



Montenegro
Ministry of Education and Science

**National Report on the Development and State of the Art of Adult Learning and
Education (ALE)**

MONTENEGRO

CONFINTEA VI – 6th International Conference on Adult Education

2008

TABLE OF CONTENTS

TABLE OF CONTENTS.....	2
GENERAL OVERVIEW.....	4
1 POLICY, LEGISLATION AND FINANCING.....	6
1.1. LEGISLATIVE, AND POLICY FRAMEWORKS OF ADULT LEARNING AND EDUCATION.....	6
1.1.1. Priority goals for adult learning and education in Montenegro	8
1.1.2. Organization of adult learning and education within the Government (ministries in charge/ involved) and (de)centralization.....	9
1.1.3. Alignment of the policy and implementation strategies with policies, goals and plans in other sectors.....	10
1.1.4. Main development challenges in Montenegro and the way adult learning and education help address these challenges.....	10
1.1.5. Other policies in place that have an impact on adult learning and education	11
1.2. FINANCING OF ADULT LEARNING AND EDUCATION.....	12
1.2.1. Public investments in adult learning and education.....	12
1.2.2. Foreign bilateral/multilateral donor investments in adult learning and education:.....	14
1.2.3. Support to adult education and training from private/corporate sector.....	15
1.2.4. Civil society support to adult learning and education.....	15
1.2.5. Learners'/ individuals' contributions to adult learning and education	17
1.2.6. Specific, direct or indirect financial incentives in support of adult learning and education.....	17
1.2.7. Benchmarks (targets) in relation to financing adult learning and education.....	18
QUALITY OF ADULT LEARNING AND EDUCATION: PROVISION, PARTICIPATION AND ACHIEVEMENTS	18
2.1. PROVISION OF ADULT LEARNING AND EDUCATION AND INSTITUTIONAL FRAMEWORK ...	18
2.1.1. Institutions responsible for managing and coordinating adult learning and education at national level	18
2.1.3. Linkage between formal and non-formal approaches	23
2.1.4. Certification and national awards for adult learning and education.....	24
2.2. PARTICIPATION IN ADULT LEARNING AND EDUCATION.....	24
2.2.1. Statistical data on participation.....	24
2.2.2. Studies on reasons for (non)participation and on groups that are difficult to involve in educational programmes	28
2.2.3. Studies of learner motivation.....	28
2.2.4. Measures undertaken to mobilize learners and to increase participation.....	29
2.2.5. Specific groups targeted by adult learning and education provision.....	29
2.2.6. Participation benchmarks.....	29
2.3. Monitoring AND EVALUATING PROGRAMMES AND ASSESSING LEARNING OUTCOMES.....	29
2.4. ADULT EDUCATORS/ FACILITATORS' ROLE IN ADULT EDUCATION – STATUS AND TRAINING	30
2.4.1 Educational qualifications and training required for adult educators and facilitators and in-service training measures	30
2.4.2. Adult education as a specific profession and higher education institutions providing such qualifications	31
3 RESEARCH, INOVATION AND GOOD PRACTICE.....	31
3.2. MAJOR QUESTIONS IN STUDIES AND MAIN RESULTS.....	32
3.3. INOVATION AND EXAMPLES OF GOOD PRACTICE	34
4 ADULT LITERACY.....	35
4.1. CHANGES TO THE RELEVANT POLICY AND LEGISLATION AND THEIR IMPLEMENTATION	36
4.2. GENDER EQUALITY IN POLICY, LEGISLATION AND LITERACY PROGRAMMES.....	36
5.1. MAIN AREAS TO BE IMPROVED IN THE NEXT PERIOD	37
5.2. EXPECTATIONS OF CONFINTEA VI.....	37
6 REFERENCES.....	38

ABBREVIATIONS

EAP	Employment Action Plan
GDP	Gross Domestic Product
CEED	Centre for Entrepreneurship Education and Development
CCE	Centre for Civic Education
CIPS	Information and Professional Counselling Centre
CDNGO	Centre for Development of Non-Governmental Organizations
VET	Centre for Vocational Education and Training
DVV International	International organization for Adult Education
EU	European Union
RSF	Roma Scholarship Foundation
GTZ	German Association for Technical Cooperation
KAP	Aluminium Combinat Podgorica
KV worker	Qualified worker
MONSTAT	Statistical Office of Montenegro
ILO	International Labour Organization
MoES	Ministry of Education and Science
MoAFWM	Ministry of Agriculture, Forestry and Water Management
MHLSW	Ministry of Health, Labour and Social Welfare
NED	National Endowment for Democracy, Washington
OSCE	Organisation for Security and Cooperation in Europe
OUN	Organisation of the United Nations
RESP	Regional School for State Administration
UNDP	United Nations Development Programme
HRMA	Human Resources Management Authority
VKV worker	Highly qualified worker
EAM	Employment Agency of Montenegro

GENERAL OVERVIEW

Montenegro is located in the south-east Balkans and covers the area of 13.812 km². There are three regions standing out by their geographic characteristics:

1. Southern – coastal region with attractive coast and good potential for tourism development,
2. Central region – has the most fertile soil with the highest concentration of industry, especially around the capital - Podgorica and the second largest town – Nikšić,
3. Northern region – is characterized by high mountains, which offer opportunities for development of winter tourism, wood-processing and agriculture.

The key economic branches are tourism, trade, shipbuilding, maritime, production of aluminium, steel and metal products, mechanical industry, and manufacturing of household appliances, textile production, agriculture and forestry. However, most of these businesses generate low profit. All the economy branches suffered negative impact of international sanctions in the 90s, and the production in most enterprises dropped or they were closed.

In 2003, the Government of Montenegro adopted the “Agenda of Economic Reforms for Montenegro”, which aimed at the increase of Gross Domestic Product per capita from € 1.832 in 2002 to € 2.379 by 2006. Implementation of the Agenda will substantially contribute to reduced unemployment rate from more than 23% in 2002 to less than 20% by 2006. The Agenda is also aimed at substantial reduction of inflation from the recent 30% to around 8% in 2003, and to 4.5% in 2004.

According to the 2003 census, the population of Montenegro is, 305.931 men and 309.104 women.

According to the 2003 census, the national and ethnic affiliations in Montenegro are the following: 267.669 or 43.16% Montenegrins, 198.414 or 31.99% Serbs, 31.163 or 5.03% Albanians, 48.184 or 7.77% Bosniaks, 24.625 or 3.97% Muslims, 26.906 or 4.34% undeclared, and others.

According to the 2003 census, there are 264.276 active persons in Montenegro, 152.107 men and 112.169 women, 102.223 people with personal income, 50.913 men and 51.310 women. According to the same census, there are 251.677 of dependant people in Montenegro, 100.913 men and 150.764 women.

As for education background, the 2003 census provided the following data:

- no education – 21.210 people or 4.3% (5.024 men and 16.186 women) above 15,
- 1-3 grades of elementary school - 6.831 people (1.525 men and 5.306 women),
- 4-7 grades of elementary school - 40.655 people or 8.25% (13.127 men and 27.528 women),
- elementary education - 113.085 people or 22.95% (50.671 men and 62.414 women),
- secondary education - 238.671 people or 48.44 (127.621 men and 111.050 women),
- qualified and highly qualified workers and other skilled workers - 71.033 people or 14.42% (4.346 men and 24.687 women),
- Gymnasium - 34.944 people or 7.09% (14.166 men and 20.778 women),
- secondary vocational schools - 122.911 or 24.95% (62.226 men and 60.685 women),
- occupationally orientated education - 8.358 people or 1.70% (3.900 men and 4.458 women),
- specialization school - 1.425 people or 0.28% (983 men and 442 women),
- higher education - 248.22 people or 5.04% (14.186 men and 10.636 women),
- high education - 37.017 people or 7.51% (21.155 men and 15.862 women).

Table 1: Population above 15 by gender and education background	TOTAL	Male	Female	(%)		
				TOTAL	Male	Female
TOTAL	492.684	239.322	253.362	100,0	100,0	100,0
No education	21.210	5.024	16.186	4,3	2,1	6,39
1-3 grades of elementary school	6.831	1.525	5.306	1,39	0,64	2,09
4-7 grades of elementary school	40.655	13.127	27.528	8,25	5,49	10,87
	113.085	50.671	62.414	22,95	21,17	24,63
Total secondary education	238.671	127.621	111.050	48,44	53,33	43,83
Schools for qualified and highly qualified workers and other skilled workers	71.033	46.346	24.687	14,42	19,36	9,74
Gymnasiums	34.944	14.166	20.778	7,09	5,92	8,21
Secondary vocational schools	122.911	62.226	60.685	24,95	26,01	23,95
Secondary occupationally orientated education	8.358	3.900	4.458	1,70	1,63	1,76
Specialization schools	1.425	983	442	0,28	0,41	0,17
Higher education	24.822	14.186	10.636	5,04	5,93	4,20
High education	37.017	21.155	15.862	7,51	8,84	6,26
Unknown	10.393	6.013	4.380	2,11	2,51	1,72

Source: 2007 Statistical Yearbook

The data of the Statistical Office of Montenegro “Monstat” from the 2003 census show that there are 12617 illiterate people in Montenegro. Most of the illiterate people in Montenegro are women 10.611, while there are 2006 illiterate men.

Table 2: Population above 10 by literacy

Municipality	TOTAL	Literate	Illiterate	Illiterate (%)
Andrijevica	5.085	4.912	173	3,19
Bar	34.999	34.267	732	2,09
Berane	30.040	29.400	640	2,13
Bijelo Polje	43.074	41.728	1.346	3,12
Budva	13.864	13.727	137	0,99
Cetinje	16.576	16.293	283	1,71
Danilovgrad	14.419	14.154	265	1,84
Kolašin	8.797	8.572	225	2,56
Kotor	20.326	20.030	296	1,46
Mojkovac	8.746	8.589	157	1,80
Nikšić	65.327	64.258	1.069	1,64
Plav	11.587	10.928	659	5,69
Plužine	3.834	3.701	133	3,47
Pljevlja	31.973	30.657	1.316	4,12
Podgorica	145.347	142.182	3.165	2,18
Rožaje	18.589	18.014	575	3,09
Tivat	12.056	11.956	100	0,83
Ulcinj	17.469	16.491	978	5,60
Herceg Novi	29.342	29.153	189	0,64
Žabljak	3.782	3.688	94	2,49
Šavnik	2.666	2.581	85	3,19
	53.7898	525.281	12.617	2,35

Source: Data of the Statistical Office of Montenegro (MONSTAT) based on the 2003 census

The census collected data on literacy of all the people older than 10. “Literate” people are considered to be:

- people who have completed more than 3 grades of elementary school,
- people who have completed one to three grades of elementary school,
- people without education who can write and read a short text related to everyday life.

The answer to the question on literacy was collected from all the people, except from pre-school children.

The collected data show that there are far more illiterate people (8.245) in rural areas than in urban areas (4.372). In addition to this, the data show that there are also a lot more illiterate women than men, both in rural and urban areas (3.572 in urban and 7.039 in rural areas), and that most of illiterate people fall under the category 60 + year old (total of 9.374 people, 8.453 of whom are women).

Table 3: Literacy rate with men and women by age groups in urban and rural areas

	Total	M	F	URBAN			RURAL		
				Total	M	F	Total	M	F
Montenegro	12.617	2.006	10.611	4.372	800	3.572	8.245	1.206	7.039
15-24 years old	580	272	308	427	194	333	153	78	75
25-44 years old	954	362	612	543	193	350	411	169	242
45-59 years old	1.036	243	793	394	92	302	642	151	491
60 -	9.374	921	8.453	2.677	191	2.486	6.697	730	5.967

Source: Data of the Statistical Office of Montenegro (MONSTAT) based on the 2003 census

The total of 40.665 citizens of Montenegro (13.127 men and 27.528 women) has completed **4-7 grades of elementary school**. Out of this number, 13.608 people (3.470 men and 10.138 women) live in urban areas, while 27.047 people (9.657 men and 17.390 women) live in rural areas.

