam delodajalcev oziroma trgu dela in dajanje pobud za nove programe temeljnega poklicnega izobraževanja;
- predlaganje programov usposabljanja in izpopolnjevanja v skladu s potrebami regije;
- sodelovanje s pristojnimi ministrstvi pri oblikovanju mreže šol, dajanje mnenj k ustanavljanju novih šol ter letnemu razmeščanju izobraževalnih programov;

- sistematično obveščanje podjetij o pomenu usposabljanja delavcev za povečanje konkurenčne prednosti na trgu;
- informiranje podjetij o izobraževalnih programih oziroma o možnostih poklicnega izobraževanja in usposabljanja za mladino in za odrasle ter šol o potrebah po kadrih ter o razpoložljivih učnih mestih za vajence in možnostih za praktično izobraževanje dijakov in študentov;
- poklicno orientacijo in informiranje mladine in odraslih o potrebah na trgu dela in o možnosti poklicnega izobraževanja in zaposlovanja;
- predlaganje kriterijev za subvencije v regiji za zagotavljanje ustreznih učnih mest za vajence ter možnosti za praktično izobraževanje dijakov in študentov;
- dialog z vodstvi šol pri odločanju o izbirnih delih izobraževalnih programov, oziroma o izvajanju posameznih modulov;
- sodelovanje in soodločanje pri ustanavljanju medpodjetniških izobraževalnih centrov.

## **6.2. MEDRESORSKO USKLAJEVANJE**

Razvoj človeških virov presega področje izobraževanja, ampak terja sodelovanje zlasti ministrstev, ki so pristojna za trg delovne sile, za načrtovanje in razvoj ekonomskih odnosov, za mednarodno sodelovanje, za razvoj industrije in kmetijstva, drobnega gospodarstva, turizma in obrti. Zato je nujno zagotoviti medministrsko oziroma medresorsko usklajevanje pri načrtovanju in izvajanju ukrepov za razvoj človeških virov.

Zlasti je treba medresorsko usklajevati:

- izobraževanje s trgom delovne sile;
- sistemske ukrepe za spodbujanje poklicnega in strokovnega izobraževanja (davčne olajšave, skladi, štipendije, spodbude delodajalcem);
- dogovarjanje o različnih oblikah sofinanciranja izobraževanja in usposabljanja;
- financiranje razvojnih projektov in projektov, ki se bodo sofinancirali iz skladov EU;
- dogovarjanje o sofinanciranju strokovnih delavcev ter prostorskih in materialnih pogojev za delo regionalnih svetov za razvoj človeških virov in
- področje poklicnega in strokovnega izobraževanja mladine in odraslih s posebnimi potrebami.

## **6.3. EKONOMSKO SOCIALNI SVET**

Načelo socialnega partnerstva je vgrajeno v šolsko zakonodajo pri načrtovanju izobraževanja, oziroma pri določanju standardov znanja, pri sprejemanju izobraževalnih programov in pri izvajanju izobraževanja. Na ravni države pa je potrebno vzpostaviti dialog socialnih partnerjev o strateških vprašanjih nadaljnjega razvoja poklicnega in strokovnega izobraževanja. Najbolje bi bilo, če to nalogo prevzame Ekonomsko socialni svet. Tam se lahko na ustrezni ravni delodajalci, delojemalci in predstavniki države dogovorijo o ekonomski vrednosti posameznih stopenj izobrazbe, sistemskih ukrepih za spodbujanje poklicnega in strokovnega izobraževanja, o vpisni politiki, o zagotavljanju pravic in dolžnosti delodajalcev in delojemalcev za strokovno izpopolnjevanje zaposlenih in brezposelnih. Na ta način se lahko na ustrezni ravni uveljavi koncept vseživljenjskega učenja in učeče se družbe v Republiki Sloveniji.

## **7. DEREGULACIJA IN DECENTRALIZACIJA**

Boštjan Zgonc

Sistem upravljanja je treba deregulirati. To pomeni, da je treba uveljaviti načelo subsidiarnosti; odločanje o vprašanih, o katerih lahko kompetentno in kvalitetno odločijo na nižjih ravneh, ni potrebno urejati na regionalni ali celo na državni ravni.

V tem smislu je potrebno preseči dosedanjo prakso določanja popolnoma enotnih kurikulumov, uveljaviti je treba zgolj enotne izobraževalne standarde in dopustiti raznolikost v izvedbi izobraževalnega procesa.

Eksterno ocenjevanje rezultatov izobraževanja tako pri izvedbi zaključnih izpitov teoretičnega in praktičnega dela kot pri potrjevanju neformalno pridobljenega znanja in spretnosti v certifikatnem sistemu omogoča večjo raznolikost poti pri doseganju enotnih izobraževalnih standardov. Bolj odprti kurikulum oziroma fleksibilnejši izobraževalni programi za pridobitev izobrazbe in za nadaljnje izobraževanje omogočajo tudi večje možnosti za vpliv socialnih partnerjev na regionalni ravni na poklicno in strokovno izobraževanje, omogočajo pa tudi hitrejšo prilagajanje izvajalcev izobraževanja na potrebe trga delovne sile zaradi hitrih tehnoloških sprememb.

Do določene mere je treba deregulirati in pluralizirati tudi sistem financiranja poklicnega in strokovnega izobraževanja. Sistem financiranja je treba preoblikovati tako, da bo v okviru enotno določenih normativov in standardov in ob upoštevanju predpisov o plačah strokovnih in drugih delavcev šol, v večji meri dopuščal samostojno načrtovanje izobraževalnega procesa, stimuliral iskanje racionalnih organizacijskih rešitev in podjetniško naravnano izobraževalnih organizacij in s tem podpiral njihovo programsko avtonomijo.

Odločanje o vpisni politiki, mreži izobraževalnih organizacij za mladino in za odrasle, predvsem pa financiranje poklicnega in strokovnega izobraževanja je treba deregulirati. Ni mogoče dopustiti regionalnih razlik v opredeljevanju nazivov poklicne izobrazbe oziroma pri doseganju nacionalnih poklicnih standardov. Omogočiti pa je treba usklajevanje socialnih partnerjev oziroma regionalnih koalicij o mreži šol poklicnega in strokovnega izobraževanja in o vpisni politiki, zlasti poklicnega in strokovnega izobraževanja odraslih.

Z različnimi ukrepi je treba stimulirati sovlaganja podjetij v opremo izobraževalnih organizacij, zlasti v medpodjetniške izobraževalne centre, upravljalsko vlogo soustanoviteljev oziroma sovlagateljev pa je treba postopoma prilagoditi bodoči lastniški strukturi.

Dualni sistem, ki je ena od strateških usmeritev razvoja poklicnega izobraževanja, je treba finančno stimulirati zaradi njegovih neposrednih učinkov na zaposlovanje, saj je ustvarjanje učnih mest perspektivno odpiranje novih delovnih mest.

## **8. UVELJAVITEV NAČELA SOFINANCIRANJA, SOUSTANAVLJANJA IN SOUPRAVLJANJA SOCIALNIH PARTNERJEV**

Janez Dekleva

Socialni partnerji so s sprejetjem nove zakonodaje na področju poklicnega in strokovnega izobraževanja dobili vrsto nalog in pooblastil tako pri načrtovanju kot pri izvajanju poklicnega izobraževanja. Nova vloga socialnih partnerjev se relativno uspešno uresničuje na ravni države, večjo pozornost pa bi bilo treba nameniti regionalni ravni.

Zbornice so pridobile dodatne kadre in se organizirale ter odgovorno in kakovostno prevzemajo pristojnosti in odgovornosti. Predvsem so trden pogajalec, ko gre za zastopanje interesov delodajalcev. Tudi sindikati morajo okrepiti svojo vlogo ne samo v organih na ravni države, ampak tudi na regionalni ravni.

Vpliv socialnih partnerjev pa bi bilo potrebno razširiti tudi na ustanavljanje izobraževalnih organizacij, na njihovo upravljanje in glede na njihov interes spodbuditi tudi sofinanciranje.

Predvsem je treba na regionalni ravni razviti inštrumente za uveljavljanje večjega vpliva socialnih partnerjev na poklicno in strokovno izobraževanje. Poleg regionalnih svetov, kjer se lahko usklajujejo interesi socialnih partnerjev za razvoj človeških virov na ravni regije, je potrebno razviti sklade za financiranje poklicnega izobraževanja. Take sklade že poznajo v nekaterih drugih državah. Skladi za izobraževanje in usposabljanje, v katere bi prispevali tako socialni partnerji kot država, bi zagotovo doprinesli k še večjemu vključevanju vseh zainteresiranih. Prek rezultatov dela skladov bi se v veliki meri razbrale zelo konkretne potrebe delodajalcev in na podlagi tega sklepalo o usmeritvah, ki vladajo predvsem na področju izobraževanja odraslih, in potrebah po znanjih, ki jih narekuje hiter napredek tehnologije. Ustanovitev skladov za izobraževanje in usposabljanje bi bilo možno organizirati po panožnem in regionalnem načelu. Sredstva zbrana v teh skladih bi omogočila načrtnejši in racionalnejši razvoj:

- posebnih programov osebostnega razvoja in predpoklicnega izobraževanja in usposabljanja, ki bodo povezovali delo, usposabljanje in razvoj osebostnih spretnosti, (programov "poklicne vzgoje" za mlade);
- medpodjetniških izobraževalnih centrov, ki bodo odprli nove priložnosti za mlade in odrasle, ter omogočili izvajanje modernih oblik poklicnega izobraževanja in usposabljanja;
- mreže učnih podjetij in učnih delavnic kot samostojne oblike usposabljanja v okviru skupnih aktivnosti mrež delodajalcev ali pa v okviru medpodjetniških izobraževalnih centrov;
- novih oblik povezovanja mladih na lokalni ravni, s katerimi bi pospeševali pridobivanje neformalnih znanj in osebostni razvoj (študijskih krožki, središča za samostojno izobraževanje, centri za izobraževanje na daljavo, projektno učenje);
- sistema ugodnih kreditov za izobraževanje.

