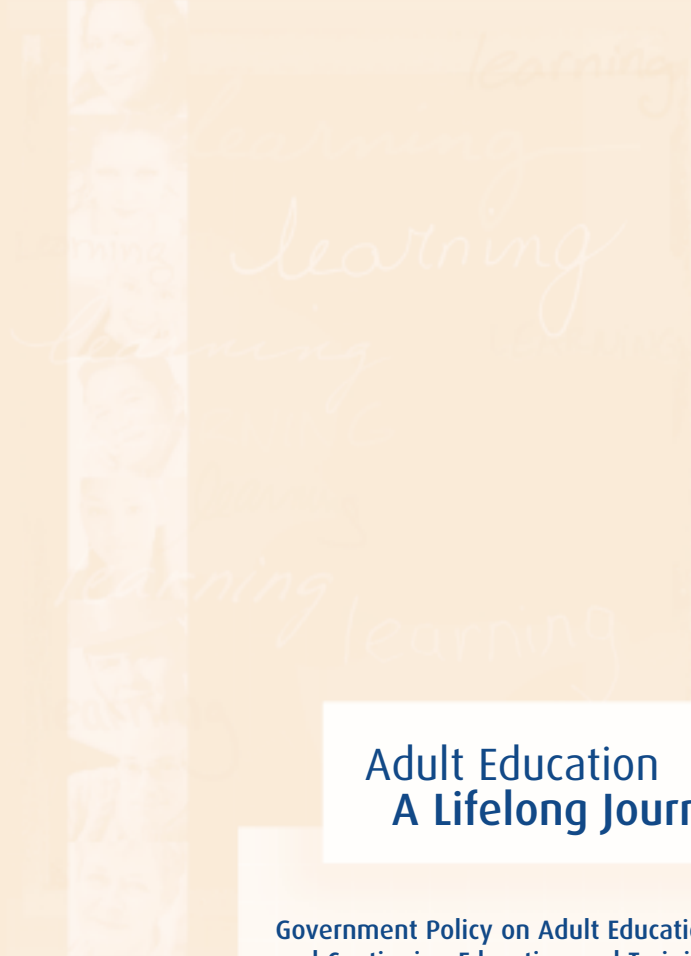


Adult Education A Lifelong Journey

Government Policy on Adult Education
and Continuing Education and Training
and the Action Plan for Adult Education
and Continuing Education and Training

Findings, Challenges and Issues

November 2002



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The Direction de la formation générale des adultes would like to thank everyone who helped produce this brochure.

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RESOURCE PEOPLE AND TECHNICAL SUPPORT

This brochure was made possible through
the efforts of numerous collaborators from
the Ministère de l'Éducation.

“This policy ensures that we will be able to support all adults in Québec who face the new challenges of a knowledge-based society and the technological changes and accelerated rate of social change associated with it.” [Translation]

Bernard Landry, Premier of Québec

Everyone in the adult education community welcomed this long-awaited policy with enthusiasm. Following the introduction of the Basic Adult General Education Regulation, which was also long awaited, the policy consolidates and validates the work of adult education personnel.

There is general consensus on the main principles of the government policy:

- which are in keeping with the Hamburg Declaration on Adult Education
- which recognize the importance of lifelong learning
- which assign the fundamental responsibility for adult education and continuing education and training to the state while recognizing the role of civil society
- which are based on an approach that focuses on the individual as a whole while promoting diversified educational and training paths
- which aim to encourage the expression of the demand for adult education and continuing education and training

“Lifelong learning is not only a right but also a necessity in a world that changes in the blink of an eye.” [Translation]

Sylvain Simard, Minister of State for Education and Employment

The *Government Policy on Adult Education and Continuing Education and Training* contains four main orientations. These structuring, mobilizing orientations define the priorities for action.

FIRST ORIENTATION

To provide basic education for Québec's adults by:

- **Preventing** illiteracy and combating this phenomenon
- **Raising** the level of basic education of the Québec population
- **Enriching** the curriculum in basic education and literacy programs
- **Stimulating** a demand for education and training
- **Adapting** the supply of services to the needs and situations of adults
- **Developing** partnerships
- **Supporting** adults in their learning process
- **Promoting** participation in cultural activities
- **Improving** dropout prevention