Elementary education is completed by 113.085 citizens of Montenegro, 50.671 men and 62.414 women. 60.412 of them (24.945 men and 35.467 women) live in urban areas, while 52.673 (25.726 men and 26.947 women) live in rural areas.

1 POLICY, LEGISLATION AND FINANCING

1.1. LEGISLATIVE, AND POLICY FRAMEWORKS OF ADULT LEARNING AND EDUCATION

Global trends and the fact that Montenegro is in a transitional period have led to the need to reform the traditional educational system. The new educational system should be compatible to strategic development goals and objectives of reforms in Montenegro: building democratic, economically prosperous and open society based on the rule of law, harmonious multiethnic co-existence, understanding and tolerance.

The “Book of Changes” of 2001 defines that societal goals, which are supported by the process of educational reform, relate to the citizens who will:

- contribute to economic progress (increase of social income, employability, the standard of living, etc.),
- act responsibly on the basis of the principles and norms of a civic and democratic society,
- be prepared for lifelong learning in order to be able to adapt to the changes in the labour market.

The process of educational reform in Montenegro started in 1999, with the respect for modern tendencies and the role of adult education and lifelong learning, and the importance of social partnership in this field, which led to defining a new approach and a clear concept of adult education.

This reform process in Montenegro for the first time treats adult education in a qualitatively new way and equally with other segments of educational system. This concept is presented in the “Book of Changes” (2001), which offers a long-term vision of the system and what is to be achieved in the future, and it was later

translated into the Law on Adult Education (Official Gazette of the Republic of Montenegro, no. 64/02 and changes and amendments to the Law, Official Gazette of the Republic of Montenegro, no. 49/07).

Adult education is regulated by the General Law on Education (Official Gazette of the Republic of Montenegro, no. 64/02 and changes and amendments to the Law, Official Gazette no. 31/05 and 49/07) and the Law on Adult Education (Official Gazette of the Republic of Montenegro, no. 64/02 and changes and amendments to the Law, Official Gazette of the Republic of Montenegro, no 49/07).

The Law on Adult Education regulates:

- adult education goals,
- education organizers,
- types and ways of acquiring education,
- demonstration of knowledge and skills,
- publicly valid education, etc.

The specificities of adult education are reflected and also regulated by special regulations within elementary, secondary vocational, gymnasium and high education. The concept of adult education is based on the solutions, which are used in developed world, primarily in the EU countries. The concept is based on experiences of Montenegro and experiences of Slovenia, Denmark, Portugal and other countries.

Documents were prepared within the Project “Technical Assistance to Vocational Education and Training in Montenegro” (2002-2003), which was funded by the European Union and implemented by the European Agency for Reconstruction, and their adoption and implementation laid the foundation for further development of this segment of education. These are:

- the methodological basis for developing occupational standards,
- the methodology for developing curricula in vocational education,
- the needs analysis for education and professional development,
- the methodology for preparing and delivering adult training programmes,
- the starting points for adjusting delivering of adult education curricula in vocational education.

In addition to this, the Ministry of Education and Science prepared over the past period the following documents, which are adopted by the Government:

- Strategic Plan for Educational Reform 2005-2009,
- Strategy for introducing ICT into educational system to University level (2005),
- Strategy for Adult Education 2005-2015 (2006),
- Adult Education Plan 2006-2010 (2006).

In terms of legislation, the Ministry of Education and Science has drafted:

- the Law on High Education (adopted by the Parliament of the Republic of Montenegro in 2003),
- the Rulebook on Requirements for Establishing Educational Institutions (Official Gazette of the Republic of Montenegro, no. 45/5).

Other important documents have also been prepared, whose adoption will further regulate adult education:

- Document on perspectives: National Vocational Qualifications,
- Establishment of the National Qualifications Framework in Montenegro,
- Draft Law on National Vocational Qualifications,
- Draft Rulebook on the level and profile of education of lecturers, managers, professional and other associates,
- Draft Rulebook on the way of taking exams and timelines for taking exams, which are organized with the adult education organizers,

- Draft Rulebook on the method of assessing knowledge and skills acquired over a short period according to programmes for further qualification, re-qualification, specialization, in-service training and other forms of education and training,
- Draft Strategy for Entrepreneurial Learning.

1.1.1. Priority goals for adult learning and education in Montenegro

The “Book of Changes” of 2001 assumes implementation of seven objectives at the beginning of the educational reform process:

- define adult education with a special law as a part of a uniform system of publicly valid education,
- functional literacy and education of people over 35,
- free elementary adult education,
- job training of people who did not complete education for the first vocation or for vocational rehabilitation,
- re-qualification and further qualification,
- training and additional training in companies and other organizations,
- increasing the level of formal education for people over 30.

The 2003 Law on Adult Education defines the following goals of adult education:

- the achievement of primary education at least and of the first vocation for all citizens,
- the training for the purpose of employment of adults, who have not completed the education for the first vocation, or for the purpose of vocational rehabilitation,
- the re-qualification, further qualification, training and additional training both of unemployed and employed persons in business companies and other forms of organization,
- making possible the education, and the achieving of knowledge and skills that correspond to individual abilities and to the age of individuals.

The priority objectives defined by the “Adult Education Strategy” are:

- increase the level of knowledge and skills of employed to achieve quicker economic growth,
- increase the level of knowledge and skills of unemployed for the purpose of their quicker employment,
- improve social inclusion through adult education,
- achieve values of a democratic society through adult education,
- improve environment protection through adult education,
- use other forms of education for the purpose of personal development.

Priority areas of education, which are defined by the Adult Education Plan, are:

- vocational education,
- elementary education,
- education and training of adult education staff,
- education for environment protection,
- education for civic democracy,
- education for the third life period,
- create conditions for modern learning forms.

1.1.2. Organization of adult learning and education within the Government (ministries in charge/involved) and (de)centralization

The Ministry of Education and Science is in charge of all educational levels. While adult education is a part of a uniform educational system in Montenegro, the Ministry of Education and Science still does not have an employee, who would be specifically responsible for this segment, although the systematization of positions envisages hiring this person.

The decentralization in education started by:

1. establishment of individual institutions:
 - a. Bureau for Educational Services,
 - b. Centre for Vocational Education,
 - c. Examination Centre of Montenegro, and
2. establishment of competent Councils in education:
 - a. Council for General Education,
 - b. Council for Vocational Education,
 - c. Council for Adult Education,
 - d. Council for High Education.

Monitoring and improvement of educational processes has largely been transferred to the above new institutions.

Most of the responsibilities related to adult education, primarily in accordance with the Law on Adult Education (Official Gazette of the Republic of Montenegro, no. 64/02 and changes and amendments of the Law, Official Gazette of the Republic of Montenegro, no. 49/07) and the Law on Vocational Education (Official Gazette of the Republic of Montenegro, no. 64/02 and changes and amendments to the Law, Official Gazette of the Republic of Montenegro, no. 49/07) used to be under the Ministry of Health, Labour and Social Welfare. It is important to note that the Ministry of Health, Labour and Social Welfare engaged a person 2 years ago to be responsible for education, and also engaged recently one more person in this field. However, it is necessary to continue building and developing this Department and it would be the best to establish and develop a sector or a department for education, having in mind the responsibilities of this Ministry in vocational education and adult education.

A similar situation exists in other ministries, most of which do not have an officer who is responsible only for education and development of human resources, but this work is addressed as a part of other duties.

The acceptance of the principles of decentralization of educational system and involvement of social partners in vocational education created favourable conditions for adjusting adult education to increasingly demanding labour market and the needs of modern people.

Decentralization is reflected in the fact that prior to defining proposal of an educational programme, the Council for Adult Education collects opinion from interested ministries, Employment Agency of Montenegro and the Association of Employers, while educational programmes are approved by the Ministry responsible for labour, following the proposal of the Council for Adult Education (which is established at a tripartite basis).

Occupational standards are the basis for developing curricula, which is the foundation for achieving publicly valid education (educational level) and the professional development and training programmes, which are the basis for acquiring qualifications in accordance with the Law. The occupational standards are adopted by the Ministry responsible for labour, following the proposal of the Council for Vocational Education (prior to this, it collects opinion from the Employment Agency, Chamber of Commerce, Association of Unions, etc.).

The Adult Education Plan defines public interest in adult education. This plan is adopted by the Government of Montenegro for the whole country, following the proposal of the Council for Adult Education. In preparing Educational Plan, the responsible Council, by default, collects opinion from the Employment Agency, Association of Employers, local government units and interested Ministries.

Regardless of the abovementioned, awareness of importance of education and learning for development of a society and individuals is still not developed, or awareness of importance of this document. Consequently, opinion and proposals are often submitted only by some 6 of the total of 21 municipalities of Montenegro.

1.1.3. Alignment of the policy and implementation strategies with policies, goals and plans in other sectors

Some specific situations indicate an issue of weak linkage between various reform processes in Montenegro. One example is educational sector which prepared proposals that were not accepted because the state administration reform was not developing at the same pace and was not at the same implementation level.

While preparing draft laws, adopted in 2002, the Ministry of Education and Science proposed that a part of financial responsibilities is delegated to municipalities. This proposal was rejected due to the fact that, at the time, the municipalities (21 in total) still did not have new laws and were not prepared, both in terms of human and financial capacities to assume such an important task.

Examples of good practice:

Representatives of the Ministry of Education and Science and the Centre for Vocational Education and Training are often represented in Working Groups for drafting and development of many new laws, strategies, and other important documents in various fields, and contribute to harmonization of various policies. Additionally, every law or important document undergoes public hearings, which offer opportunities for giving suggestions and opinions which may influence and guide common goals.

In order to ensure successful enforcement of many new laws that are adopted in Montenegro, it is necessary to train and develop the staff, who will implement the changes in everyday work. Most of these laws address separately the professional development of staff working in the respective field. The design of these activities, development and adoption of programmes, and final assessment of knowledge and skills (if planned) is under the competence of the Ministry of Education and Science or the Examination Centre and the Centre for Vocational Education and Training (for example, the Law on Road Transportation – Official Gazette of the Republic of Montenegro, no. 45/05). An Article of the Law that relates to professional development of people in charge of organizing transportation on the roads is being successfully implemented in cooperation between the Ministry of Maritime Affairs, Transportation and Telecommunication, Chamber of Commerce and the Centre for Vocational Education).

An example of good practice is extremely good cooperation between the Office for Gender Equality and the Ministry of Education and Science, other ministries, educational institutions, NGO sector and other relevant institutions and organizations, which may contribute to higher level of gender equality in institutions and the overall educational system of Montenegro.

1.1.4. Main development challenges in Montenegro and the way adult learning and education help address these challenges

The strategic orientation of Montenegro is related to EU and Euro-Atlantic integrations.

The three global goals are:

1. quick, sustainable economic development through improvement of economic freedom, strengthening influence of private sector and achieving higher level of macro-economic stability, with gradual reduction of dependency on international assistance,
2. building institutional and legislative framework, which is compatible with international standards and norms, and based on the rule of law,
3. increase of the life standard of population by establishment of adequate system of social and health protection and educational system.

The efforts of Montenegro towards the EU integration requires training of all employees, especially the employees of the state administration, and the entire population on the European integrations, and especially in relation to harmonizing legislation and reaching European standards in this respect.

Additionally, it is very important to build economy and private initiative to market national products in line with the European standards, where various forms of training and learning will have a very important role. The reform of the system of social and health protection, and especially the reform of educational system, requires continuous professional training and development of staff.