Za pospešitev izvajanja načela socialnega partnerstva in uspešnejše izvajanje politike na področju poklicnega in strokovnega izobraževanja pa bi bilo potrebno:

- Poenostaviti postopke priprave in odločanja, tako da bi bilo reagiranje od potrebe na trgu dela do pričetka izobraževanja fleksibilnejše in hitrejše; pri tem je seveda treba upoštevati načela socialnega partnerstva in v določeni meri načrtovati pristop k analizi potreb po kadrih ter analizi potreb po izobraževanju in usposabljanju.
- Zagotoviti pravno in finančno okolje, ki bo za delodajalce bolj spodbudno, saj je interes za izobraževanje v takšnem okolju bistveno večji kot v razmerah, ki ne zagotavljajo stabilnih pravnih, davčnih in drugih ekonomskih pogojev. Čeprav na prvi pogled to presega možnosti, ki jih ponuja socialno partnerstvo, pa lahko le skupen dialog predvsem države in delodajalcev, ki ima vsaj tiho podporo delojemalcev, pripelje do ustreznih rešitev v sistemski zakonodaji.
- sistematično je treba spodbujati delodajalce, naj v večji meri izkoriščajo možnosti na področju poklicnega in strokovnega izobraževanja in tako načrtovanja lastnega kadrovskega potenciala, ter jih za to tudi materialno stimulirati (npr. predlagana ustanovitev skladov za izobraževanje in zaposlovanje).

## **9. ZAGOTAVLJANJE KAKOVOSTI V POKLICNEM IN STROKOVNEM IZOBRAŽEVANJU**

Vladimir Tkalec

V skladu s trendi in razvojem sistemov za ugotavljanje in zagotavljanje kakovosti in izobraževanju in usposabljanju v državah Evropske skupnosti bo tudi v slovenskem poklicnem in strokovnem izobraževanju potrebno uporabiti sistematičen pristop za zagotavljanje kakovosti na programski, upravljalni in institucionalni ravni.

V zasnovi koncepcije zagotavljanja kakovosti, ki je bila izdelana v Ministrstvu za šolstvo in šport (MŠŠ) in je bila povzeta v konceptu za sistematično ugotavljanje in zagotavljanje kakovosti v poklicnem in strokovnem izobraževanju v okviru programa Phare MOCCA, so vključene vse tri ravni. Potrebni bodo ukrepi:

- da se bodo razvili postopki ugotavljanja izobraževalnih potreb pri delodajalcih v povezavi s potrebami na tržišču delovne sile;
- da se bodo pri tem upoštevale lokalne in regionalne potrebe in možnosti zaposlovanja vendar se bodo standardi znanj poklicne in strokovne izobrazbe določali na nacionalni ravni;
- da se bo z izobraževalnimi programi poklicnega in strokovnega izobraževanja na nacionalni ravni določal le temeljni obseg splošnih in strokovnih znanj;
- da se bodo v izobraževalnih programih ustrezneje povezovala splošna, strokovna in praktična znanja;
- da bo razvit sistem ocenjevanja rezultatov in potrjevanja poklicnih kvalifikacij ter omogočeno prehajanje v nadaljnje izobraževanje in usposabljanje za pridobitev izobrazbe;

- da bodo zagotovljeni materialni pogoji za delovanje šol in bo država skrbela za razvoj mreže poklicnih in strokovnih šol in centrov za usposabljanje;
- da bo poskrbljeno za sistematično usposabljanje učiteljev in drugih izvajalcev usposabljanja;
- da se bodo izgradile institucije za sistemsko in razvojno podporo poklicnim in strokovnim šolam za učinkovito izvajanje in spremljanje izobraževalnega procesa in usposabljanja;
- da bo ugotavljanje učinkovitosti izobraževalnega procesa temeljilo na primerjavi vložkov z doseženimi rezultati.

Koncept ugotavljanja in zagotavljanja kakovosti vzgojno izobraževalnega dela šol je treba uveljaviti v celoti tudi na področju poklicnega in strokovnega izobraževanja. Kazalci kakovosti se določajo po posameznih področjih ali glede na akterje v izobraževanju na poklicnih in strokovnih šolah. Spremljanje doseganja kazalcev kakovosti naj poteka na ravni šol ob podpori javnih zavodov, ki jim pomagajo s pripravo instrumentov spremljanja, analizami stanja idr.

Osrednja metoda vrednotenja kakovosti poklicne in strokovne šole je samoevalvacija, ki pa mora temeljiti na neodvisnem zunanjem spremljanju in vrednotenju.

Za zagotavljanje kakovosti morajo poklicne in strokovne šole:

- izdelati načrt aktivnosti za zagotavljanje in dvig kakovosti,
- skrbeti za implementacijo načrta,
- sprotno ocenjevati doseganje načrtovanih ciljev.

Najpomembnejša (obvezna) področja zagotavljanja kakovosti so:

- vodenje in upravljanje šol,
- izvajanje pedagoškega procesa,
- vrednote in klima na šoli,
- rezultati pedagoškega procesa,
- sodelovanje z delodajalci.

Sistematično ugotavljanje in zagotavljanje kakovosti temelji na naslednjih načelih:

- kontinuiranega, načrtovanega in organiziranega delovanja,
- ustvarjalnega in inovativnega preseganja obstoječih rešitev in praks,
- dokumentiranja in argumentiranja vseh postopkov in rezultatov,
- rednega informiranja strokovne in širše javnosti o načrtih in dosežkih.

Sistematično uvajanje ugotavljanja in zagotavljanja kakovosti v poklicnem in strokovnem izobraževanju je dolgoročen proces, ki terja ozaveščanje učiteljev, socialnih partnerjev, strokovne javnosti in celotne družbe. V tem procesu je izredno pomembno usposabljanje vodstev in učiteljev poklicnih in strokovnih šol. Strokovno pomoč in podporo šolam pri ugotavljanju in zagotavljanju kakovosti morajo nuditi javni zavodi (CPI, Zavod RS za šolstvo), ki se morajo za to nalogo ustrezno usposobiti.

Sistematičen pristop k ugotavljanju in zagotavljanju kakovosti zahteva:

- zagotavljanje podatkov v okviru izobraževalne statistike,
- vzpostavitev upravljalnega informacijskega sistema,
- zunanje ocenitve, pilotno uvajanje novosti, eksperimentalnih projektov in njihovo sprotno ocenjevanje,
- razvojne in primerjalne analize in predvidevanja,
- notranje ocenitve.

## 10. EVROPSKA RAZSEŽNOST

Peter Grootings

Slovenija veliko vloga v priprave na pristop k EU tudi na področju poklicnega izobraževanja in usposabljanja. Pri tem je že dosegla pomemben napredek. Na področju izobraževanja je sicer treba prilagoditi le majhen del pravnega reda Skupnosti, vendar pa so slovenski nosilci načrtovanja politike ves čas pazljivo spremljali razprave o poklicnem izobraževanju in usposabljanju in razvoj politike v državah članicah EU, kar bi lahko imenovali mehek *acquis*. Pomembno je, da Slovenija ves čas vodi intenziven dialog z drugimi državami in pri nadaljnjem razvoju sistema poklicnega izobraževanja še naprej upošteva razprave o politikah in razvoju v drugih evropskih državah.

V zadnjih 20 letih so vse evropske države doživljale globoke spremembe v svojih izobraževalnih sistemih. V mnogih državah sedaj opravljajo temeljni premislek o obstoječih izobraževalnih sistemih in razvoju novih, ki bodo temeljili na novih paradigmah vseživljenjskega učenja in poučevanja. Elementi nove paradigme vključujejo zavest o tem, da:

- učenje ne bi smelo biti omejeno samo na mladost, ampak bi moralo biti vseživljenjska dejavnost. Najti moramo poti za integracijo učenja mladine in odraslih ter načine za integracijo učenja in dela;
- učenje ne poteka le v šolah, ampak tudi drugje, na delovnem mestu, doma v družini, med prostovoljnimi dejavnostmi. Potrebujemo orodja in instrumente, da bomo lahko pravilno ocenjevali in priznavali različne oblike učenja in bolje izkoristili kombiniranje različnih učnih mest;
- se ljudje razlikujejo med seboj, se učijo na različne načine in imajo različne stile učenja ter da moramo izboljšati kakovost vzgoje in izobraževanja, tako da se bo lahko bolje odzivalo na posameznikove učne potrebe. Poenoteni izobraževalni programi se bodo morali umakniti različnosti in raznolikosti. Ljudje lahko pridejo do enakih učnih rezultatov na različne načine;
- so viri informiranja postali številnejši in bolj raznoliki; učitelj ni več tisti, ki vse ve. Treba je uporabljati nove, zlasti elektronske informacijske vire in jih še naprej razvijati;
- je učenje več kot samo pridobivanje znanja. Razvijati je treba tudi spretnosti in sposobnosti;
- bodo morale biti šole sposobne za hitrejše in učinkovitejše odzive na spreminjajoče se razvojne novosti pri svojih uporabnikih, in sicer tako pri študentih kot podjetjih. Potrebujemo bolj decentralizirane sisteme, ki bodo šolam dajali večjo avtonomijo in več prostosti za inovativnost.