Findings	Challenges and Issues Associated With the Policy	Action Plan
Only a small percentage of the public that needs basic education has access to adult education.	<p>In 1996, 1.5 million people between the ages of 15 and 64 did not have a diploma. In 2002, 70% of income security recipients under the age of 30 did not have a diploma.</p> <p>A lack of basic education is a cause of social and economic exclusion.</p>	<p>First measure: Promote basic education among the target clientele and set regional targets in basic education for adults</p> <p>The actions:</p> <ol style="list-style-type: none">1. Provincial, regional and local campaigns to promote basic education2. Specific regional targets for enrollment in basic education3. Recruitment efforts4. Promotion of basic education in the workplace5. Province-wide literacy campaign

Findings	Challenges and Issues Associated With the Policy	Action Plan
	<p>People who need basic education are often excluded from the job market because of current education requirements.</p> <p>Single mothers who do not have a basic education are unable to contribute to their children's educational success or to develop their own potential.</p> <p>Certain groups experiencing difficulty integrating: immigrant women, Native women, people with disabilities, workers aged 45 and over</p>	<ol style="list-style-type: none"> 6. In-service training sessions for employees of school boards, local employment centres (CLE) and other organizations involved in literacy education 7. Promotion of basic education among immigrants 8. Promotion of basic education among people with disabilities 9. Semaine québécoise des adultes en formation (SQAF) <p>Second measure: Improve reception and referral services for adults and offer counselling and support services</p> <p>The actions:</p> <ol style="list-style-type: none"> 1. A resource envelope for each school board for reception, referral, counselling and support services 2. Establishment of a regional structure for cooperation among the ministries and organizations involved 3. Support for individuals engaged in a learning path, mostly adults 16 to 24 years of age 4. Reception of young adults with serious social adjustment difficulties (additional funding for host businesses) 5. Special attention to the needs of people with specific difficulties (people with physical disabilities, immigrants, Native people, adults under 30 and over 45 who do not have a diploma: adoption of a differentiated approach according to sex)

Findings	Challenges and Issues Associated With the Policy	Action Plan
		<p>6. Participation of the network of local employment centres and community organizations in the improvement of reception, referral, counselling and support services</p> <p>Third measure: Adapt a wider variety of types of training and places where this training is provided to the needs of the target clientele</p> <p>The actions:</p> <ol style="list-style-type: none">1. Provision for an increase in basic education and literacy services staff in the success plans2. Adaptation of the basic education curriculum to individuals' needs (common-core component for everyone and a more diversified component)3. Prevention of illiteracy: emergent literacy—development of a program for parents that is focused on the family, school and the community and promotes academic success4. Recognition and appropriate funding for community action groups5. Specification of the responsibilities of independent community action groups and school boards as regards literacy6. Education and support services for young people between 16 and 24 years of age7. Training adapted to young mothers8. Application of the principle of “reasonable accommodation” for people with disabilities9. Appointment of local coordinators of training activities in penal institutions

Findings	Challenges and Issues Associated With the Policy	Action Plan
		<p>10. Basic education for First Nation adults</p> <p>11. Part-time francization services for immigrants</p> <p>Fourth measure: Offer employees an apprenticeship program in the workplace, leading to occupational qualifications</p> <p>The actions:</p> <ol style="list-style-type: none">1. Apprenticeship programs in the workplace based on job market needs2. Support for instructor training3. Official certification for apprenticeship programs in the workplace <p>Fifth measure: Increase funding in order to support individuals engaged in the pursuit of a basic education</p> <p>The actions:</p> <ol style="list-style-type: none">1. Offering part-time training by reviewing the budgetary rules2. Increased funding for adults engaged in the pursuit of a basic education

SECOND ORIENTATION

To maintain and continually upgrade adults' competencies by:

- **Making** employers and labour aware of the importance of the development of competencies
- **Ensuring** equal access to training for all workers
- **Encouraging** small and medium-size businesses to provide their personnel with greater support for training
- **Providing** greater support for training to self-employed workers and workers in non-standard employment
- **Ensuring** that educational institutions have the latitude they need to quickly and flexibly meet regional manpower training needs
- **Facilitating** part-time training in the education system
- **Assisting** groups that have difficulties in social and employment integration
- **Helping** businesses, especially those in the same sector, join together to provide training
- **Consolidating** the apprenticeship program in the workplace
- **Accentuating** the qualifying and transferable nature of training in the workplace

Findings	Challenges and Issues Associated With the Policy	Action Plan
	<p>The importance of establishing a culture of lifelong learning</p> <p>The labour shortage in many fields makes it even more important that workers have high-quality competencies.</p>	<p>First measure: Step up awareness activities among employers and employees</p> <p>The actions:</p> <ol style="list-style-type: none">1. Promotional campaign on job-related continuing education and training that targets employers, unions and employees