Also, rapid and continuous changes in the field of labour and other areas require a continuous approach to diverse organizational forms of education and learning, which will meet newly created educational needs of adults and provide for their efficient acceptance.

1.1.5. Other policies in place that have an impact on adult learning and education

The following laws and documents have been adopted in Montenegro:

- Agenda of Economic Reforms;
- Labour Law;
- the Strategy of Development and Poverty Reduction,
- the Decade of Roma Inclusion 2005 – 2015;
- the Strategy for Improving the Position of the RAE population in Montenegro 2008 – 2012;
- the Law on Civil Servants and Government Employees,
- the Law on Wages of Civil Servants and Government Employees,
- the System of Training and Development of Civil Servants and Government Employees in Montenegro,
- the Law on Gender Equality.

The Employment Office has adopted:

- the National Employment Strategy,
- Employment Action Plan,
- Conducted and published Survey of Employers “Employment and Employing 2003/2004, 2005/2006 and 2007/2008”,
- the Analysis of deficit occupations in Montenegro, 2006/2007 and 2007/2008.

Within the recent Project CARDS III, the document “Reform of Labour Market and Workforce –Human Resources Development, Montenegro 2017”.

The Human Resources Management Authority has prepared Draft Strategy for Training of Civil Servants and Government Employees 2008-2011.

The Ministry of Tourism and Environment has adopted important documents in this field:

- Tourism Master Plan until 2020,
- Master Plan for Development of Velika plaža,
- Master Plan for Boka Kotorska Bay,
- Strategy for Development of Mountain Tourism in Montenegro,
- Strategy for Human Resources Development in Tourism of Montenegro,
- Strategy for Sustainable Development in Montenegro.

All the above documents are a proof of formal support to educational system and adult learning. Adult education has a significant role in these documents and is one of the key factors for improvement and problem solving in the respective area.

1.2. FINANCING OF ADULT LEARNING AND EDUCATION

1.2.1. Public investments in adult learning and education

Share of the budget allocated to adult education within education sector

At the moment, the only legally defined sources of funds for the system of elementary and vocational education and training is the Government of Montenegro.

The Law on Budget for 2006 (Official Gazette of the Republic of Montenegro 77/05), and 2007 (Official Gazette of the Republic of Montenegro, no. 81/06), shows that the investment in education was 5.4% of GDP. (Most of these funds are used for wages of employees). As of the fiscal 2005, the Ministry of Education and Science is implementing programme budget, which has specific budgetary lines, that are defined on the grounds of the core activities, that the Ministry plans to implement in a given year, and budgetary sub-lines contained within every programme.

Table 4: Programmes – budget lines in the budget of the Ministry of Education and Science for 2006

	Programmes	Amount
1.	Pre-school education	6.560.439,62 €
2.	Elementary education	41.051.158,04 €
3.	Secondary education	18.456.865,12 €
4.	Adult education	50.498,05 €
5.	Education of people with special needs	1.597.243,37 €
6.	Centre for Vocational Education	100.000,00 €
7.	Pupils' and students' standard	7.165.574,54 €
8.	Science	669.320,47 €
9.	Administration	2.333.385,95 €
10.	Improvement of educational s system	859.920,00 €

Source: Law on Budget for 2006

For 2007, the adult education programme in the budget of the Ministry of Education and Science is allocated 51.272,81 EUR, and funds allocated for adult education in 2008 will be much higher 174.496,06 EUR (may be found on the web site of the Ministry of Finance of Montenegro). Previously, these funds were mostly used for covering costs of schools for elementary education of adults (salaries for performers of the programme for elementary education of adults or fees to institutions for covering the costs of programme implementation per learner).

The budget of the Centre for Vocational Education, which involves the Department for Adult Education, was 100.000 € until 2008, as per the Law on Budget of Montenegro, and was under the Ministry of Education and Science.

Table 5: Programmes – budget lines in the budget of the Ministry of Education and Science for 2008

	Programmes	Amount
1.	Pre-school education	11.235.760,71 €
2.	Elementary education	65.698.743,67 €
3.	Secondary education	30.539.980,05 €
4.	Adult education	174.496,06 €
5.	Education of learners with special needs	2.873.242,87 €
6.	Centre for Vocational Education	330.000,00 €
7.	Pupils' and students' standard	8.155.041,48 €
8.	Science	1.797.312,16 €
9.	Administration	753.093,37 €
10.	Improvements of educational system	295.000,00 €

Source: the Law on Budget for 2008 ("Official Gazette of Montenegro", no. 17/07)

Since 2008, the budget of the Centre for Vocational Education has increased to 330.000 EUR (inclusive of salaries of the VET Centre's staff, which will take 70% of this amount for 19 employees).

The Employment Office of Montenegro subsidizes the Centre for Vocational Education 30.000 to 40.000 EUR for developing occupational standards and adult education programmes.

Share of the budget allocated to adult education from other sectors, made either directly or indirectly within their policies

Montenegro is making efforts to establish a system of vocational education and training, which is based on the social partnership principles. These principles are applied in various labour fields, but there is still a question whether social partnership is in place in terms of joint funding of the system for vocational education and training.

A problem related to financing by all stakeholders may be noted when it comes to co-financing of the Centre for Vocational Education, which is established on the grounds of the Decision of the Government of the Republic of Montenegro, from the session held on March 27, 2003. Founders of the Centre for Vocational Education are: the Government of the Republic of Montenegro, Chamber of Commerce of Montenegro, Association of Unions of Montenegro and the Employment Agency of Montenegro. Most of the funds for the Centre for Vocational Education come from the Ministry of Education and Science, although it is managed by the Management Board composed of representatives of the Ministry of Education and Science, Employment Agency of Montenegro, Association of Unions of Montenegro, Chamber of Commerce of Montenegro and the Centre for Vocational Education.

The Centre for Vocational Education receives some funds from the Employment Agency of Montenegro (for developing occupational standards and training programmes), while the contribution of the Chamber of Commerce is provided "in kind", by provision of business premises of the Ministry of Education and Science, and the MoES assumes responsibility to participate in financing of the Centre for Vocational Education in the amount which is assumed that would be paid for renting these premises.

The Labour Law (Official Gazette of the Republic of Montenegro, no. 43/03) says that "An employer can delegate employee to attend certain professional training and specialization, in accordance with requirements and needs of the position of employee's deployment, especially when it comes to implementation and applying new methods in work organization and technology".

The Employment Law defines that co-financing of education and training is one of the measures of active employment policy, which is important for competitiveness in the open labour market. (Official Gazette of the Republic of Montenegro, no. 05/02).

Until 2006, the only budget line in the budget of the Republic of Montenegro, and within the budget of the EAM (total of 5.570.000,00 EUR), is defined as: "Transfer to institutions, individuals, non-governmental and public sector", the data of the EAM show that substantial funds have been invested in this purpose over the last few years: 2003 – 1.067.633,14 EUR, in 2004 – 643.765,96 EUR, and in 2005 – 1.291.058,97 EUR.

According to data of the Employment Agency, the overall allocations for labour market policies in Montenegro are around 1.4% GDP, and investment into implementation of measures of EAP (training programmes, employment of apprentices, self-employment credits, public works) in the EAM budget in 2005 were 34.8% of the budget (31.7% in 2004).

The Ministry of Agriculture, Forestry and Water Management, Ministry of Tourism and Environment, Ministry of Finance and especially the Secretariat for European Integrations allocate funds for education, but there are no official data on the amounts.

Over the past years, the Ministry of Tourism and Environment has implemented specific activities related to education and specialization of a number of staff needed in tourism. During 2001/2002, in cooperation with Italian region Lombardi, 30 high school graduates and unemployed caterers undertook practical training in catering facilities of Lombardi region during 6 months to one year.

During 2002, professors from Germany organized intense courses of German language for 40 receptionists and waiters.

Tourist guides are being continuously trained in cooperation with the Faculty of Tourism, and after completing the course, guides acquire licences of the Ministry of Tourism and Environment. In 2002, training was provided for animators in cooperation with High School for Tourism from Portorož, and training for beach life-guards in cooperation with the Red Cross, which will continue this year.

In 2005 and 2006, the Ministry of Tourism and Environment organized two trainings for guides in national parks and mountains in cooperation with the Office for Development of Komovi and Bjelasica (funded by Austrian Government).

The Ministry of Agriculture, Forestry and Water Management is undertaking some activities towards training of agricultural producers in Montenegro. Seminars and lectures are organized. For instance, when seedlings were given to agricultural producers, they were also given hardcopies of training material, which was adjusted to their occupational level. This was illustrated material which contained basic information on growing the relevant culture, cutting, protection from diseases.

The Ministry of Agriculture, Forestry and Water Management implements these activities through Advisory Service and Biotechnical Institute, which is the key institution for training of agricultural producers/ farmers. Also, the Ministry supports all educational programmes offered by NGO sector, which are in line with the strategic goals of agriculture development.

Adult learning and education in decentralized/local budgets (local governments and authorities, local communities, municipalities)

The document “Financing in Vocational Education” (2006) analyses legislation in education and legislation in local government, and it is concluded that the legislation does not define legal responsibilities in terms of participation at local or regional level in financing education, and that all costs related to education (to University level), except for two private Gymnasiums, are covered only centrally.

This legal provision resulted from the fact that educational sector was the first in Montenegro to propose changes, including the proposal which envisages participation of municipalities in financing education, but this was not accepted due to the fact that reforms at municipal level (including new laws and proposals related to financing) started later.

Consequently, the proposal of the Ministry of Education and Science was not accepted by the Secretariat for Legislation, while in the later phase, municipalities drafted laws which did not take into account financial participation in education or exemption from paying taxes and other fees for schools in their territory.

There are no reliable data on investments of local government in education, in general terms, and, consequently, in adult education.

1.2.2. Foreign bilateral/multilateral donor investments in adult learning and education:

The abovementioned document “Financing in Vocational Education” gives an overview of donor investments:

“Over the past few years, many different donor organizations invested funds in improvement of the system of initial vocational education and training. We note that training centres/workshops are being equipped in vocational schools in Montenegro for training which will serve education of youth and adults. The most important support was provided by the European Agency for Reconstruction (total of 3.255.722,5 EUR for the period 2002-2005), and this support was intended for provision of technical assistance (development of occupational standards, new curricula, teacher training, adult education, etc.) and procurement of equipment for practical instructions.

Substantial support was also provided by Kultur Kontakt – Austria (the total of 400.000 EUR for the period 2004-2005) for procurement of equipment and establishment of practice enterprises and teacher training).

Crafts Chamber Koblenz invested 250.000 EUR in procurement of equipment for vocational schools in Montenegro, approximately 80.000 EUR for technical assistance and additional around 170.000 EUR for seminars, training, material, study tours and media campaigns for the period 2004-2007.

USAID (through IRD and CHF) and CARITAS Luxembourg, mostly implement projects focused on improvement of school infrastructure in different municipalities, located in most cases in the North.

Continuous vocational education and training has not been the focus of donor support, except for the support provided through: 1) technical assistance projects of the European Agency for Reconstruction (for developing training programmes, training trainers and development on the Strategy for Training Centres); 2) Grone School from Lubeck (training of 20 waiters and receptionists organized in Germany, training of 15 trainers in Germany and Montenegro, donation of 20 computers for training of unemployed); 3) GTZ (for training of employees of small private hotels).

It is impossible to estimate to what extent and how much have these interventions contributed to state budget, given that they were focused on provision of expert assistance and organizing trainings that are paid by donor organizations.”

DVV International is an international organization, which addresses only adult education issues and it contributed substantially to adult education in Montenegro over the last 7 years.