Ti izzivi so vsaj za evropske države vse bolj globalni in enaki. Ni pa nujno, da so takšne tudi rešitve. Slovenija se zaveda teh izzivov. Dejavnosti, na kratko prikazane v tem Memorandumu, bodo prispevale k razvoju naše lastne politike vseživljenjskega učenja. Znano pa je, da se enako kot v preteklosti lahko zelo veliko naučimo od tujih izkušenj.

Osnovni vidik nadaljnega razvoja poklicnega izobraževanja kot dela sistema vseživljenjskega učenja bo še naprej izmenjava izkušenj z drugimi državami na delavnicah, študijskih obiskih, konferencah, v okviru partnerskega sodelovanja, skupnih delovnih skupin, praks, pa tudi izmenjave dokumentov, objav in osebnih stikov. Pomembno je, da bodo pri tem sodelovali vsi dejavniki, vključeni v poklicno izobraževanje: nosilci načrtovanja politike, socialni partnerji, raziskovalci, učitelji in udeleženci izobraževanja. V okviru programov Phare se je v zvezi s tem oblikovala trdna tradicija, na kateri lahko gradimo v prihodnosti.

Slovenija bo pripravljena narediti še korak naprej in preseči samo izmenjavo izkušenj. Na evropskem srečanju na vrhu v Lizboni spomladi leta 2000 so voditelji držav sprejeli vrsto smelih odločitev v zvezi s potrebo po medsebojnem seznanjanju s pobudami za stalne izobraževalne reforme in napredkom pri njihovem izvajanju. To kaže na pomen, ki se pripisuje razvoju kadrovskega potenciala za prihodnost Evrope. V zaključni fazi priprav na pristop k EU bo morala tudi Slovenija sprejeti te skupne odločitve za svoje in čeprav je razprava o tem še na povsem začetni stopnji, bi bilo nemara koristno povzeti nekatera od teh vprašanj.

Na lizbonskem srečanju na vrhu so voditelji držav sprejeli srednjeročno strategijo, s pomočjo katere želijo doseči, da bi Evropa postala najbolj konkurenčna in dinamična gospodarska sila na svetu, temelječa na znanju, ter da bi bila sposobna za trajnostno rast z večjim številom delovnih mest in boljšimi delovnimi mesti ter večjo socialno kohezijo.

Celovita strategija za doseganje tega cilja vključuje:

- pripravo prehoda v gospodarski in družbeni sistem, ki temelji na znanju,
- pospeševanje gospodarskih reform zaradi konkurenčnosti in inovacij,
- vlaganje v ljudi in boj proti socialni izključenosti.

V zvezi z izvajanjem strategije so se dogovorili za "odprto usklajevanje na vseh ravneh", ki ga bo dopolnjevala močnejša usmerjevalna in usklajevalna vloga Evropskega sveta zaradi zagotavljanja koherence in spremljanja napredka.

Pomembno je, da bo Slovenija pri nadaljnjem razvoju svojega sistema poklicnega izobraževanja in usposabljanja v prihodnjih letih zagotovila vsestransko sodelovanje v teh evropskih pobudah.

## 11. SKLEP

Ta dokument bo dosegel svoj namen, če bodo delovali tudi ustrezni sprožilni mehanizmi za uvajanje predvidenih sprememb. Ti naj bi bili naravnani tako, da bi ob uveljavljanju inovacijske strategije zagotavljali trajno prilagajanje strokovnega in poklicnega izobraževanja spremenjenim razmeram in da bi se izognili vse pogostejšim reformam. Sprožilne mehanizme vidimo tako v izpostavitvi prednostnih nalog, kot tudi dejavnikov, ki so odgovorni za njihovo realizacijo. Bili bi naslednji:

- Izdelava nacionalnih poklicnih standardov. Za to je odgovorno Ministrstvo RS za delo, družino in socialne zadeve (MDDSZ) v okviru realizacije nedavno sprejetega zakona. Potrebna je vzpostavitev ekspertne skupine, ki bo dodelala mednarodno primerljivo metodologijo in skrbela za strokovno pripravo, preverjanje in posodabljanje standardov, kakor tudi za uskladitev z obstoječimi nomenklaturami poklicev. Mesto te skupine je na CPI-ju, pri čemer se lahko nasloni tudi na zunanje strokovne oziroma raziskovalne institucije. Strokovni svet RS za poklicno in strokovno izobraževanje bo podpiral ta proces po ustaljeni poti.
- Vzpostavitev mreže komisij za potrjevanje nacionalnih poklicnih kvalifikacij. Tudi to je naloga MDDSZ v sodelovanju z MŠŠ. Strokovne naloge naj pri tem opravita ACS in DIC. Pri tem je pomembno sodelovanje z zbornicami, ki že izvajajo ustrezne postopke certificiranja, v smislu oblikovanja usklajene nacionalne mreže.
- Deregulacija in decentralizacija priprave izobraževalnih programov. Prvi korak v tej smeri naj napravi Strokovni svet RS za strokovno in poklicno izobraževanje s spremembo izhodišč za pripravo programov. Pri tem mu strokovno pomaga CPI. Gre za odpiranje programov, v katerih se na nacionalni ravni določijo minimalni standardi in robni pogoji, končno obliko pa jim dajo regionalni odbori za razvoj človeških virov oziroma socialni partnerji in šole.
- Oblikovanje regionalnih razvojnih koalicij (svetov za razvoj človeških virov), ki jih tvorijo socialni partnerji ter posebej vključujejo predstavnike šol, zavoda za zaposlovanje, podjetij in drugih zainteresiranih. Najbolje bi bilo, če bi odgovornost za to prevzela neposredno vlada oziroma socialni svet.
- Vzpostavitev sistema za ugotavljanje in zagotavljanje kakovosti v šolah. Glavno vlogo pri tem mora imeti MŠŠ. S povečevanjem programske avtonomije šol od njih terja spremljanje kakovosti in poročanje o tem. K uravnoteženju sistema lahko pripomore tudi eksterno preverjanje znanja (poklicna matura). Strokovni instituciji za to področje sta CPI in Zavod RS za šolstvo.
- Razvoj didaktike poklicnega in strokovnega izobraževanja ter modularizacija programov. Odgovorna institucija za to je MŠŠ, ki mora temu nameniti ustrezna raziskovalna sredstva, pritegniti mora tuje eksperte in s tem v okviru zavodov, inštitutov, fakultet in šol oblikovati ustrezno število razvojnih skupin.
- Prilagoditev sistema financiranja in eventualna prilagoditev zakonodaje. Odgovorna institucija je MŠŠ.

# **MEMORANDUM ON FURTHER DEVELOPMENT OF VOCATIONAL EDUCATION AND TRAINING**

A strategy of modernisation and further development of vocational education and training in the Republic of Slovenia.

# FOREWORD

Dear Reader,

This publication is part of a series in which the outcomes of the Phare MOCCA program on Modernisation of Curricula, Certification and Assessment in Vocational Education for Youth and Adults are documented.

The publication series include background studies, policy papers, reviews and evaluations, manuals and handbooks, and other important working documents that have been produced within the framework of the various MOCCA projects. All of these documents merit wider dissemination because their usefulness goes beyond the small circle of experts that have been actively engaged in the MOCCA program. They will help to keep the policy discussions initiated by the MOCCA ongoing. They will also make practical experiences gained during the various projects available for a larger public.

The MOCCA program has provided a framework for reviewing and rethinking the reforms introduced into the Slovene VET system during the first half of the 1990s. Such a reflection was necessary, not only to evaluate what had been achieved from the initial reform agenda that had culminated in the famous White Book but also to take into account a number of important changes in the environment for vocational education and training in Slovenia.

The initial reform priorities have concentrated on re-establishing a genuine VET system as part of an overall open education system, on the one hand, and relevant for a changed socio-economic environment, on the other. By and large, these policy objectives have proven to be correct and their implementation by and large successful. Social partnership, modern curricula, apprenticeship, improved relations between theory and practice, strong secondary vocational schools, post-secondary and higher VET and a professional support institute for VET are all basic elements of modern VET systems and have become characteristic for the Slovene system as well.

However, these first series of policy changes in response to the transition soon became entrenched with the effects and implications of other developments of which we should only point here at the aspiration for the country to become a EU member and the emergence of lifelong learning as the agreed educational paradigm. These two developments have made it necessary to go further than simply evaluating what had been achieved and instead to see whether basic policy options would have to be fundamentally reformulated. Issues such as integration of youth and adult education, coherence of formal and non-formal education, relations between diplomas and certificates, assessment of prior learning, transparency of qualifications, international student mobility, quality of education, new teacher roles, school autonomy, innovation, pre-accession and the European Social Fund, have gradually entered the policy discussions and urgently ask for policy concepts and political consensus. Inherited institutions such as the "nomenklatura" are quickly losing their meaning and relevance.

The Slovene and international experts that have worked together within the various MOCCA projects have shown courage and dedication in opening up traditional frameworks of thinking and policymaking. Slovene experts have been eager to learn from other countries and foreign experts have been ready to stress that international experiences cannot simply be copied but

need rethinking and adaptation to Slovene contexts. This form of international exchange is one of the most precious things that Phare programs provide. There has to be a receptive and active local environment to make it work. This has been the case in Slovenia and in many ways the country again is among the forerunners in terms of modern educational policy making.