Findings	Challenges and Issues Associated With the Policy	Action Plan
<p>Labour force training is a “determining variable of economic development.”</p> <p>Training in the workplace is “one of the pillars of continuing education in Québec.”</p>	<p>Individual, social and economic progress depends on adult education and continuing education and training.</p> <p>A risk of exclusion arising from the lack of competencies of individuals with little education</p> <p>A greater concern for equal access to continuing education and training</p> <p>The importance of recognizing prior learning, the coherence and synergy of diversified efforts</p> <p>The structure of the training supply in the public education system does not facilitate the adaptation of content and schedules to the specific needs of the target clientele and employers. The funding rules cannot always meet the demand.</p> <p>Very small businesses are not covered by the <i>Act to foster the development of manpower training</i>.</p>	<p>Second measure: Develop tools for strategic watch in the workplace</p> <p>The actions:</p> <ol style="list-style-type: none"> 1. Emploi-Québec mechanisms for strategic watch, in particular, concerning the new requirements of the job market 2. Diversified methods for supporting employers 3. Priority given to structuring projects to determine the training needs of small and medium-size businesses 4. Identification of training needs in businesses 5. Examination of the situation of employees (small business, self-employment and non-standard employment) 6. Intervention with workers aged 45 years and over 7. Strategies regarding female workers <p>Third measure: Strengthen the implementation of the <i>Act to foster the development of manpower training</i></p> <p>The actions:</p> <ol style="list-style-type: none"> 1. Provision of training structured in the workplace 2. Establishment of occupational standards 3. Creation of a register of competencies (Emploi-Québec) for the purposes of obtaining a professional qualification certificate

Findings	Challenges and Issues Associated With the Policy	Action Plan
		<p>Fourth measure: Ensure the harmonization, complementarity and efficiency of local government and sector-based interventions aimed at job-related continuing education and training</p> <p>The actions:</p> <ol style="list-style-type: none">1. Local and regional agreements2. Grouping of businesses in the same sector <p>Fifth measure: Make major adjustments to the supply and delivery of job-related continuing education and training</p> <p>The actions:</p> <ol style="list-style-type: none">1. New apprenticeship program in the workplace combined with elements of the qualification scheme2. Distance education and on-line instruction adapted to needs3. Better administrative structure of public educational institutions' services to businesses4. More leeway for educational institutions5. Better supply of short-term training at the college level6. Clear guidelines for short-term training offered by school boards and CEGEPs7. Improvement of the part-time training supply in vocational and technical education8. Update of regulations concerning regulated occupations

Findings	Challenges and Issues Associated With the Policy	Action Plan
		<ol style="list-style-type: none">9. Implementation of mechanisms for quick access to job-related upgrading at the college and university teaching levels for immigrants10. Training support for the personnel of small businesses and of self-employed or non-standard workers offered by public educational institutions and public employment services to businesses11. Incentives for employers to allocate an equitable share of their training investment to employees 45 years of age and older12. Support for ongoing training among workers with disabilities <p>Sixth measure: Describe in detail the qualifying nature and transferability of training in the workplace</p> <p>The actions:</p> <ol style="list-style-type: none">1. Description of the qualifying nature of the competencies on which the verification of qualifications is based and of the conditions for the organization of training2. Characteristics associated with the transferability of learning based on the identification of needs, the evaluation of learning and the recognition of training

Findings	Challenges and Issues Associated With the Policy	Action Plan
		<ol style="list-style-type: none">3. Tools developed by various sector-based manpower committees in such a way as to favour the transferability and qualifying nature of training in the workplace4. Review of the regulation on the accreditation of training institutions, instructors and training services5. Review of the administrative formalities applicable to employers under the <i>Act to foster the development of manpower training</i> and the Fonds national de formation de la main-d'œuvre6. Application of the principle of "reasonable accommodation"7. Meeting the funding needs of training not covered by employers or government programs for the unemployed and income security recipients

Comments: _____

THIRD ORIENTATION

To acknowledge adults' prior learning and competencies through official recognition by:

- **Encouraging** all forms of acknowledgment and official recognition for adults' efforts in education and training
- **Increasing** access to mechanisms for the recognition of learning and competencies and for the acquisition of missing components of education and training
- **Implementing** a system for the development and recognition of competencies by the labour market
- **Establishing** mechanisms of reciprocity between systems for the recognition of learning and competencies
- **Defining** the mandate of authorities responsible for the recognition of prior learning and competencies
- **Supporting** educational institutions in setting up recognition services and promoting harmonization among different levels of education
- **Designing** approaches for the acknowledgment and recognition of prior learning for academic purposes that are more flexible and that are focused on people and their needs
- **Assisting** groups that have special difficulties, such as immigrants