1.2.3. Support to adult education and training from private/corporate sector

Montenegro does not have reliable data on education and learning organized in institutions and enterprises, or on the support provided to education and learning.

“Aluminium Combinat Podgorica” is one of the biggest enterprises, which was privatized a few years ago. For 2008, the plan is to organize training and professional development for 1.549 employees, or 72%, of which 450 employees for external training, and 202.600 EUR is allocated for this).

1.2.3. Support to adult education and training from private/corporate sector

Montenegro does not have reliable data on education and learning organized in institutions and enterprises, or on the support provided to education and learning.

“Aluminium Combinat Podgorica” is one of the biggest enterprises, which was privatized a few years ago. For 2008, the plan is to organize training and professional development for 1.549 employees, or 72%, of which 450 employees for external training, and 202.600 EUR is allocated for this.

1.2.4. Civil society support to adult learning and education

Non-formal adult education programmes implemented by NGOs in Montenegro cover a number of areas: civic democracy, human and minority rights, European integrations, environment protection, gender equality, etc.

In those terms, a substantial contribution to the development of non-formal adult education in Montenegro is provided by the Centre for Civic Education, Centre for Development of Non Governmental Organizations and the European Movement in Montenegro.

Specifically, eight generations (**125** learners) have completed School for Social Changes organized by the Centre for Development of Non Governmental Organizations, with the support from National Endowment for Democracy from Washington (NED). This four-month training programme is intended for citizens, especially young people, and aimed at their involvement into processes of social changes. The ninth generation with **15** new learners will start soon. This year, the School of Social Changes is financially supported by the Commission for disbursement of revenues that the Parliament of Montenegro generated from games of chance.

Additionally, the Centre for Civic Education, with the financial support from the Commission for disbursement of part of revenues generated from games of chance, has enrolled 28 new learners into the School of Human and Minority Rights as the fifth generation. The School has been successfully completed by 109 citizens of Montenegro, mostly activists of non-government organizations, political parties, journalists,

local government officers and the Republic ministries, students and others, who expressed interest to link their work to public and give personal contribution to practicing human and minority rights in Montenegro. The goal of the School of Human and Minority Rights is to establish continuous alternative training on human and minority rights, which would influence their integration into formal education system.

The Centre for Civic Education organized four-month instructions in the School of Democracy, with the support of the Friedrich Ebert Foundation, which was successfully completed by the generation X (234 learners). The learners were mostly activists of non-government organizations, political parties, journalists, local government officers and the Republic ministries, students and others, who expressed interest to link their work to public and give personal contribution to democracy development in Montenegro. The goal of the “School of Democracy” is to raise the overall level of democratic culture in Montenegro.

Having in mind that wider public and those who model our society and should contribute in various ways to the success of this process have weak or no knowledge and information on the European Integrations Process, the Centre for Civic Education, non-governmental organization Centre for Development of Non Governmental Organizations and the European Movement in Montenegro, with the support and understanding of the Foundation Open Society Institute – Office in Montenegro, have decided to initiate a uniform programme of alternative education in the fields of history, principles and values of the European Union. The goal of the School of European Integrations is to educate citizens of Montenegro on European standards and values, which would enable them to fully contribute to various aspects of this long and complex process. Within the previous five generations in Podgorica and two in Bijelo Polje, the school was successfully completed by 204 citizens of Montenegro, mostly activists of non-governmental organizations, political parties, journalists, local government officers and the Republic ministries, students and others, who expressed interest to link their work to public and give personal contribution to active involvement of Montenegro in the European Integrations Process. Currently, the School of European Integrations is attended by 32 learners.

Within the Gender Equality Programme, the Centre for Women and Peace Education “ANIMA” from Kotor has been organizing Women Studies for six years now, the programme which is delivered through spring and autumn cycle. The announcement for the sixth generation of learners for Women Studies lasted until April 15, and the number of learners was limited to 20. Everyone with minimum secondary education have the right to enrol, regardless of gender, national, political and class affiliation, who are sufficiently motivated to actively participate in acquiring knowledge in this field and for social involvement.

Additionally, a number of NGOs working on environment protection implement appropriate environment protection programmes, with the primary goal of raising awareness, knowledge and skills related to environment protection.

The Centre for Development of Non Governmental Organizations (CRNVO) has a team of trainers for organizational development, which started working in March 2001. This team provides training which is adjusted to the user’s profile and related to topics addressed by the NGO sector, local and state administration, enterprises. The topics are: project management, project proposals formulation, organizational management, successful financial management, strategic planning, PR and business correspondence. The team of trainers of the CRNVO delivers training to Government officers and employees, which is organized by the Human Resources Management Authority in the fields of management/ leadership in state administration and human resources management in state administration, project formulation and management in the administration, communication in the administration, etc. The training delivered by the team of trainers has been attended by more than 3000 learners from non-governmental organizations, local and state administrations from the whole of Montenegro and wider.

Also, the Centre for Civic Education (CCE), in cooperation with the Bureau for Educational Services and with the support of OSCE mission to Montenegro, has delivered training to 40 civic education teachers from elementary schools which started implementing reform in school 2004/05 and school 2005/06 year.

The Centre for Entrepreneurial and Economic Development (CEED) offers human resources development by organizing high quality training programmes aimed at improvement of personal and business knowledge and skills of employees. The training and workshops offered by the CEED relate to improving

communication skills, encouraging creativity, inter-cultural communication, management, drafting of business plans, financial leasing and many others. Additionally, the CEED offers training services to managers and entrepreneurs with no economic education and no financial training, who are interested in running a business (lawyers, doctors)

1.2.5. Learners'/ individuals' contributions to adult learning and education

Learners mostly invest into improving their own knowledge, skills and competencies, primarily language, ICT and others, since it is these knowledge and skills that make one of the requirements for finding and keeping employment.

According to the Law on Adult Education, adults do not pay tuition fees for acquiring elementary education or lower vocational education, and they participate in costs of acquiring other forms of education and training in accordance with a separate Law and the Act of education organizer.

The unemployed who are involved in various programmes organized by the Employment Agency do not bear any costs. The learners within these programmes are provided with transportation and food allowances during the programme implementation.

1.2.6. Specific, direct or indirect financial incentives in support of adult learning and education

Regardless of the fact that legislation envisages only elementary education to be mandatory and that it must be free of charge for all students of certain age, except in two private institutions ("Luča" and "Drita" Gymnasiums), education is free of charge for all regular students up to university education.

Articles 93 and 94 of the Law on Civil Servants and Government Employees (Official Gazette of the Republic of Montenegro, no. 27/04, 31/05) treat professional development of civil servants and government employees in a way that a civil servant or a Government employee can develop professionally in accordance with the professional development programme. The professional development programmes are defined by the Human Resources Management Authority. This programme specifically defines the content of development and the funds needed for its delivery. According to the Law on Civil Servants and Government Employees, the costs of professional development of civil servants and Government employees are covered by the Government authority.

Civil servants and Government employees have the right to apply for special development when it is important for the work of a Government authority.

The costs of special development are borne by the Government authority. The civil servants and Government employees, who sign an agreement with the Head of the Government Authority on special development, may not terminate employment for twice the time spent on development after its completion. Otherwise, the Government authority may request from the civil servant or the Government employee to reimburse the costs of special development.

Article 96 of this Law says that the Government authority may advertise and sign an agreement on supporting civil servant and the Government employee if it deems it necessary and have the necessary funds available.

Some institutions and organizations cover the costs of M.A. and PhD studies of their employees (fully or partly).

The Roma Scholarship Foundation offers scholarships to Roma who enrol in Gymnasiums, secondary vocational education (regardless of the level and educational profile) and to faculties.

The "Second Chance" Project offered the learners of the elementary functional literacy programme an incentive (equivalent to minimum wage, i.e. 55 EUR) during the programme implementation. In addition to this, another motivation offered to those who successfully complete the elementary functional literacy programme, and after its completion, a programme of vocational training for a simple occupation and for acquiring drivers' licence.

1.2.7. Benchmarks (targets) in relation to financing adult learning and education

Montenegro does not have reliable data on education and learning in institutions and enterprises, or the data on education provided by adult education performers. This situation results in a number of different courses/ training organized by various organizations, but there are no available information on this.

One of the reasons for this situation are delays in adopting legislation, which should be the basis for establishing the system, which would be ensured by storing most of the data at one place.

The Regulation on Requirements for Establishing Educational Institutions (Official Gazette of the Republic of Montenegro, no. 45/05) and licencing of adult education organizers is being enforced since 2007, and conditions are being created for the situation to change.

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

2.1. PROVISION OF ADULT LEARNING AND EDUCATION AND INSTITUTIONAL FRAMEWORK

2.1.1. Institutions responsible for managing and coordinating adult learning and education at national level

Centre for Vocational Education

Developmental, advisory, researching and professional activities in relation to vocational education and adult education are implemented by the Centre for Vocational Education in accordance with the General Law on Education.

The Centre for Vocational Education is established on the grounds of the Decision of the Government of the Republic of Montenegro on the session held on March 27, 2003. Founders of the Centre for Vocational Education are: Government of the Republic of Montenegro, Chamber of Commerce of the Republic of Montenegro, Association of Trade Unions of Montenegro and the Employment Agency of Montenegro. The Centre for Vocational Education comprises 4 departments: Occupational Standards and Curriculum Department, Department for Adult Education, Evaluation Department and Textbooks and Teaching Aids Department.

The Centre addresses the following within vocational education:

- 1) professional monitoring, analysis and development of educational system;
- 2) working with institutions towards improvement of educational work;
- 3) preparing professional tasks on issues which are decided upon by the Council and the Ministry;
- 4) professional activities to prepare: educational programme, catalogues and standards of knowledge, occupational standards, norms and standards for teaching aids and equipment;
- 5) conducting researches/ surveys;
- 6) advisory work in institutions within vocational education and adult education and institutions related to education and training;
- 7) prepare education and pedagogic and methodical standards for textbooks and guidelines for occupational subjects in vocational education;
- 8) prepare professional standards for teaching staff;
- 9) organize professional development for teachers and training of principals;
- 10) propose measures for development and introduction of new teaching technologies and their implementation;
- 11) monitor experiments;

12) other activities in accordance with the Law and Establishment Act of the Centre.

Since the establishment of the Centre for Vocational Education, there has been only one person (andragogist) working on adult education issues in the Adult Education Department, and one more person was hired in March 2008.

Activities of the Adult Education Department are:

- researching and developing adult education system
- preparation of training programmes
- propose staffing norms and standards for delivering training programmes,
- preparing and proposing network of institutions for adult training;
- giving opinion on introduction of experimental training programmes and monitoring implementation, etc.;
- involvement in preparation and development of methodological and other documents in relation to adult education;
- cooperation with social partners and activities towards development of social partnership;
- initiating adoption and changes to legislation, which is necessary for organizing adult education system;
- promoting concept of life-long education and learning

Council for Adult Education

The Council for Adult Education, as the highest-level professional authority responsible for adult education is established in accordance with the General Law on Education (Official Gazette of the Republic of Montenegro, no. 64/02 and changes and amendments to the Law 31/05 and 49/07). Councils are established as authorities responsible for making decisions on adult education issues, established on tripartite principle: one third of members of the Council for Adult Education is proposed by the Ministry of Education and Science and the Bureau for Educational Services, one third by the Centre for Vocational Education and Ministry responsible for labour and social welfare and one third by the Association of Employers and the Union.

The Council has 9 members and is composed of representatives of the Chamber of Commerce, Union, Ministry of Education and Science, adult education performers. The Council established Commission for Programmes, Organizational and Normative issues which has 7 members, representatives of the Ministry of Education and Science, Ministry of Health, Labour and Social Welfare, Employment Agency, Bureau for Educational Services, Association of Employers and NGO sector.