A 1,5-year program can only seed and hardly harvest. Changes in educational policy formulation and policy making take time but it is fair to say that within the MOCCA program on many issues a point of "no return" has been reached. Further work will be needed to bring coherence and sustainability in the existing diverse range of new policy ideas and initiatives. This will also imply the inclusion of wider circles of partners in the debates. It is for this reason that the MOCCA project team has invested in making the most important documents from the program available for a larger public. This has been our final contribution to keeping the debate about VET reforms an ongoing one.

We are grateful to all colleagues who have contributed to this series of MOCCA publications and sincerely hope that each of them will find its own public and further use.

The Phare MOCCA team.

Ljubljana, October 2000

# 1. INTRODUCTION

Ph.D. Zdenko Medveš

Having achieved its independence, Slovenia began to prepare the reform of vocational and technical education and training as part of comprehensive social changes already in 1992. Basic premises for a new systemic regulation were defined, ranging from a changed social status of this type of education, the development of a new regulation of the system, the design of new education programmes, the definition of a new ratio between the theoretical and practical component of education and training to the development of more active teaching and learning methods. This paved the way for an overall reform.

Social changes resulting from the transition from planned to market economy required a state-wide deregulation of vocational and technical education and training and the establishment of social partnership, which was the most demanding task of all. In this area, the reform envisaged that employers should gradually assume an increasing amount of obligations concerning vocational and technical education and training and that agreements among employers and trade unions should gradually replace national legislation.

Changes in the system of vocational and technical education and training had several aims, the most important being:

- comparability with European standards,
- the provision of opportunities to obtain vocational and technical education qualifications for all members of a cohort and the elimination of dead ends in vocational education and training by developing appropriate vertical paths,
- the establishment of a new ratio between the theoretical and practical component of education and training and new forms of cooperation between schools and companies,
- the implementation of the principle of life-long education and learning by forming a single system of vocational and technical education and training for youth and adults.

In Slovenia, the system of vocational and technical education and training developed within known European paradigms from its very beginning, therefore the new arrangement did not cause any problems in aligning it with European standards, but harmonisation with ISCED has not yet been accomplished due to our tradition and a fixed pattern of current models of education levels and job requirements. The new regulation of the system provides for vertical educational paths that can be identified with those in other European countries, either the short forms (lower vocational education) or standard paths at the secondary and post-secondary levels. Post-secondary vocational education actually forms part of tertiary but not higher education.

The most important contribution to the establishment of new paths and programmes in the system of vocational and technical education and training has been made thanks to our participation in the Phare programme. All new educational options provided since 1996, such as the apprenticeship scheme (also called the dual system), vocational courses and post-secondary vocational colleges, are a result of the participation in this programme. Especially post-secondary vocational colleges can be regarded as one of the most successful new features of our education system, extremely well-received by students and educators.

In the current reform, the coordination of occupational standards, that is direct educational requirements defined in the classification of occupations and curricula, have presented considerable problems. Necessary international studies comparing Slovenian educational standards with those of other European countries have not yet been carried out. It is assumed, however, that achievement requirements in Slovenian vocational and technical education and training have remained too high even after the reform, especially as far as general education and theoretical teaching, in particular in lower grades, are concerned. This is one of the reasons why the provision of programmes still does not match the needs of certain population groups. Unaligned standards and requirements are thus one of the reasons for high drop-out rates in vocational education and training. They are also a reason why the strategic goal of vocational qualifications for all has not been reached, at least as far as young people are concerned. They still leave school without having graduated from it. There are many initiatives for reaching this strategic goal in the future (development of modules, promotion of generations aged 30 to 45).

At the level of implementation, the reform of the whole system focused on finding the most suitable relation between the theoretical and practical component of education. A number of important steps had to be made in order to achieve this goal. Thus it was necessary to overcome the current school-based provision of vocational education and training, develop cooperation between schools and companies including the introduction of certain forms of apprenticeship (the dual system), and provide opportunities for in-company practical training. Attempts to establish new relations between vocational schools and employers have been the focal point of the whole vocational education reform. In parallel with that, the need for a comprehensive reform of other segments has emerged as well.

These new relations require social partnership, which is justified by the fact that employers and employees should undertake the basic responsibility for the development of vocational education and training. The employers should additionally assume the responsibility for the provision of training in their companies. A step towards a new ratio between the theoretical and practical component of education and a new relationship between schools and companies is that element of the current reform that will make it impossible for state authorities to regulate vocational education and training exclusively by themselves. A successful solution of this problem depends on whether state regulation can be replaced by agreements among social partners.

It should be stressed that we should not be disappointed by the fact that social partners have not been successful in eliminating the need for state intervention in the past four years. It is not reasonable to expect the transition from a school-based system to optimal circumstances required for the provision of vocational education and training on the basis of a partnership between schools and companies to be accomplished in such a short period. However, the first step in this direction has already been made. It has demonstrated how demanding this process is. This development was significantly advanced or held back by subjective attitudes of certain individuals or groups, who had a decisive influence on how quickly and consistently the partnership between schools and companies in the provision of education developed in a certain area. Nowadays, prejudice against successful in-company training has already been largely overcome by scholars and social partners alike.

It is becoming clear, however, that objective circumstances present increasingly important obstacles to imposing more responsibility for education on companies. There have been great expectations that the state will contribute a significant part to this process, especially by direct financial incentives. It is only rarely assumed that marginal social conditions may be unfavourable. Insufficient incentive for a quicker move in the desired direction can also result

from macroeconomic relations, in particular too slow transition processes, above all denationalisation. Employers' interest in human resource development can be generated only under strict market economy conditions, but even in those circumstances it does not occur automatically.

In considering all these marginal conditions, we should not oversee the fact that programme-related and other professional solutions more closely connecting theory and practice are not unimportant. What is the situation in Slovenia? It cannot be denied that curriculum developers have found a number of successful programme-related solutions for a more coherent educational provision with regard to its contents and objectives, especially as far as the intertwining of theoretical teaching and practical training is concerned. It can also be stated that education programmes are oriented more towards solving practical problems than memorising theory, place greater stress on vocational self-sufficiency than learning by rote, prefer formative knowledge to mere acquisition of information, and build on active learning instead of lecturing.

However, achievements differ by disciplines. We still lack the power to overcome the solutions regarding programmes and their implementation that by tradition restrain our vocational and technical schools. We can be reassured by the fact that, all over the world, the development of didactic theories is more intensive in basic and general than vocational and technical education. And what is even more important and a reason for optimism: the need for the renewal of the didactic component of vocational and technical education and training has been widely recognised as an imperative and the first steps have been taken in this direction. It seems obvious that at the moment practice is ahead of theory in the renewal of the didactic component. Nonetheless, theory will sooner or later have to acknowledge its debt.

In the context of this, the current reform of Slovenian education will make a clear turn in the direction of life-long learning. This principle has a special importance for vocational education, as it facilitates career building in compliance with individual's abilities and interests and concurrent continuing professional development. It is safe to assume that incentives for continuing education and learning are not missing in vocational education; on the contrary, they are even stronger there than in any other field. But it should be underlined that we are at the beginning here as well.

Developing vocational education programmes on the basis of achievement standards is undoubtedly a good foundation for obtaining solutions suitable for vocational education and training of youth and adults. In the current reform, standards still contain certain requirements that may be unsuitable from the standpoint of adult learners. It is questionable, however, whether they have been retained because they are appropriate for young learners or merely because of tradition. This issue has not been studied. In any case, a greater mastery will be needed in adapting educational provision to the needs of adult learners. Appropriate formal solutions granting proper authority to schools already exist. It is a question, however, whether schools have the knowledge enabling them to fulfil this obligation. There are indications that this is not the case and it has been claimed that the profession should step in.

As we have already stressed, participation in the Phare programmes was of paramount importance for the development of vocational and technical education and training in Slovenia. The most important lesson learned is that the assistance of foreign experts should help us become qualified to develop vocational and technical education and training on our own. Nobody can successfully step up and direct the development in this area instead of us; nor do foreign experts pretend they could do it. Slovene educators - *hic Rodus, hic salta*. In

fact, what does Slovene profession in vocational and technical education and training mean? Do we know how many people are professionally engaged in the development of vocational education and training?

The Phare programmes brought together top "amateurs", who used the data available at the Centre for Vocational Education and Training. A crucial question is whether the CPI itself is capable of carrying out these key development tasks. Objectively speaking, it most probably is not. The CPI successfully coordinated the development of education programmes and platforms for those programmes. Since its establishment, it has accomplished an enormous amount of work; the bulk is even more impressive if we bear in mind the fact that it employs only 19 people. The accomplished tasks, however, are of operational nature.

It therefore remains open who is responsible for the development of vocational and technical education and training and in what way. Are these tasks really carried out by "amateurs", who are actually top experts in other areas but who are many times overburdened with work? Unluckily this is so. Planned development is not possible in such circumstances. This is one of the findings that has been made evident by the evaluation of the steps taken so far in the reform of vocational education and training. I believe that greater success would be achieved and that efforts would be more rational if there was a vocational and technical education and training development department at the CPI. Moreover, it can safely be assumed that many orientations in the premises for a new systemic regulation and in the starting points for curriculum development would not have remained on paper if operative solutions had been prepared in addition to fundamental premises. As it happens, many ideas have remained unrealised.