According to provisions of this Law, the Council for Adult Education:

- 1) approves catalogues of knowledge and examination catalogues,
- 2) defines:
 - education programmes for adult education;
 - adjusted curricula for adult education;
 - equally valid education standard in educational areas (occupations);
 - equally valid education standard in curricula of private education performers,
- 3) approves textbooks and teaching aids,
- 4) proposes curricula for training, re-qualifications, further qualifications and specialization of employed and unemployed,
- 5) provides guidelines for delivering adjusted curricula,
- 6) other activities in accordance with the Law and Act on establishment of the Council.

Examination Centre

According to provisions of the General Law on Education (“Official Gazette of the Republic of Montenegro” no. 64/02 and changes and amendments to the Law, “Official Gazette of the Republic of Montenegro”, no. 31/05 and 49/07), external assessment of achieved standard of knowledge and skills of students and/or learners is conducted by the Examination Centre, which:

- 1) prepares tests, organizes and delivers examination in accordance with the Law,
- 2) provides training to institutions for preparing external examination,
- 3) advises and offers services for external assessment,
- 4) studies and develops external assessment of students and trainees,
- 5) conducts international comparison of the quality of educational system,
- 6) conducts other activities in accordance with the Law and Establishment Decree.

Examination Centre is a newly established institution, and over the forthcoming period it will have an important role in adult education.

Bureau for Educational Services

The Bureau for Educational Services defines and ensures the quality of education in institutions, and addresses developmental, advisory, researching and professional activities in the following areas: pre-school education, elementary education, secondary general education, general vocational education, education of children with special needs and upbringing in students’ homes.

Employment Agency of Montenegro

In organizational terms, the Employment Agency of Montenegro falls under the Ministry of Health, Labour and Social Welfare. Management Board of the Employment Agency is composed of 9 members: representatives of the Government of Montenegro (4 members), representatives of the Agency (1 member), Union representatives (2 members), employers’ representatives (2 members).

The Employment Agency of Montenegro implements a number of measures and activities towards educating and training of unemployed, and workers whose occupation is not in demand any longer (redundant workers). This gives the Agency a multiple role, from labour market survey and needs analysis for staff, provision of expert assistance to employers in preparing and delivering training programme through to informing, advising, selection of adequate trainees, and ensuring part of funds. The Employment Agency considers additional education and re-qualification for employment on the labour market to be its priority activity. Activities on preparation for employment primarily involve training for deficit occupations. This completes the offer on the labour market and raises the quality of workforce.

Training centres

The Ministry of Education and Science, Ministry of Health, Labour and Social Welfare and the Employment Agency of Montenegro have signed an agreement on establishment of three training centres in order to raise the quality of vocational education and training of youth and adults in Montenegro.

The centres are established as regional centres in:

- Herceg Novi (tourism and catering),
- Berane (wood-processing), and
- Podgorica (construction).

They are funded by the Employment Office for the time being, and after all the conditions for independent work are in place, they will operate in line with market principles. Training will be organized and delivered in secondary vocational schools and with employers able to provide training, who will be involved in the work of these centres.

Main objectives of training centres are:

- allow acquisition of knowledge, skills and competencies needed for professional work according to international quality standards,
- allow quality and economic practical training and instructions, especially in the field of complex and expensive technologies,
- allow efficient practical education and training of youth without occupation, employed and unemployed, and
- accelerated transfer of modern technologies to our economy and crafts.

These centres should, in time, grow into centres whose management will involve employers and the Union.

Centre for professional information and counselling (CIPS)

The Centre for professional information and counselling started functioning within the Employment Agency in 2007.

The mission of CIPS is to create quality services for the provision of advisory services towards professional orientation in the capital Podgorica. Their overall objective relates to improved support to professional orientation in Montenegro. For the time being, CIPS is established in Podgorica, Herceg Novi and Bar, and there is a plan to open one in Berane in 2008.

Human Resources Management Authority

Adoption of the Law on Civil Servants and Government Employees (“Official Gazette of the Republic of Montenegro”, no. 27/04, 31/05) established the Human Resources Management Authority in 2005, and its competencies involve training and development of state administration employees.

Its functions, which are related to human resources management and capacity building, involve:

- preparing proposals of appropriate professional development programmes and other human resources development programmes, and
- assisting state authorities to implement human resources policy, training and staff development.

Chamber of Commerce

For a number of years now, the Chamber of Commerce is working on training and education of human resources needed for economic sector. Various seminars, counselling sessions, workshops, presentations, etc., are organized in the Chamber of Commerce. The training is organized for all members of the Chamber, regardless whether those are small, medium or large enterprises. It is intended mostly for management and business structures and acquisition of specialized knowledge.

Directorate for Development of Small and Medium Size Enterprises

The Directorate for Development of Small and Medium Size Enterprises identified one of its priorities as being delivering services of business-related education by organizing seminars, round table meetings, workshops, both for entrepreneurs and workers employed in government authorities: cycle of seminars with Carl Duisburg and Iltis Foundations, cycle of seminars with GTZ, programme of entrepreneurial training, Code of Conduct, cycle of seminars in cooperation with the Austrian Chamber of Commerce, strategic planning, marketing strategy, international marketing and internationalization of society.

Union of Employers

The Union of Employers is a non-governmental and non-political organization with voluntary membership, and it is established in line with international regulations and standards, with the support of the International Labour Organization (ILO). On its foundation, the Union was consisted of around ten enterprises from

Podgorica, and now the Union gathers enterprises and entrepreneurs from the whole of Montenegro, and they jointly employ more than 65% of workers in economy and contribute with more than 85% to Gross Domestic Product. In 2005, the Ministry of Health, Labour and Social Welfare issued a Certificate of Representativeness to the Union of Employers, which meant official recognition of the Union as the third partner in social dialogue between the Government and the Union, and employers and entrepreneurs of Montenegro gained their legal representative. The Union of Employers has not implemented activities related to adult education before, but has mediated in organizing various forms of education.

Table 5: Adult learning and education programmes in Montenegro

Programme (name and brief description)	a) Provider			b) Learning area			c)	d)	e)
	(please, select one from the list)			(please, select one or more from the list)			Target group	Programme costs	Source of funds
	public/ govern ment	NGO / OGD	private	General skills	technica l skills	Knowled ge developm ent, innovatio ns			
Adult elementary education programme	School for elementary adult education within community universities			General knowledge and skills			Persons who have not completed elementary school	Costs for salaries of teachers who implement programmes	MoES
Programme of elementary functional literacy	Elementary schools			Basic knowledge and basic functional skills			Illiterate persons	Costs per trainee	MoES, International donors
Vocational training programmes for simple occupations	Adult education organizers			Occupational knowledge, skills and competencies aligned with occupational standards			Unemployed and persons without qualifications	Costs per trainee (up to 10 minimum wages)	EOM
Re-qualification programme	Training centres in vocational schools			Occupational knowledge, skills and competencies aligned with occupational standards			Unemployed persons, redundant workers	Payment costs per trainee (up to 15 minimum wages)	EOM
Programmes for learning foreign languages	Adult education organizers			Communication in a foreign language, levels I-VIII (European Language Portfolio)			Unemployed, employed, citizens	Payment costs per trainee	Ministries, HRMA, Local government, employers, trainees
ICT programmes	Adult education organizers			IT literacy and ICT skills by levels			Unemployed, employed, citizens	Payment costs per trainee	Ministries, HRMA, Local government, employers, trainees
Programmes for civic democracy	NGO in the field of civic democracy			Raising awareness and knowledge in the field of civic democracy and development of social/ civic skills and competencies			Unemployed, employed, citizens	Costs for programme providers	Ministries, HRMA, International organizations, local governments

Programmes for environment protection	NGO in the field of environment protection	Raising awareness, knowledge and skills in the field of environment protection	Unemployed, employed, citizens	Costs for programme organizers /organization of seminars	Ministries, International organizations, local governments
Programmes for entrepreneurs and managers	Directorate for Small and Medium Enterprises	Improvement of entrepreneurial knowledge and skills	Employers	Costs for programme organizers /organization of seminars	DMSP GTZ JICA SPARK EAR
Gender equality programmes	NGO	Raising awareness and improving knowledge on gender equality	Unemployed, employed, citizens	Costs for programme organizers /organization of seminars	Office for Gender Equality
Programmes for health protection	Institute of Public Health of Montenegro	Raising awareness and improving knowledge, skills and competencies for protection of own health and health of others	Unemployed, employed, citizens	Costs for programme organizers /organization of seminars	MHLSP, international organizations
Programmes for agricultural producers	NGO	Raising awareness, skills and competencies for improving agricultural production, production of safe food, etc.	Agricultural producers	Costs for programme organizers /organization of seminars	MoAFWM, international organizations
Tourism education programmes	Ministry of Tourism and Environment	Raising awareness, skills and competencies for improving tourism (for example, training of mountain guides)		Costs for programme organizers /organization of seminars	MTE, international organizations
Programmes in the field of European integrations	Secretariat for European Integrations	Raising awareness, knowledge, skills and competencies for successful European integrations	Employed, unemployed, citizens	Costs for programme organizers /organization of seminars	SEI, international organizations

In addition to abovementioned programmes, there are programmes in Montenegro which are offered by various institutions and organizations: cultural centres, libraries, museums, religious/faith institutions, professional associations, sport associations, associations of citizens, etc.

2.1.3. Linkage between formal and non-formal approaches

The Law on Adult Education says that adults may take exams with the Examination Centre to demonstrate their knowledge, skills and competencies, regardless of the way they acquired them.

When knowledge, skills and competencies are demonstrated according to educational programmes, which allow acquisition of publicly valid education, or parts thereof, the standards and/or catalogues of standards of knowledge are defined and proven by exams and decided upon by the Council for Vocational Education and the Council for Adult Education in other cases.

The adult education system is being designed and arranged. The first steps are being made towards establishing linkage between formal and non-formal education: uniform standards of knowledge for youth

and adults, which are the basis for developing educational programmes for regular education system, and educational programmes for adults and by defining standards of knowledge, skills and competencies.

The work is being undertaken towards establishment of the National Qualifications Framework in Montenegro.

2.1.4. Certification and national awards for adult learning and education

There is still no national certificate, but Draft Law on National Vocational Qualifications has been prepared, and it regulates various ways of acquiring qualifications and recognition of special knowledge, skills and competencies (foreign languages, ICT, etc.), which are important for competent and successful work.

Certificates that learners receive from the Employment Agency are recognized on the labour market.

2.2. PARTICIPATION IN ADULT LEARNING AND EDUCATION

2.2.1. Statistical data on participation

The Employment Agency organized delivery of various types of programmes in the period January 1, 2000–September 25, 2006:

- Vocational training, for 1.197,
- Further qualifications for 534 persons,
- Re-qualification for 3.555 persons,
- Specializations for 37 persons,
- Special knowledge for 9.181 persons,
- Scholarships for 27 persons,
- Equipping work stations for 12 persons.

The Employment Agency delivered 383 programmes for known employers for 2.339 learners, and the following for the labour market: 621 programmes for 12.204 learners, with the total costs of 6.072.149 EUR.

Table 6: Overview of the number of people trained for occupations and special knowledge delivered in 2007

Employment office	Podgorica	Nikšić	Bijelo Polje	Berane	Bar	Herceg Novi	Pļjevlja	Total
Occupations and specific knowledge								
I For known employer	170	148	125	70	51	63	40	667
II For labour market	431	132	175	222	157	44	83	1,244
Group of occupations	601	280	300	292	208	107	123	1,911
Agriculture and food processing	16	11	47	18	1	3	0	96
Wood processing	10	24	5	61	13	0	0	113
Construction	184	47	45	60	31	0	22	389
Metal processing and electro-tech.	22	89	0	16	23	25	24	199
Tourism and catering	147	47	96	91	71	57	54	563
Services	91	38	25	40	39	6	15	254
Other	131	24	82	6	30	16	8	297
Specific knowledge	1,279	278	320	423	167	329	224	3,020
IT courses	736	164	160	126	121	146	140	1,593

Courses of foreign languages	414	88	100	77	44	107	54	884
Courses for drivers	110	25	60	220	0	21	30	466
Training of sailors, guides	16	1	0	0	1	55	0	73
Training of people with special needs	3	0	0	0	1	0	0	4
Total trainees	1.880	558	620	715	375	436	347	4.931
Percentage of implementation of plans	146.9	95.4	121	136.2	75.0	67	77	109.6

Source: EAM 2007 Progress Report

Programmes for employed in state administration organized by the **Human Resources Management Authority** in 2007:

- 28 seminars in cooperation with Parim CB, 332 learners
- 91 seminars attended by 1299 learners
- 32 courses of foreign languages
- 16 seminars in cooperation with OSCE, attended by 275 officers
- 5 seminars in cooperation with RESPA, attended by 80 participants
- 4 round tables.

Table 7: Number of education cycles and the number of learners within programmes of the Directorate for Development of Small and Medium Size Enterprises

Year	Number of education cycles	Number of trainees
2003	38	691
2004	15	451
2005	13	658
2006	17	921
2007	20	456
Total	103	3.177

Source: data received by the Directorate for Development of Small and Medium Size Enterprises

Some of the seminars organized by the Directorate for Development of Small and Medium Size Enterprises in 2007 addressed the following issues:

- Researches, development and innovations,
- Diagnosis of enterprises,
- New product development,
- Marketing strategy and quality control,
- Standards in wood industry of Montenegro,
- Market survey,
- Export promotion,
- Quality management,
- Ombudsman,
- Innovations,

- Regional industry promotion policy,
- Entrepreneurship promotion and development of business services,
- Marketing in tourism.

According to the data of the **Union of Employers**, various forms of education for employed are organized in the following member companies: *Tobacco Company Podgorica, Montenegrin Commercial Bank, Atlasmont Bank, Ćelebić, 16. February, Bega Press, Elko Team, CG Gradnja, Oto top, Comont, Hemko, Beemont, Farmegra, ICN Crna Gora, Inel Medica, Ag kamen, Montgenomaks špedicija, Europact, Greenhouse, Centrojadrán, Ekoplant, Hidromol.*

The Union of Employers has worked with the CARDS Project on needs analysis for training and development for the Municipality of Berane.

Training and professional development programmes in the Aluminium Combine Podgorica

The development plan for employees of KAP for every next year identified training and professional development needs for all employees through various forms of internal and external training, such as:

- professional development of new workers and apprentices,
- re-qualification and further qualification of employees,
- production and technological development of employees,
- vocational and developmental training,
- professional training for operating and maintenance of new technological equipment and machines,
- taking occupational exams and work ability tests,
- safety at work training,
- training in the field of a management system for environment quality and protection, etc.

Since 2001, various forms of training and professional development in KAP involved the following number of employees:

- 2001 383 employees or 12.57% of the total employed,
- 2002 500 employees or 17.00% of the total employed,
- 2003 818 employees or 31.00% of the total employed,
- 2004 562 employees or 20.80% of the total employed,
- 2005 365 employees or 15.73% of the total employed,
- 2006 834 employees or 36.00% of the total employed,
- 2007 656 employees or 27.41% of the total employed.

Montenegrin Telekom

The Company became a part of Magyar Telekom in 2005, i.e. Deutsche Telekom Group and, as such, established Human Resources Department, as a modern approach to human resources management. A significant part of this sector's work is related to training and development of employees, which becomes increasingly important.

Our Company allocates 2% of the total personnel expenditures a year for training budget, which is used for funding further development. Since the Company is composed for a number of different sectors, sub-sectors, departments involving various professions, the range of training activities is rather wide.

The largest share is allocated to vocational training within the Technical Sector, which makes sense given that this is a telecommunication company. It involves IT, Network Development, network maintenance courses, etc., and most of the courses are organized abroad. The Sales Department also requires a special treatment, which results in implementation of activities towards development of sales staff, especially the front-office staff (T-Shops, Call Centre, Customer Care).

In addition to the abovementioned and work-specific general professional development within sectors, special attention is paid to development of managerial skills, introduction to work and development of new employees, which are based on special annual programmes of the Company.

In terms of motivation, special attention is paid to our so-called key staff and high-potential people, who undergo special training programmes (most frequently in terms of developing managerial skills). Also, there is English language training offered, computer literacy, etc.

The Company has a positive approach to further University education of employees, post-graduate studies and MBA. Currently, we have more than 50 post-graduates (at universities in Montenegro and Serbia), and a few managers in Bled School of Management in Slovenia, whose costs are covered by the Company.

The main difference between the period 1997-2005 and from 2005 until the present day is that in the latter period a lot more attention is paid to targeted and strategic approach to training of employees, compared to elemental and ad hoc actions as before. The main reason for this is, of course, the fact that HR is not only administrative service as earlier human resources sectors, but rather a business strategic partner. Higher importance is attached to the development of the so-called soft skills, managerial abilities, raising awareness of the importance of market and buyers, not only in sales but at the level of the whole group.

The funds that are allocated for this purpose have been rising over the last 5 to 7 years, but further increase is expected as of the next year.

Port of Bar – AD Bar

Employment of young creative people, additional training and development of employees is a very important goal towards quality of work and functioning of the Company. All forms of additional training and development were continuously implemented over the mentioned past period, and especially after drafting of the Programme for additional training of employees in 1992.

The text below gives an overview of various forms of additional training by years:

- Foreign languages courses - total of 39 candidates enrolled, 14 to intermediate English language course I, 7 in intermediate English language course II, 5 in specialized English language course, 5 in basic Italian language course, 5 in intermediate Italian language course I, 3 in intermediate Italian language course II; 2000 - total of 17 candidates enrolled: 8 in basic English language course, 2 in intermediate English language course I, 4 in specialized English language course, 2 in basic Italian language course, 1 in intermediate Italian language course II; 2001 – total of 21 candidates enrolled: 2 in the basic English language course, 9 in intermediate English language course I, 2 in the basic Italian language course, 6 in intermediate Italian language course I, 2 in intermediate Italian language course II; 2002 – total of 28 candidates enrolled: 12 in basic English language course, 8 in basic Italian language course, 8 in intermediate Italian language course III.
- IT courses - 1999: total of 73 candidates referred to basic and specialized IT courses; 2000: total of 53 candidates referred to basic and specialized IT courses; 2001: only 2 candidates referred to IT course.

This year /February/ 40 universal operators have been hired in the PC “Mehanizacija“, who undergo theoretical and practical training. The training is delivered by the Employment Agency of Montenegro, which will issue certificates to those who complete the training successfully.

Participation in special programmes

The computer training programme is undertaken by 2.902 persons in the last 5 years, 1.536 women. Most of the learners in Podgorica were women (810 women out of the total of 1.162 persons), as well as in Herceg Novi (285 women out of the total of 457 persons), while in Nikšić most of the learners were men (840 men out of the total of 1.283 persons).

The foreign language programmes have been undertaken by 1.424 persons in the last 5 years, 726 women. Most of the learners in Podgorica were women (240 women out of the total of 375 persons), as well as in

Herceg Novi (338 women out of the total of 533), while in Nikšić most of the learners were men (368 men out of the total of 516 persons).

Table 8: Overview of data on training delivered in the period 2002-2006 at PU “Milun Božović”, Podgorica

Programme	F	M	Total	F (%)
Courses of English language	240	135	375	64
Courses for business secretaries	76	-	76	100
School for elementary adult education	208	840	1.050	19,8
Computer literacy courses	810	352	1.162	69,7
Total	1.334	1.192	2.663	50,10

Source: data received from the PU “Milun Božović”

2.2.2. Studies on reasons for (non)participation and on groups that are difficult to involve in educational programmes

Representatives of Roma population, especially Roma women, face many obstacles to their involvement in education and learning, which is proven by the survey and the research conducted with Roma population. The Roma, Ashkali and Egyptian Households Survey, the survey involving refugees and internally displaced people in Montenegro, which was conducted by the Institute of Strategic Studies and Planning and UNDP in 2003, indicate a very low participation in education.

Most of those attending schools within the Montenegrin educational system (85%) are covered by elementary education, and levels of involvement in secondary, higher and university education are low.

Table 8: Percentage of persons older than 6, who did not attend school at the time of survey

	Not attending school at the time of survey
No education	63,1%
Incomplete elementary education	21,3%
Elementary education completed	9,2%
Two-year or three-year secondary education completed	5,8%
Higher education	0,4%
University	0,3%

Source: Household survey Roma, Ashkali and Egyptians, refugees and internally displaced people in Montenegro

2.2.3. Studies of learner motivation

The survey “Opinion of unemployed on initiation and participation in private businesses in Montenegro”, conducted in January 1999, is indicative when it comes to unemployed. (Employment Agency and the Institute for Entrepreneurship MSP “Braća Karić”, Belgrade), whose main goal was to survey opinion and attitude of various groups of unemployed persons on the labour market of Montenegro on opportunities, conditions, personal aspirations for initiation, leadership, employment in own business, indicated the following results:

	YES
Do you believe in continuous knowledge improvement?	86,3%
Have you attended courses?	10,26%
Would you agree to re-qualification?	86,77%
Would you fund the training yourself?	48,87%

The results of the above survey indicate that respondents have extremely positive opinion about learning and knowledge innovation, and they think that improving their knowledge may help towards quicker and easier employment.

After this, according to our knowledge, no serious researches have been conducted in Montenegro, which would study learner motivation for involvement in various programmes of different type.

2.2.4. Measures undertaken to mobilize learners and to increase participation

Information–motivation seminars (workshops), which are organized by the Employment Agency, are programmes intended to all unemployed and are aimed at informing the unemployed about all significant features of labour market and employment. Also, the goal is to motivate the unemployed to actively seek employment. These seminars have a significant influence on building self-confidence, which is the most important precondition for independent active employment seeking. Specific skills are also thought, such as writing applications, CV, introduction to employers. This year, these types of programmes are undergone by 2.232 unemployed. The analysis show that these seminars encouraged the unemployed to actively seek employment, and also encourage the unemployed to actively participate in AEP programmes.

One of the activities of the recently established Centre for Information and Professional Counselling will be improving motivation for education and learning of young and adult population, which will contribute to the increase of the number of those who are involved in various programmes.

2.2.5. Specific groups targeted by adult learning and education provision

These groups do not exist in Montenegro in this sense, but the programmes are adjusted to specific features and needs of individual target groups. For instance, educational programmes for training for some occupations are adjusted to the needs of training disabled people in terms of duration, implementation, methods of work, equipment, teaching staff implementing programmes, etc.

2.2.6. Participation benchmarks

The data on the number of learners within programmes for which there are available data and the data from other sources – media, learners, etc., are used as participation benchmarks.

2.3. MONITORING AND EVALUATING PROGRAMMES AND ASSESSING LEARNING OUTCOMES

Assessment of learning outcomes is crucial for every educational activity. However, measuring adult education outcomes is rather complex since the outcomes relate to a wide range of aspects such as: personal development, social and economic factors, and also involves skills and opinion.

Montenegro is at the beginning of assessment process of adult learning and education outcomes in formal education system. The plan is to assess learning in adult education (only a few programmes in the beginning), and the evaluation system, especially in adult education, is only being developed.

Therefore, we can speak primarily about internal evaluation, conducted by education organizers themselves.