If we do not wish this Memorandum to suffer a similar fate, a vocational and technical education and training development department should be organised at the Centre for Vocational Education and Training as soon as possible.

## **2. STRATEGIES**

Having regard to the development orientations of the Republic of Slovenia, its strategic goals of labour market development by 2006, employment policy and programmes for its implementation, its decision to join the EU in an era of globalisation and rapid technological changes and at the same time develop a modern approach to human resource development in the field of vocational and technical education and training in line with its further development, special attention has been paid to three tasks:

1. increasing flexibility (adaptability),
2. raising quality,
3. perfecting the institute of social partnership.

In performing the above tasks related to:

- a) programmes,
- b) institutions and
- c) management,

the following principles will be taken into account in the future, too:

- employability,

- life-long learning,
- providing an opportunity for gaining at least an initial vocational qualification and a possibility to upgrade it for everybody,
- equal opportunities regardless of sex or background,
- the necessity to link education and work.

The combination of tasks (outcomes) and areas, in which they will be transposed into reality, leads us to the following fundamental strategies given in the table below:

Figure 1. A summary presentation of priorities for the modernisation of vocational education and training in Slovenia.

	FLEXIBILITY	QUALITY	PARTNERSHIP
P R O G R A M M E S	To develop and implement occupational standards and modular approach.	To link general, professional and practical knowledge in a more appropriate way.  To increase active participation of learners in the acquisition of knowledge.	To include regional levels into the process of developing, proposing and modularising new or amended curricula.
I N S T I T U T I O N S	To increase the autonomy and innovative capacity (regarding programmes, organisation and financing) of providers.  To set up a network of vocational certification commissions.	To implement a quality assurance scheme for education providers.	To establish regional councils for Human Resource Development.  To ensure interministerial co-ordination and participation of the economic council at the national level.
A D M I N I S T R A T I O N	To deregulate and decentralise the system of organisation and financing (subsidiarity).	To improve information support and competence of managers and other specialists.	To apply the principles of joint financing, founding and management by social partners at the regional level.

The various tasks listed in the scheme are in many ways interdependent:

- Regional participation of social partners and the implementation of occupational standards and of the modular approach will make it possible to enhance the adaptability of the system, that is its ability to more rapidly adapt to local circumstances and the situation in the society as a whole, both at the national and international level.
- Increased school autonomy (deregulation, etc.) and the decentralisation of vocational and technical education and training system require a decentralised network of vocational certification commissions and the establishment of a quality assessment and assurance scheme for education providers.
- Deregulation and decentralisation of the organisation and financing of vocational and technical education and training are tied to the plurality and transparency of funding sources and channels, which can be achieved by improvements in information support and competencies of managers and other specialists. Cooperation of partners in financing, founding and management of vocational and technical education and training is imperative.

### **3. INCREASED FLEXIBILITY AND ADAPTABILITY**

Ph.D. Ivan Svetlik

In the general sense of the word, to increase flexibility means to structure programmes, institutions and management procedures in such a way that they guarantee quick and appropriate responses to an ever-changing environment of vocational and technical education and training. Relevant segments of the environment encompass in particular the labour market and the changing population of education participants, which includes a growing number of adults and less and less young learners, whose expectations are changing.

The appropriateness of responses should be measured by fundamental, if possible consensual, objectives in this area, such as: to enhance employability and an easier and quicker employment, respectively; to be quickly retrained for new vocational areas; to provide equal opportunities for obtaining vocational education and qualifications to everybody, and similar. This means that an increase in flexibility cannot be entirely arbitrary.

#### **3.1. INCREASING PROGRAMME FLEXIBILITY**

In the future, the premise for curriculum development will be national occupational standards. It is necessary to devise a modern methodology for their development, which should guarantee an ongoing renewal of the existing and the creation of new standards. It should also be comparable to similar methodologies in developed European countries. The methodology should include the participation of social partners. A team of highly competent experts should be established for the development of and amendments to occupational standards. In this way, it will be possible to replace the existing classifications of occupations with national occupational standards. The latter will serve as the basis for obtaining national vocational qualifications. They will be gained in several ways:

- by completing state-approved vocational and technical education programmes, adopted on the basis of national occupational standards by the Council of Experts for Vocational and Technical Education and Training. By a successful completion of such a programme an individual will gain one or more vocational qualifications and a nationally recognised educational qualification, just as it has been the case so far;

- by proving mastery of necessary knowledge, as required by the national occupational standard, within the framework of the *certification system*. It will not be important how an individual has gained the knowledge required: on the job, through self-education, non-formal education or a combination of them. It will only be necessary and sufficient to prove that the standard has been achieved. This educational path will not lead to a nationally recognised educational but "only" to a nationally recognised vocational qualification;
- by combining both ways. There will be several combinations possible.
  - First, individuals that will partially complete state-approved education programmes without graduating from them will have an opportunity, after having gained appropriate work experience, to prove that they meet the requirements for a certain vocational qualification within the framework of the certification system.
  - Second, an individual that has gained a national vocational qualification will have an opportunity to seek its recognition as part of a state-approved curriculum within the vocational and technical education and training system.
  - Third, individuals will have an opportunity to participate in a myriad of non-formal courses (possibly based on national occupational standards but not state verified) and then seek verification of their competence within the framework of the certification system.

National occupational standards will serve as the basis for the development of *programme modules*, that is parts of programmes. This means that at least one module can be developed on the basis of one standard. The importance of this lies in the fact that several modules (underpinned by several national occupational standards) can be combined to form state-approved vocational and technical education and training programmes in cases when a single module does not overlap with a programme. It is, however, desirable that modules underpinned by a single national occupation standard also be divided into sub-modules. This would promote and facilitate education by parts.

The central part assigned to national occupational standards will reduce the need for detailed curriculum development at the national level. Regardless of that it is necessary to assign a greater role in the development and provision of state-approved vocational and technical education programmes to social partners and schools at the regional level.

- This is to say that a certain proportion of the vocational component (expressed in hours) should remain undefined when the curriculum is developed at the national level. It will be rounded out by the school in cooperation with social partners at the local (regional) level.
- Another option is that in addition to the maximum weekly load, expressed in hours, only the minimum scope should be defined for individual subjects or subject areas in a curriculum. This would allow schools and social partners to place more emphasis on one of the areas.
- The third way of enhancing flexibility is to offer participants an opportunity to choose (a choice of modules or subjects). This is especially relevant for adults, who will more and more often return to the education process.

Described possibilities and proposals are also an appropriate solution for some young people with special educational needs that for various reasons find individual programmes too demanding. More flexible programmes will make it possible for this group to gain vocational qualifications and access to further vocational education.

## **4. SOCIAL PARTNERSHIP IN THE DEVELOPMENT OF EDUCATION PROGRAMMES AND OCCUPATIONAL STANDARDS**

Janja Meglič

At the level of programmes, social partners will have to take on the responsibility for major instruments that influence links between education and the labour market.

- As a consequence, it is necessary to reconsider the ratio between general and vocational contents and the practical training component of vocational and technical education and training programmes.
- Specific requirements of individual professions will have to be taken into account to a higher degree than so far in planning vocational and technical education and training. In preparing weekly schedules of subjects, it will be necessary to ensure a higher level of knowledge integration and overcome the disintegration of subjects by reducing their number and linking individual knowledge areas into rounded off content-based units.
- More coherent vocational areas will be achieved by the inclusion of theoretical knowledge into practical training. The principle of integration and project learning will reduce our preoccupation with the number of periods assigned to individual subjects and offer possibilities for new proportions based on the needs and interests of individual professions.
- The overall framework will have to be based on amended starting points for curriculum development. They will have to allow for minor differences and the inclusion of profession-related requirements.

At the regional level, it should be possible for social partners to choose at least 10% of curriculum contents in line with specific employment characteristics and requirements of their region and still remain within the framework of uniform standards and state-approved curricula. This would facilitate the response of social partners to swift technological changes at the regional level, give the employers the advantage of better trained staff, and benefit education providers, who could align education provision for youth and adult with regional needs. Regional employers will be expected to more actively participate in specifying the elective components of curricula.

The apprenticeship scheme (the dual system) should receive stronger support at the national and regional level, because it is the most successful model of linking education with work. The ratio between general and vocational contents and the practical training component will nevertheless have to be redefined and subjects integrated into broader clusters, especially as far as linking technology with practical training is concerned. The share of practical training should be increased. By taking into account regional aspects, programmes could be aligned with regional needs and available apprenticeship posts, providers' coalitions established, and training for occupations characterised by low employability or of limited interest to the young provided.

With a view to promoting apprenticeship training (the dual system), social partners should reach an agreement at the national level concerning:

- the establishment of intercompany training centres (ITCs),

- provision of incentives for employers (Tax incentives and financial and regulatory instruments should secure a higher number of apprenticeship posts and stimulate employers to assume responsibility for the dual system),
- efficient vocational guidance network,
- efficient supervision of vocational education provision within the apprenticeship scheme.

With their participation in designing occupational standards, social partners (employers in particular) have obtained yet another instrument for a fast response to a changed technological situation on the market. In this way, they will ensure that standards incorporate the requirements of individual occupations after such requirements have been justified. In addition, together with other licensed institutions, social partners will be responsible for assessing competencies in the certification procedure. Their aim will be useful knowledge and competences of high quality. Achievement standards will lead to the integration of regional and national levels, because initiatives and assessment procedures will be carried out at both levels.