When it comes to evaluation of instruments and mechanisms, there are currently cases of monitoring implementation of programmes by institutions, which organize and finance programme implementation. For instance, the Employment Agency monitors implementation of programmes it finances and monitors delivery of training together with social partners. Representatives of the Agency participate in organizing final assessment, which have some external characteristics (members of the Examination Commission, beside adult education organizers, are representatives of the Employment Agency, employers, school teachers, faculty professors and handyman for some occupations). The Employment Agency conducts surveys and analysis at the end of every training cycle aimed at its improvement and quality enhancement.

During the implementation of the elementary functional literacy programme, which was implemented for the first time within the “Second Chance” Project in 2007, the representatives of the Centre for Vocational Education monitored its implementation from the very beginning through to the end. After the completion

of the programme, the final assessment of mathematic and language literacy was designed and organized, and implemented by the Examination Centre, Bureau for Educational Services and the Centre for Vocational Education.

It is important to note that all national programmes, which are approved by the Council for Adult Education, define: enrolment requirements for programme learners, equipment and material needed for the programme implementation and the profile of teaching staff (for theoretical and practical part), who are to deliver the programme.

The evaluation data are used primarily for the programme development (offer of adult education organizers is rather uniform – mostly foreign languages and ICT), and for defining policy and undertaking further measures aimed at the system improvement.

Users' satisfaction is the core of many systems of quality, and it also applies to education. The number of learners enrolled with an education organizer and involvement of the same learners in other programmes (higher level) with the same organizer may be one of indicators of the quality of educational offer, and a direct indicator of learning outcomes. (An example of successful adult education organizers: Institute of Foreign Languages, Oxford Centre, etc.). One of the indicators related to learning outcomes (educational programmes for training and re-qualification) may also relate to the number of people who find employment and keep the job after the completion of the adult education programme.

2.4. ADULT EDUCATORS/ FACILITATORS' ROLE IN ADULT EDUCATION – STATUS AND TRAINING

2.4.1 Educational qualifications and training required for adult educators and facilitators and in-service training measures

Previous legislation did not specifically oblige adult education organizers in terms of the necessary professional qualifications required for the persons working in adult education.

The category of people working in adult education involves the most diverse experts, very different amongst themselves, both in terms of the educational background and profile. The main weaknesses that can be identified in respect of andragogical and methodical skills of staff working in adult education relate to:

- the lack of thorough andragogical and pedagogical education,
- modest andragogical and methodical knowledge,
- skills for traditional forms of instructions, with no knowledge of active learning methods.

The “Book of Changes” (2001) points out that “there is a shortage of andragogical and other professionals for this form of education”, and the fact that “there is no organized system for training of staff and development of adult education providers”. The proposal for changes in relation to adult education organizers emphasizes the need for “professional development of teachers for adult education (use of active learning methods, etc.)” and that “adult education organizers, especially teachers and associates, should have thorough and broad pedagogic and psychological, and primarily andragogic training”.

The Law on Adult Education, which was adopted in November 2002, in its Article relating to performers of education programmes, defines that “adult education shall be executed by teachers, associates in teaching process, teachers or instructors of practical education, lecturers, facilitators and other professional associates”. These persons, by default, should have andragogical background and meet other legal requirements, which regulate an appropriate adult education field.

The Declaration of Ministries of Education and High Education in south-east Europe, which was signed at the International Conference “Life-Long Education, Adult Education and Employment” on October 18, 2003 in Skopje, is an Agreement to implement Action Plan by the end of 2005, which is envisaged to create broader opportunities for andragogic studies in every country or a region or in the whole region. One of the important goals which will draw attention is incorporating adult education as an important section of teacher training.

The two most important documents for adult education in Montenegro – “Adult Education Strategy” and the “Adult Education Plan” give a significant role to andragogic training of education staff, which is one of the priority goals for the next period.

In addition to this, the Council for Adult Education has adopted Frame Programme for andragogic –didactic – methodical training of staff working in adult education. The content of this Programme, essentially, has a general and frame character, which allows it to achieve multiple purposes, both for different actors and profiles of participants of educational process, and for different levels of previous education of those it is intended for.

Elaborated in detail, with minor changes and amendments, the Program for andragogic training of staff working in adult education is adopted by the Council for Adult Education at its XXXIII session held on June 29, 2006. The Programme contains topics and issues related to general andragogy, as well as topics and issues which are subject of didactic and methodical studies or more specific didactics and methodics. The content of the Programme covers the basic issues, which explain implementation of andragogic cycle.

However, we cannot speak about a wider systematic andragogic-didactic education and training of staff, but we are at the very beginning of the process of addressing this issue, which is characterized by occasional and individual seminars and training.

2.4.2. Adult education as a specific profession and higher education institutions providing such qualifications

The University of Montenegro does not offer studies to prepare staff for this field, and there is no specialized institution for monitoring this form of education.

Some andragogic disciplines such as general pedagogy, andragogic didactics, adult education economics and adult education planning (staff) are thought at the Faculty of Philosophy in Nikšić, Department of Pedagogy (III year of pedagogy and on specialized pedagogical studies).

Andragogy is thought at the Faculty of Philosophy – teacher training studies, as well as in the department for main teachers training, who receive additional training for main teachers.

The staff, who have not acquired didactic-methodical knowledge in their previous education, are involved in adult education. They also lack basic pedagogic, psychological and andragogic knowledge, which is necessary for all who deliver or organize educational and/or instructional process involving adults.

It is necessary to make changes, not only to the structure but also to the level of professional qualifications of teachers, skills and practical abilities, which they need to have, the way of communication with learners, perception of educational work.

It is difficult to estimate the number of teachers in adult education, since they are mostly employed full-time, and working extra hours in adult education, and a small number of them work only in adult education.

The average salary of a teacher/elementary school teacher in elementary/secondary school is around 400 EUR, while the work in adult education is paid depending on the length of employment (duration of a programme). English language teachers and ICT specialists are in the most favourable position in terms of income, since the work in adult education is an additional activity and source of income for them.

3 RESEARCH, INOVATION AND GOOD PRACTICE

3.1. Key studies in adult education

Montenegro lacks study, analytical and thorough researches of adult education issues, because there are no institutions addressing these issues, or funds needed for implementing such activities.

There are opinion surveys, assessments and perception of educational plans and programmes, which were conducted for the purpose of educational reform. The goal of the survey was to sense opinion, assessments and perception of current educational plans and programmes for pre-school, elementary, secondary education and adult education in Montenegro. The sources of information were teachers, students, parents and representatives of employers. The task of the survey was to analyze the current situation with the emphasis

on: field of work, educational profiles – occupations, characteristics of educational plans and programmes, requirements, method and the quality of programme delivery, appraisal of achievements in educational work (achievements of students and learners, ability to continue education, employment, self-education). The received feedback, appraisals and perception of interviewers were used to identify weaknesses to be eliminated and positive characteristics, which need to be taken into account while designing new curricula.

The survey of opinion, appraisal and perception of educational plans and programmes provided, at the very beginning of the reform, for collecting substantial information related to weaknesses of earlier plans, programmes, staff working in education, and provided guidelines for their improvement. The survey results that are important for adult education are the reasons stressed by teachers as being important for achievements of learners: good organization of instructions, commitment of teachers, good motivation of learners, good educational programmes, etc. It is interesting to point out the opinion of teachers about requirements to be met by a successful adult programme organizer: to have practical experience in the respective profession, to be successful in combining different forms of work adjusted to adults, to have appropriate knowledge to work with adults, etc. They also stated that due to a high number of unemployed in Montenegro (survey period February-April 2002, there were 80.000 unemployed in Montenegro), there should be forms of education and training for some groups of occupations (tourism and catering; craftsman; agriculture, forestry and water management, transportation and linkage, etc.).

Although these cannot be called real researches, it is important to stress the importance of the Analysis of deficit occupations in Montenegro, which was conducted by the Employment Agency according to new methodology, and to stress the Employers' Survey "Employability and Employment 2005/2006".

The main results of the analysis conducted by the Employment Agency are lists of deficit occupations and knowledge, skills and competences, which should be improved with the unemployed and the employed (foreign languages, ICT, entrepreneurship, etc.).

According to available data from the mentioned analysis conducted on the sample of 35 bodies, special plan and programme for professional development existed only in 17.4% cases. The reasons for this vary from one authority to another (for instance, 21% of respondents think that there is no need to prepare a special professional development plan, 41% said that it is not supported by the financial situation, etc.).

The results of this survey are used mostly for creating educational reform in Montenegro and defining priority changes.

The results of analysis conducted by the Employment Agency are used as guidelines for developing occupational standards and educational programmes for occupations in demand at the labour market. In addition, the analysis is the basis for preparing shorter programmes for improving knowledge, skills and competences, which both unemployed and employed lack.

Also, the Human Resources Management Authority conducted need analysis for functional training of civil servants and Government employees (2003/2004 – Analysis of factographic data), and additional needs analysis in terms of professional development and training of state administration employees (factographic data collected in 2005).

The Human Resources Management Authority established cooperation with representatives of all state authorities (contact persons for training), but the exchange of training-related information within authorities is rather weak, so this cooperation should be deepened and intensified in the future. Persons working in planning training and development in some government authorities have not been involved by a separate training system and will be involved in various programmes in the future.

3.2. MAJOR QUESTIONS IN STUDIES AND MAIN RESULTS

According to opinion of a third of respondents given in the publication "Opinion, appraisal and attitudes related to educational plans and programmes – survey results", which was conducted for the purpose of educational reform, in the section "Conclusions and recommendations for some research areas", says that the adult education system in Montenegro is satisfactory. There are equal numbers of "not satisfactory" and "undeclared" responses. The factors stated as having the main impact on the success are: organization of

instructions, requirements for delivering instructions, commitment of teachers and learners. “What is interesting is the opinion of respondents regarding the requirements to be met by successful organizers of adult programmes”. Most of the respondents stressed that there should be practical experience in the respective occupation, while they point out appropriate knowledge to work with adults and combine various forms of work adjusted to adults as the second and the third most important. The same survey stresses the factors which have the strongest impact on the success, such as organization of instructions, requirements for delivering instructions and commitment of teachers and learners.

We think that Roma women face the most obstacles to their involvement in education and learning and some research and survey data related to Roma population are given below.

Research of UNDP and the Institute for Strategic Studies and Prognosis

According to 2003 data of UNDP and the Institute for Strategic Studies and Prognosis, in the population of refugees 11-18 years old who left school, around 17.6% dropped out because of the lack of motivation, around 30% due to the lack of funds, transport, textbooks, and 17.6% had to start to work.

Research of the Roma Scholarship Foundation and the Employment Agency

According to the data of the Roma Scholarship Foundation and the Employment Agency, 63.1% of the domicile Roma population living in Montenegro (research conducted on the sample of around 2.000 domicile Roma in 9 municipalities in 2006) do not have formal education, 21.3% have not completed elementary school, 9.2% have completed elementary education, 1% have completed two-year occupationally orientated education, 2.5% three-year occupationally orientated education, 2.3% have completed a vocational school, and 0.3% completed a university education.

Research of NGO “SOS telephone for women and children victims of violence”

The research that was conducted in 2006 by the NGO “SOS telephone for women and children victims of violence” from Nikšić, which was funded by the UNICEF, on involvement of Roma children in the system of education, shows that 81.4% of Roma families do not have regular monthly income. Roma families are extremely numerous and over 70% of Roma families have 5 -10 members, while more than 10% of families have more than 10 members. 45% of parents do not know where their children spend their time, and 31% of parents do not have the insight into learning of their children. Roma parents are mostly illiterate or have not completed elementary education; around 70% of parents are illiterate, and 54% of parents speak Roma and Albanian as their mother tongues.

In 75% of families, grandfather, father or son make decisions related to education of children, and in 13% of families, parents jointly decide upon education of children, and in 12% of families, mother or brother make a decision on education of children.