## **5. EDUCATION PROVIDERS' AUTONOMY AND THE ESTABLISHMENT OF VOCATIONAL CERTIFICATION COMMISSIONS**

Boštjan Zgonc

Modern vocational and technical education and training systems can only be implemented jointly by enterprises, local communities, schools and the state. They should be sufficiently autonomous with regard to programmes, organisation and funding. This means that educational organisations, local communities and enterprises that offer broadly defined modular initial and further education programmes should have a possibility to introduce their special features without deviating from national occupational standards. This type of autonomy makes it possible for them to find the most appropriate solutions for implementation. In social partnership, stakeholders form alliances to benefit students, apprentices, adult learners (also those with special needs), the industrial sector and local communities. Their joint aim is to gain vocational qualifications in the formal vocational and technical education and training system and in the certification system.

A higher level of autonomy concerning the provision of programmes, organisation and funding facilitates closer links between schools and social partners in their environment, resulting in a more rapid adaptation to the labour market and changes in technological development, taking into account national occupational standards. Such autonomy is necessary for the implementation of regional programmes, which will serve as the basis for seeking the support of structural funds after Slovenia's accession to the EU.

On the other hand, in order to enhance the autonomy of educational organisations and enterprises in providing vocational and technical education and training it is necessary to promote the establishment of links among them to achieve a higher quality of curriculum development, wider participation in international, especially EU programmes, and optimal staffing. This does not mean mergers of individual schools into large internally structured institutions called school centres; it merely means searching for opportunities for a joint

performance of tasks. For example, the funding system should provide for a network of international cooperation coordinators, each of whom will coordinate international cooperation of their school and a certain number of other education providers in their region. In co-operation with the CPI and the ACS, vocational guidance and counselling network for youth and adults should be set up. If necessary, educators should work at several locations to ensure rational staffing; schools should be given an opportunity to find personnel solutions that best suit the education programmes offered.

In addition to national occupational standards and modular education programmes, the introduction of the certification system entails a network of commissions, consisting of experts licensed by the DIC. The network of commissions should be set up in such a way that it will guarantee a high quality external assessment of knowledge and skills, which are stipulated by occupational standards. Commissions should be established where required assessment facilities are provided.

Enhanced autonomy of education providers and the certification system require that teachers and other educators be professionally autonomous and responsible; they are the key promoters of internal innovation processes. The system of training in the field of pedagogy and andragogy and in-service training should strengthen their role in planning the provision of vocational and technical education and training, aligning it with technological development and developing curricula. In-service training should focus especially on qualifying them for highly demanding tasks in vocational and technical education and training of adults. At all levels of vocational and technical education and training, teachers should in the future assume the role of mentors, supporting and cooperating with students and apprentices in the process of active learning and the development of creativity, team work capacity, independence, self-control, process-oriented thinking and use of state-of-the-art information technologies.

## **6. SOCIAL PARTNERSHIP IN FOUNDING AND MANAGING SCHOOLS AND CO-FINANCING VOCATIONAL EDUCATION AND TRAINING**

Elizabeta Skuber

In order to implement the principle of social partnership in establishing and managing schools and provide joint funding of vocational education, it is necessary to establish regional councils for human resource development, achieve interministerial coordination and assign a proper role to the Economic and Social Council at the state level.

### **6.1. REGIONAL COUNCILS FOR HUMAN RESOURCE DEVELOPMENT**

Regional councils should facilitate coordination and cooperation among educational organisations, regional and development centres, regional councils for the development of social partnership in vocational and technical education and training, regional funds for human resource development, intercompany training centres, chambers, and local education authorities. Administrative and technical support could be provided by local governments, large education providers or regional chambers. Such administrative units would take over part of professional tasks so far carried out by local units of the National Education Institute and local employment offices and the tasks that should be carried out by local education authorities in compliance with the Organisation and Financing of Education Act.

Regional councils for human resource development should be in charge of:

- coordinating interests concerning vocational and technical education and training in their regions and an organised dialogue at the state level;
- an ongoing dialogue among social partners concerning the alignment of curricula with employers' needs and the labour market, and launching initiatives for new initial vocational education programmes;
- proposing in-service training and staff development courses in accordance with regional needs;
- cooperation with competent ministries in establishing the network of schools and delivering opinions on the establishment of new schools and annually assigning the implementation of education programmes to individual schools;
- systematic information provision to companies about the importance of training for enhancing their competitive advantages on the market;
- informing companies about curricula and possibilities for vocational and technical education and training for youth and adults and informing schools about skills gap, available apprenticeship posts and capacities for practical training of their students;
- vocational guidance for and dissemination of information to youth and adults concerning the labour market needs and opportunities for vocational education and employment;
- proposing criteria for regional subsidies for the provision of apprenticeship posts and opportunities for vocational education for youth;
- a dialogue with school management in taking decisions concerning elective components of curricula and the implementation of individual modules;
- cooperation and joint decision making in setting up intercompany training centres.

## **6.2. INTERMINISTERIAL CO-ORDINATION**

Human resource development exceeds the scope of education. It requires the cooperation of ministries competent for the labour market, planning and development of economic relations, international cooperation, industrial and agricultural development, small enterprises, tourism, and crafts. It is therefore imperative to achieve interministerial and inter-sectorial coordination in planning and implementing measures for the development of human resources.

The following should in particular be coordinated at the interministerial level:

- education with the labour market,
- systemic measures for the promotion of vocational and technical education and training (tax incentives, funds, scholarships, subsidies for employers),
- agreements on various forms of joint funding of education and training,
- funding of development projects and projects to be supported by EU funds,
- negotiations concerning a joint provision of funding for staff and facilities for regional councils for human resource development, and
- vocational and technical education and training for youth and adults with special needs.

## **6.3. ECONOMIC AND SOCIAL COUNCIL**

The principle of social partnership is imbedded in educational legislation underpinning educational planning, achievement standards definition, approval of curricula and their implementation. Social partners should enter into a state-wide dialogue on strategic issues concerning a further development of vocational and technical education and training.

The task of initiating such a dialogue should best be assigned to the Economic and Social Council. This is an appropriate level for employers, employees and representatives of the state to negotiate the economic value of individual levels of qualifications, systemic measures for the promotion of vocational and technical education and training, enrolment policy, and the rights and obligations of employers and employees regarding professional development of the employed and unemployed. In this way, the concepts of life-long learning and learning society could be sustained at the appropriate level in the Republic of Slovenia.

# **7. DEREGULATION AND DECENTRALISATION**

Boštjan Zgonc

The management system should be deregulated. This means that the principle of subsidiarity should be applied. Decisions on issues that can competently and sensibly be decided at lower levels need not be taken at the regional or even state level. In line with this it is necessary to overcome the current practice of specifying totally uniform curricula. It is sufficient to adopt uniform educational standards and allow for diversity in educational provision.

External assessment of educational achievements in the form of final examinations consisting of the theoretical and practical component and the assessment of competencies, acquired in

non-formal education, within the framework of the certification system enable a greater diversity of paths in achieving uniform education standards. More open curricula and more flexible programmes leading to educational qualifications and further education increase possibilities for social partners to influence vocational and technical education and training at the regional level and facilitate expeditious adaptation of education providers to labour market needs resulting from swift technological changes.

It is also necessary to deregulate and diversify the funding of the vocational and technical education and training system to a certain degree. The funding system should be restructured so as to take into account regulatory provisions concerning the salaries of school employees and within the framework of uniform standards and criteria allow for a more independent planning of the education process, provide incentives for rational organisational solutions and entrepreneurial orientation of educational organisations, and consequently support their programme-related autonomy.

Moreover, decision making with regard to enrolment policy, geographical distribution of education providers for youth and adults, and especially the funding of vocational and technical education and training should be deregulated. There must be no regional differences in the definition of titles awarded upon the completion of vocational education programmes or in the certification system. However, it is necessary to make it possible for social partners and regional coalitions to negotiate the geographical distribution of vocational and technical schools and the enrolment policy, especially as far as vocational and technical education and training of adults is concerned.

Various measures should stimulate companies' investments in the equipment of education providers, especially in intercompany training centres. Participation of co-founders and co-investors in school management should gradually be aligned with the future ownership structure.

The dual system, as one of the strategic development orientations of vocational education, should be financially supported because of its direct impacts upon employment: apprenticeship post are prospective new jobs openings.

## **8. APPLYING THE PRINCIPLE OF JOINT FINANCING, FOUNDING AND MANAGEMENT BY SOCIAL PARTNERS**

Janez Dekleva

With the adoption of new legislation in the field of vocational and technical education and training, social partners were given a number of new tasks and powers in the planning as well as implementation of vocational education. They have been relatively successful in performing their role at the state level, but more attention will have to be paid to the regional level.

Chambers hired additional staff, reorganised, and began to responsibly and skilfully perform their tasks. They firmly represent employers' interests in negotiations. Trade unions' role will have to be enhanced not only at the state but also regional level.

The influence of social partners should be broadened so as to include the establishment and management of education providers and encourage their participation in funding, depending on their interests.

In the first place it is necessary to develop instruments enhancing the influence of social partners upon vocational and technical education and training at the regional level. In addition to regional councils, coordinating social partners' interests in human resource development at the regional level, funds to provide funding for vocational education should be established. They have already been established in some other countries. Education and training funds, receiving money from social partners and the state, would undoubtedly contribute to a more active participation of all parties interested. The functioning of these funds would reflect concrete employers' needs and make it possible to infer from it the trends, predominating especially in adult education, and the needed knowledge, dictated by a rapid technological development. Education and training funds could be established by sectors and regions. Funds so collected would enable a better planned and more rational development of:

- special personal development courses and pre-vocational education and training that would link work, training and the development of personal skills (youth vocational education proper);
- intercompany training centres, opening new opportunities for youth and adults and facilitating the provision of modern forms of vocational education and training;
- a network of learning enterprises and learning workshops as independent training forms within the framework of joint activities of employers' networks or within the framework of intercompany training centres;
- new forms of interconnecting young people at the regional level in order to promote non-formal learning and personal development (study circles, independent learning centres, distance learning centres, project learning);
- a system of cheap student loans.

In order to step up the implementation of the social partnership principle and achieve more success in policy implementation in the field of vocational and technical education and training, it is necessary to:

- simplify preparation and decision-making procedures so as to shorten the reaction time from the moment of stating the labour market needs till the time of launching a course and enable a more flexible reaction. In doing this, it will be necessary to take into account the principle of social partnership and to a certain degree plan the approach to the skills gap analysis and the education and training needs analysis;
- create legal and financial background that will provide stronger incentives to employers, the interest in education being significantly stronger in such environments than under unstable legal, fiscal and other economic conditions. At a glance, this may seem beyond the scope of social partnership; it is, however, a proven fact that suitable legislative solutions can be found only in a dialogue between the state and employers, subject to trade unions' silent support;
- systematically encourage employers to make better use of opportunities offered by vocational and technical education and training to plan their staff development, and provide financial incentives for this purpose (e.g. the proposed coordination of education and employment funds).

## **9. QUALITY ASSURANCE IN VOCATIONAL AND TECHNICAL EDUCATION AND TRAINING**

Vladimir Tkalec

In compliance with current trends and the development of quality assessment and assurance systems in European education and training, Slovenia should systematically approach this issue at the level of programmes, management and institutions in vocational and technical education and training.

The conception of quality assurance, formulated by the Ministry of Education and Sport and reaffirmed in the concept of systematic quality assessment and assurance in vocational and technical education and training within the framework of the Phare MOCCA programme, includes all three levels. Measures will have to be taken to:

- develop procedures for assessing employers' needs in connection with labour market needs;
- take into account local and regional needs and employment opportunities, although achievement standards in the vocational and technical education and training system will be defined at the national level;
- determine only the basic scope of general and vocational knowledge by vocational and technical education and training programmes at the state level;
- more suitably interconnect general, vocational and practical knowledge within curricula;
- set up a competence assessment and certification system, making it possible to continue education and training in programmes leading to educational qualifications;
- provide resources for the operation of schools and make sure that the state assumes the responsibility for the development of a network of vocational and technical schools and training centres;
- set up institutions offering systemic and developmental support to vocational and technical schools for the efficient provision and monitoring of the education and training process;
- ensure that the assessment of the education process efficiency is based on the cost-benefit analysis.

The concept of quality assessment and assurance in the education process in schools should also be fully implemented in the field of vocational and technical education and training. Quality indicators should be determined by areas and actors in the education process in vocational and technical schools. Quality indicators should be monitored at the school level. Schools should receive support from state centres, which should prepare monitoring instruments, carry out analyses, etc.

For vocational and technical schools, the main quality assessment method is self-evaluation, which should be based on independent external monitoring and evaluation.

For quality assurance purposes, vocational and technical schools should:

- prepare an action plan for quality assurance and improvement,
- implement the plan,
- continuously assess the achievement of planned objectives.

The most important (obligatory) quality assurance areas are:

- school management and leadership,
- instruction,
- school values and atmosphere,
- scholastic attainments,
- cooperation with employers.

Systematic quality assessment and assurance is based on the following principles:

- continuous, planned and organised action,
- creative and innovative improvements in the existing solutions and practices,
- documentation and justification of all procedures and results,
- regular information dissemination to professional and general public about plans and achievements.

A systematic introduction of quality assessment and assurance into vocational and technical education and training is a long-term process, requiring awareness raising among teachers, social partners, professional public and the whole society. A very important element of this process is the training of management and staff of vocational and technical schools. In the process of quality assessment and assurance, schools should receive assistance and support from state centres (CPI, Institute of Education of RS), which should become properly qualified for this task. A systematic approach to quality assessment and assurance requires:

- the provision of data within the framework of educational statistics,
- setting up a management information system,
- external evaluation, pilot implementation of new solutions and experimental projects and their continuous evaluation,
- developmental and comparative analyses and forecasts,
- internal evaluation.

## 10. THE EUROPEAN DIMENSION

Peter Grootings

Slovenia has invested much, and already made great progress, in preparations for EU accession, also in the field of vocational education and training. Although there is only very little *acquis communautaire* to be adapted in the field of education, Slovene policy makers have always kept a close look at the VET debates and policy developments in EU member states, what one could call the *soft acquis*. Much of what has been achieved so far has been the result of an intensive dialogue with other countries. While further developing the vocational education and training system Slovene experts and policymakers will continue to take into account policy discussions and developments from other European countries.

In fact, all European countries have been undergoing profound changes in their educational systems over the past 20 years. In many countries the discussion is now about the need to fundamentally rethink existing education systems and to develop new ones based on new paradigms of lifelong learning and teaching. Elements of the new paradigm include the understanding that:

- learning should not only be limited to the younger years in life but should be a lifelong activity; we have to find ways of integrating youth and adult learning, as well as ways for integrating learning and working;
- learning not only takes place in schools but also elsewhere, in the workplace, at home in the family, during voluntary activities. We need tools and instruments to be able to properly assess and recognise various forms of learning and to make better use of the combination of different learning sites;
- people are different and have different ways and styles of learning and we have to improve the quality of education in such a way that it can better respond to individual learning needs. Unified education programmes have to make way for variation and diversification. People can achieve the same learning outcomes through different ways;
- sources of information have increased and become diversified; no longer is a teacher the person who knows it all. New, especially electronic information sources need to be used and further developed;
- learning is more than acquiring knowledge, there are also skills and competences to be developed as well;
- schools have to be able to respond faster and more effectively to changing developments among their clients, both students and companies. We need more decentralised systems that give schools more autonomy and freedom to be innovative.

These challenges are increasingly global and identical, certainly for European countries, but solutions do not necessarily have to be. Slovenia has recognised these challenges as well and the actions summarised in this Memorandum will contribute to developing our own lifelong learning policies. However, it is acknowledged that, as in the past, we can very well learn from experiences made elsewhere.

A fundamental aspect of the further development of vocational education as part of a life long learning system will therefore be to continue the exchange of experiences with other countries through workshops, study visits, conferences, partnerships, joint working groups, internships but also exchange of documents, literature and personal contacts. All actors involved in vocational education will be engaged in this: policy makers, social partners, researchers, teachers and students. Within the context of the Phare programmes a good tradition has been developed in this respect on which we can build for the future.

Slovenia will also be prepared to make a step further and to go beyond the mere exchange of experiences. At the European Summit in Lisbon in Spring 2000 the Heads of State have taken a number of bold decisions concerning the need to inform each other on ongoing education reform initiatives and the progress in their implementation. This indicates the importance that is attached to human resource development for the future of Europe. In the final phase of preparation for accession to the EU, Slovenia will have to take these joint decisions on board as well and although this debate is still in an early phase it may be useful to summarise some of the issues at stake.

The Heads of State have adopted at the Lisbon Summit a mid-term strategy through which they wish Europe to become the most competitive and dynamic knowledge-based economy in the world, capable of sustainable growth with more and better jobs and greater social cohesion.

The overall strategy to achieve this aim includes:

- Preparing transition to knowledge based economy and society.
- Promoting economic reforms for competitiveness and innovation.
- Investing in People and combating social exclusion.

As regards the implementing strategy, an “open co-ordination at all levels” has been agreed, complemented by a stronger guiding and co-ordinating role for the European Council to ensure coherence and monitor progress.

In further developing its vocational education and training system during the coming years Slovenia will secure full participation in these European initiatives.

## 11. CONCLUSIONS

This document will reach its purpose provided that all suitable triggering mechanisms for the introduction of expected changes will be present. These should be oriented in a way to assure permanent adaptation of expert and vocational education to the changed circumstances by enforcing innovation strategy and by avoiding repeating reforms. The triggering mechanisms are considered to lie in the setting of priority tasks as well as of the factors responsible for their implementation. They would be as follows:

- Preparation of national vocational standards. The responsibility lies within the Ministry of Labour, Family and Social Affairs (MDDSZ) in the framework of the enforcement of the recently adopted law. It is necessary to make up an expert group to perfect internationally comparable methodology and to take care of professional preparation, verification and modernisation of standards and also for harmonisation with the existing classification of occupations. This group should work within the CPI and it can also lean on external professional and research institutions. Expert Council for Vocational and Professional Education will support this process by following the known path.
- Establishment of a network of committees for certification of national vocational qualifications. This is also a task of MDDSZ in co-operation with the Ministry of Education and Sport (MŠŠ). Expert tasks should be carried out by the ACS and DIC. It is of importance that co-operation is established with chambers which already implement appropriate certification procedures in the sense of a harmonised national network.
- Deregulation and decentralisation of preparation of educational programmes. The first step is to be done by the Expert Council for Professional and Vocational Education by changing the starting points for the preparation of programmes. It is professionally assisted by CPI. It concerns the opening of programmes where minimum standards and margin conditions should be determined at a national level, whereas the final form will be developed by regional boards for human resource development, i.e. social partners and schools.
- Formation of regional development coalitions (councils for human resource development), made up of social partners and especially include representatives of schools, employment agency, companies and other interested parties. It would be the best if the government or social council directly assumed responsibility.
- Establishment of a system for determining and assuring quality at schools. The main role is to be played by the MŠŠ. By increasing programme autonomy of schools it demands from them quality and to report on that. External verification of knowledge (vocational A-level exam – “matura”) can contribute to the balance of the system. Professional institutions for this field are CPI and the Institute of Education of RS.
- Development of didactics of vocational and professional education and programme modularization. The institution responsible is the MŠŠ who should invest its research funds, attract foreign experts and develop a suitable number of development groups in the framework of institutions, institutes, faculties and schools.
- Adaptation of financing system and potential adaptation of legislation. The institution responsible is MŠŠ.