Around 25% of Roma children work, around 40% of parents said that they would force their daughter to leave school if there is an opportunity to get married, while more than 56% of Roma children do not have support and assistance in mastering lectures.

Research of the Roma Scholarship Foundation

According to the latest data from the survey conducted by the Roma Scholarship Foundation in 2007, there are 81.8% Roma women with no formal education, 6% of Roma women have completed the first grade of elementary school, 3% have completed the second grade of elementary school, and 9.1 % of this population have completed the third grade.

In the target group, 75.8% of Roma women are illiterate in Podgorica and Nikšić, and 24.2% is literate, while 60% of men are illiterate. 94% of respondents speak official language, while 6% do not speak the language. In the age group 15-30, there are 66.6% of unmarried Roma women, 27.2% of married, and 6.1% of divorced Roma women, who expressed their willingness for education and learning. In the population of men, 67% is unmarried, 30% married, while 3% is divorced.

There are 48.5% who are not registered with the Employment Agency, and 51.5% of women are registered. 61.8% of men are registered, while 38.2% are not registered.

72.7% of Roma women does not have specific knowledge and skills, and 27.3% have some specific knowledge and skills (tailoring, hairdressing skills), while 40% of Roma men do not have specific knowledge and skills, and 60% have some specific knowledge and skills (manual work, playing, drawing, carpentry, painting, collecting secondary raw material).

90% of Roma population expressed willingness to get trained for some crafts (beautician, tailor, hair dresser, and some for trading, tourist worker), while a very small number of them have ambitions towards occupations related to art and science.

93.9% of Roma women do not have any work experience, 61% of men do not have any work experience. As many as 45.4% of Roma women currently live on parents' support, 33.3% on social benefits, while 18% work occasionally.

3.3. INOVATION AND EXAMPLES OF GOOD PRACTICE

“Second chance” Project

In 2007, the Roma Scholarship Foundation, Employment Agency of Montenegro, Centre for Vocational Education and German International Organization for adult education “DVV International” initiated and are implementing the Project “Second Chance – Literacy and Professional Development for Social Integration”, which is intended for the illiterate population of domicile Roma older than fifteen.

The “Second Chance” Project, funded by the European Union through the European Agency for Reconstruction, established a link between the world of education and the world of labour, i.e. functional literacy and vocational education for simple occupations.

The goal of the Project is elementary functional literacy and vocational training of Roma in two towns of Montenegro (Podgorica and Nikšić), which have the largest number of Roma population.

The “Second Chance” Programme is based on the national programme of elementary functional literacy, which in addition to elementary ability to read, write and calculate, involves mastering minimum knowledge and skills necessary for successful and quality implementation of various activities in work, family and social environment.

The assumption in this programme is acquiring knowledge, skills and habits, i.e. competencies and qualifications needed by an individual in the environment of modern society and represents the first step towards achieving full functional literacy.

Upon the successful completion of the Programme, learners have an open path to involve in the professional development programme for simple occupations, which are in demand on the labour market.

The goal of the Project is that learners complete the IT literacy programme and training for drivers in order to improve their competencies and employment opportunities and social integration.

This Project is especially important in terms of integration of important social partners in resolving illiteracy issues, and training for work, i.e. the links established between education, labour market and needs of Roma population.

That is why it is extremely important that the “Second Chance” Project is successfully implemented in order to serve as a good example of addressing poverty and marginalization.

Adult education festivals in Montenegro

For a number of years now, the Centre for Vocational Education, in cooperation with social partners, promotes adult education by organizing “Adult Education Festival”. By early 2008, six festivals dedicated to adult education were organized in Montenegro. Partners to the Centre for Vocational Education in organizing and implementation of these festivals are: Employment Agency, Chamber of Commerce,

CRNVO, Office for Gender Equality, Human Resources Management Authority, Institute of Public Health of Montenegro, adult education organizers, vocational schools, etc.

The strongest support in preparing and organizing all the festivals is provided by the “DVV International”. Organization of the latest VI Festival was supported by GTZ.

The most general goal of the Adult Education Festivals is identified in line with circumstances and the situation in adult education in Montenegro, which relates to informing wider public, promoting the concept of life-long education and learning, promoting learning society, importance of education and learning for individual and social development, and the learning practice with adults which exists here.

The goal, as identified, opens the door to implementation of sub-goals:

- informing wider public on learning opportunities available to adults (institutions, organisations, contents, organizational forms),
- overview of activities of institutions and organizations working in adult education,
- stimulating mutual cooperation of institutions and organizations working in adult education,
- encouraging adults to involve in educational activities and implementing education-related actions,
- providing opportunities to adult learners to have their voice heard and proposals related to adult education practice,
- drawing public attention to all the advantages that education may have in the entire life of an individual and the society by real-life examples,
- providing contribution to empowering lobby for establishment of legislation and standards in adult education,
- promoting andragogic science and profession, and researches in this field,
- discovering amusing side of learning and understanding learning as a specific pleasure,
- placing emphasis on actors in the adult education system, from all three sub-systems: formal, informal and non-formal, i.e. on those creating and offering educational opportunities.

Adult education festivals in Montenegro represent a very good method of promoting programmes, projects and activities related to adult education and learning, promotion of various paths and ways of learning and acquiring education, promotion of adult participation in learning and education, and promotion of individual achievements in learning and education.

4 ADULT LITERACY

Practicing literacy rights is one of universal human rights. Literacy is not only a fundamental human right but also a component of life-long education. Montenegro considers literacy broadly as a basic/elementary education and mastering basics of key competencies.

But currently, this goal is not easy to achieve because there is always a substantial population with incomplete elementary education. The traditional education system was orientated towards acquisition of knowledge, to a lower extent acquisition of skills, while competencies could hardly be spoken about.

The first step for entirely illiterate population, including a large number of illiterate Roma men and women (around 80% of Roma population is illiterate) is achieving functional literacy. The functional literacy assumes elementary ability to read, write and calculate, and mastering minimum knowledge and skills that are necessary for successful and quality implementation of various activities in work, family and social environment.

4.1. CHANGES TO THE RELEVANT POLICY AND LEGISLATION AND THEIR IMPLEMENTATION

Among examples of good practice, it is necessary to point out that the Council for Adult Education approved a programme for elementary functional literacy, which is intended for illiterate people. The programme consists of 6 respective areas:

- elementary mother tongue literacy (150 lessons); for the programme delivered in Albanian language it is necessary to organize official language as the second language (72 lessons),
- mathematic literacy (120 lessons),
- parenthood and family education with basics of healthcare education (20 lessons),
- environment protection education (10 lessons),
- education for life in a social community (10 lessons), and
- functional skills (20 lessons).

Goals of the elementary functional literacy programme are:

- mastering basic knowledge and skills for language and mathematic literacy at the level of defined standards,
- training for the use of knowledge and skills acquired through the Programme in everyday life and new situations,
- providing for personal development taking into account the characteristics and features, life experience and previous knowledge for improvement of personal and family life,
- development of knowledge and skills for improving quality of life,
- training for life-long learning and education,
- improving articulation and communication skills,
- training for active participation in social processes,
- providing for mastering knowledge and skills at the level of defined standards in line with andragogical-didactical, metodic and psychological requirements.

4.2. GENDER EQUALITY IN POLICY, LEGISLATION AND LITERACY PROGRAMMES

The adult elementary education programmes, which are implemented in educational institutions which have a number of years of tradition – community university (there are three in Montenegro: in Podgorica, Nikšić and Herceg Novi) in the last 5 years involved 2.086 persons, 603 women.

In the last 5 years, adult elementary education programme in all three towns involved more men than women (in Podgorica 840 men and 380 women, in Nikšić 612 men and 380 women, in Herceg Novi 29 men and 15 women), although equal access is offered to everyone who wants to be involved in adult elementary education programme.

The elementary functional literacy, which is implemented within the Project “Second Chance – Literacy and Professional Training for Social Integration” for domicile Roma in Podgorica and Nikšić, enrolls 75 learners, 33 women.

5 EXPECTATIONS OF CONFINTEA VI AND FUTURE PERSPECTIVES OF ADULT LEARNING AND EDUCATION

5.1. MAIN AREAS TO BE IMPROVED IN THE NEXT PERIOD

The main areas work, that Montenegro will focus on, relate to:

- enabling learners to acquire publicly recognized certificates of qualifications, which are comparable and related to qualifications in formal system, since they are based on occupational standards,
- respecting and assessment of knowledge and skills acquired through non-formal and informal education, through work and life experiences,
- creating conditions and opportunities for distance-education,
- protecting andragogical profession by defining standards of knowledge and skills in didactic – metodic work with adults.

5.2. EXPECTATIONS OF CONFINTEA VI

Therefore, we think that recommendations of CONFINTEA VI should give priority to the goal which relates to andragogical staff in all countries which aims at becoming a “learning society”.

We hope that CONFINTEA VI will also offer good direction for quality achievement of the goals that we emphasized as priority goals for the next period.

6 REFERENCES

1. Employers Survey, “*Employment and Employing 2005/2006*”, Employment Agency of Montenegro, Podgorica, 2006,
2. “*Analysis of Deficit Occupations in Montenegro*”, Employment Agency of Montenegro, Podgorica, 2006,
3. “*Financing in Vocational Education*”, Ministry of Education and Science, Podgorica, 2006,
4. “*2007 Employment Office Progress Report*”, Employment Agency of Montenegro, Podgorica, 2008,
5. The “*Book of Changes*”, Ministry of Education and Science, Institute Open Society – Montenegro, Podgorica, 2001,
6. “*Opinion, Appraisal and Perception of Educational Plans and Programme, survey results*”, Ministry of Education and Science and the Institute Open Society, Podgorica, 2002,
7. “*Adult Education Plan 2006-2010*”, Centre for Vocational Education, Podgorica, 2005, (www.cso.cg.yu)
8. “*Elementary Functional Literacy Programme*”, Centre for Vocational Education, Podgorica, 2005 (www.cso.cg.yu),
9. “*Programme of Andragogic Training of Staff Working in Adult Education*”, VET Project, Centre for Vocational Education, Podgorica, 2004 (www.cso.cg.yu),
10. “*2003 Census Data*”, Monstat, Podgorica, 2003 (www.monstat.com),
11. “*Unemployment Data*”, Employment Agency of Montenegro (www.zzz.cg.yu),
12. “*Human Resources Development, Montenegro 2017*”, Reform of Labour Market and Workforce Development, Discussion Paper, CARDS Project, Podgorica, 2007,
13. “*Strategic Plan for Educational Reform 2005-2009*”, Ministry of Education and Science, Podgorica, 2007 (www.mpin.cg.yu),
14. “*System for Training and Professional Development of Civil Servants and Government Employees of Montenegro*”, Human Resources Management Authority, Podgorica, 2006,
15. “*Adult Education Strategy 2005-2015*”, Centre for Vocational Education, Podgorica, 2005 (www.cso.cg.yu),
16. “*2007 Statistical Yearbook*”, Monstat, Podgorica, 2007 (www.monstat.com),
17. “*Laws in Education*”, Ministry of Education and Science, Podgorica, 2003,
18. The “*Law on Civil Servants and Government Employees*”, Human Resources Management Authority, Podgorica, 2005 (www.uzk.cg.yu)
19. The “*Law on Wages of Civil Servants and Government Employees*”, Human Resources Management Authority, Podgorica, 2005 (www.uzk.cg.yu)
20. The “*Law on Budget*”, Ministry of Finance, Podgorica, 2006 (www.ministarstvo-finansija.vlada.cg.yu)
20. The “*Law on Budget*”, Ministry of Finance, Podgorica, 2007 (www.ministarstvo-finansija.vlada.cg.yu)