## PREDSTAVITVE AVTORJEV

Janez DEKLEVA (1962) je po poklicu univerzitetni diplomirani organizator dela in zaposlen kot vodja službe za izobraževanje na Gospodarski zbornici Slovenije. Na področju izobraževanja ima številne izkušnje iz oblikovanja in vodenja sistemov razvoja kadrov, izobraževalnih potreb podjetja in načrtovanja, izvajanja in vrednotenja javno veljavnih izobraževalnih programov. Sodeluje pri oblikovanju nacionalnega modela poklicnega in strokovnega izobraževanja v Sloveniji. Je član Strokovnega sveta za izobraževanje, Strokovnega sveta za izobraževanje odraslih in član Programskega sveta za stalno strokovno izpopolnjevanje.

dr. Slavko GABER, sociolog po poklicu, je doktoriral leta 1992 iz sociologije na Filozofski fakulteti Univerze v Ljubljani. V letih 1992 do 1999 je bil slovenski minister za šolstvo in šport in član Vlade Republike Slovenije. V tem času je vodil reformo izobraževanja, pripravil model ugotavljanja in zagotavljanja kakovosti slovenskega šolstva in sodeloval z Evropsko fundacijo za usposabljanje pri načrtovanju politike poklicnega in strokovnega usposabljanja. Njegova raziskovalna področja so vzgoja in izobraževanje, vrednote pri vzgoji, sistemi vzgoje v različnih državah, eksterno preverjanje znanja, zagotavljanje kakovosti, politična teorija in koncepti državljanstva.

Peter Roy GROOTINGS (1951) je sociolog raziskovalec in trenutno zaposlen pri Evropski fundaciji za poklicno izobraževanje in usposabljanje v Torinu (ETF). Ima dolgoletne izkušnje iz vodenja mednarodnih delovnih skupin na področju primerjalnih raziskav in mednarodnega svetovanja. Od leta 1989 sodeluje pri oblikovanju, uresničevanju in vrednotenju številnih nacionalnih programov poklicnega izobraževanja in usposabljanja (PIU), sodeluje pa tudi pri oblikovanju in razvijanju strategij preoblikovanja poklicnega izobraževanja in usposabljanja v tranzicijskih državah.

Dr. Zdenko MEDVEŠ (1940) je večino svoje kariere deloval na Pedagoškem inštitutu in na Ministrstvu Republike Slovenije za šolstvo in šport, kjer je bil v študijskem letu 1999/2000 državni sekretar za višje strokovno in visoko šolstvo. Na Filozofski fakulteti Univerze v Ljubljani je zaposlen kot redni profesor. Ves čas svojega delovanja je opravljal pomembne funkcije v strokovnih organih na področju šolstva. Med leti 1996 in 1999 je bil predsednik Strokovnega sveta za poklicno in strokovno izobraževanje Republike Slovenije. Njegova raziskovalna in študijska področja so: zgodovina šolstva, primerjalna pedagogika in teorija šolskih sistemov, poklicno in strokovno šolstvo, nova sistemska ureditev tega izobraževanja v Sloveniji ter njeno uvajanje. Je avtor več kot 130 znanstvenih razprav s teh področij.

Janja MEGLIČ (1954) je diplomirala leta 1981 na Fakulteti za sociologijo, politične vede in novinarstvo v Ljubljani - iz organizacije kadrov. V letu 1997–1998 se je vpisala na podiplomski študij menedžmenta neprofitnih organizacij. Od leta 1989 je vodja oddelka za izobraževanje na Obrtni zbornici Slovenije. Je članica slovenske skupine programa ETF – razvoj kadrov, članica upravnega odbora programa Phare na področju socialnega partnerstva in uvajanja novosti v slovenski izobraževalni sistem. Je članica upravnega odbora za program MOCCA, članica sveta za izobraževanje v projektu Leonardo da Vinci in članica sveta za izobraževanje znotraj UEAPME s sedežem v Bruslju.

Elizabeta SKUBER (1949) je leta 1984 diplomirala iz sociologije na Fakulteti za družbene vede v Ljubljani. Leta 1989 je sodelovala pri Zvezi kadrovske delavcev na Brionih in

pridobila certifikat iz upravljanja človeških virov. V letih 1992–1993 je delala kot svetovalka za Sindikat zdravstvenega sektorja. Od leta 1993 je zaposlena kot svetovalka Vlade RS na Ministrstvu za delo, družino in socialne zadeve. Ukvarja se z raziskovalnorazvojnimi projekti na področju poklicnega izobraževanja in izobraževanja odraslih. Sodeluje pri pripravi Zakona o registru dela.

dr. Ivan SVETLIK (1950) je doktor socioloških znanosti. Je redni profesor za socialno in kadrovske področje na Fakulteti za družbene vede Univerze v Ljubljani. Predava o trgu delovne sile in zaposlovanju, upravljanju človeških virov in pridobivanju sredstev v neprofitnih organizacijah. Raziskuje delo, zaposlovanje, izobraževanje, človeške vire, kakovost življenja in socialno politiko. Sodeluje v evropskem podiplomskem študiju Analiza evropske socialne politike, v evropskem programu COST A13, z ETF iz Torina in z Evropsko fundacijo za socialno kakovost iz Amsterdama.

Vladimir TKALEC (1947) je profesor nemškega jezika in svetovne književnosti. V svoji poklicni karieri je delal v izobraževanju odraslih in poklicnem izobraževanju. Strokovno je delal pri sistemskem urejanju poklicnega in strokovnega izobraževanja in izobraževanja odraslih, razvoju programov usposabljanja in izpopolnjevanja, razvoju kurikulumov v poklicnem izobraževanju in razvoju poklicnih standardov. Aktivno deluje pri organizaciji socialnega partnerstva kot predstavnik delojemalcev. Ima pomembne strokovne izkušnje pri strateškem planiranju, organizaciji in vodenju Centra RS za poklicno izobraževanje.

Boštjan ZGONC (1949) je po poklicu profesor slovenščine in primerjalne književnosti. Dela kot državni podsekretar na Ministrstvu RS za šolstvo in šport in se zadnjih 22 let ukvarja s sistemskimi vprašanji vzgoje in izobraževanja, še zlasti poklicnega in strokovnega izobraževanja. Sodeloval je pri pripravi zakonov in izvršilnih predpisov, je član Strokovnega sveta Republike Slovenije za poklicno in strokovno izobraževanje in na ministrstvu zadolžen za usklajevanje z drugimi ministrstvi in socialnimi partnerji.

## PRESENTATION OF THE AUTHORS

Janez DEKLEVA (1962) graduated from Faculty of Organisational Sciences at the University of Maribor. He has worked as head of Education and Training Department at the Chamber of Commerce and Industry of Slovenia. His work experiences in the field of education and training include development and management of the human resources in different companies, educational and training needs analysis, and development, organisation and performing publicly valid educational programmes. He co-operates in development of the national strategy in vocational and educational training in Slovenia. He is member of the National VET Council; member of the National Council for Adult Education and member of the Committee for Permanent Professional Education and Training.

Slavko GABER, Ph.D. is a sociologist by profession. He obtained his doctor's degree in 1992 in sociology at the Faculty of Arts of the University of Ljubljana. In the years 1992 – 1999 he was a minister of Education and Sport and a member of Slovenian Government. He managed Educational Reform in the Republic of Slovenia (1992-1999), managed and collaborated in preparation of Quality Assessment and Assurance Model in Education in Slovenia and led expert collaboration with European Training Foundation in designing VET policy. His research topics are education, values and education, systems of education in different countries, external examination, quality assurance, political theory and concepts of citizenship.

Peter Roy GROOTINGS (1951), Social Scientist, presently at the European Training Foundation in Torino has a long experience in managing international teams for comparative research and international consulting. Since 1989 he has worked in designing, implementing and evaluating national vocational education and training (VET) programmes, as well as developing VET reform strategies in transition countries.

Zdenko MEDVEŠ, Ph.D. (1940) dedicated majority of his carrier to the work at the Pedagogical Institute, and the Ministry of Education and Sport, where he worked as the State Secretary for Higher technical and University Education. He is currently employed as professor at the Faculty of Arts of the University of Ljubljana. His entire professional carrier he performed important duties in professional bodies in the field of education system; during 1996 and 1999 he acted as the president of the National VET Technical board. His research and study fields are: history of education system, comparable pedagogy and the theory of school systems, vocational and technical education, organization and implementation of new education system. He is also the author of more than 130 important works from various expert areas.

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