Findings	Challenges and Issues Associated With the Policy	Action Plan
Serious problems persist and subsequently reduce real access to recognition of prior learning services offered by	The official recognition of prior learning and competencies in a context marked by the diversity of training sites and learning styles	First measure: Create an interministerial table for the recognition of prior learning and competencies The actions: <ol style="list-style-type: none">1. Mandate given to this table to ensure the implementation and follow-up of the action plan2. Establishment of a committee of experts responsible for assisting the interministerial table

Findings	Challenges and Issues Associated With the Policy	Action Plan
<p>educational institutions. Individuals who obtain the education components needed to achieve this recognition may also have difficulties (lengthy process).</p> <p>Specific situation of immigrants for whom social and professional integration can be achieved through full and complete recognition of their prior learning and competencies. (These immigrants are condemned to doing work that is well below their actual competencies.)</p>	<p>Possibility of officially recognizing workers' competencies and prior learning</p> <p>Issues concerning social equity and economic recognition</p> <p>Simply obtaining access to recognition of prior learning services offered by educational institutions is difficult.</p> <p>Main focus on missing components, distance education, information and communications technologies (ICT), etc.</p> <p>Harmonization with various recognition mechanisms in order to promote reciprocity between the job market and educational institutions.</p> <p>Recognition of prior learning and competencies, especially for certain groups of the population: immigrants, people with disabilities, undereducated women 45 years of age or over</p>	<ol style="list-style-type: none"> 3. Creation of a Web site so individuals can access the recognition of prior learning process on-line 4. Support for various partners offering recognition of prior learning services 5. Grouping of services 6. Availability of all the available tools 7. Campaigns promoting awareness of recognition of prior learning services 8. Development of indicators to measure the attainment of the objective regarding access <p>Second measure: Clarify the right to the recognition of prior learning in the basic school regulations for secondary school and college</p> <p>The actions:</p> <ol style="list-style-type: none"> 1. Clarification of recognition based on three principles (see action plan, p. 25) 2. Specification of the right to access recognition of prior learning services in the Basic school regulation 3. Relaxation of conditions for access to regular examinations 4. Application for recognition of prior learning services not subject to enrollment in a training program 5. Public rules respecting recognition of prior learning established in universities 6. Partnership between the Office des professions and professional orders 7. Support for educational institutions as regards recognition of learning

Findings	Challenges and Issues Associated With the Policy	Action Plan
		<p>Third measure: Establish a record of learning in basic general education for all adults who undertake to continue or complete their basic education</p> <p>The actions:</p> <ol style="list-style-type: none">1. Information about the possibility of obtaining this record provided to all reception and referral services of the education and employment communities2. Having local employment centres refer individuals to school boards or adult education centres3. Official responsibility to establish adults' prior learning records assigned to school boards4. Integration, in this record, of the prior learning recognition process and the necessary updating activities5. Monitoring of the individual's learning path6. Development of a reference and continuing education guide by the Ministère de l'Éducation du Québec and Emploi-Québec <p>Fourth measure: Recognize an occupational certification system in the workplace including the recognition of competencies</p> <p>The actions:</p> <ol style="list-style-type: none">1. Connection between this system and the apprenticeship program in the workplace2. Recognition of acquired competencies based on a list of core occupational competencies3. Occupational certification issued by Emploi-Québec

Findings	Challenges and Issues Associated With the Policy	Action Plan
		<p>4. Funding for the development of occupational standards agreed upon by the sector-based committees</p> <p>Fifth measure: Make the recognition of prior learning and competencies the subject of action in the education community</p> <p>The actions:</p> <ol style="list-style-type: none">1. Access to missing components of education or training through diversified and innovative means2. Approach that considers vocational and technical education as a whole (secondary- and college-level education, apprenticeship programs, etc.)3. List of equivalences among courses related to competencies in college programs4. Respect for the level of schooling previously attained5. Development, testing and generalization of tools for basic general education and vocational and technical education6. Adaptation of tools for the recognition of prior academic and non-academic learning in basic education to the realities of Native people, immigrants and people with disabilities

Findings	Challenges and Issues Associated With the Policy	Action Plan
		<p>Sixth measure: Develop an approach for the recognition of competencies acquired by groups of people in similar occupations by the education community and the world of work</p> <p>The actions:</p> <ol style="list-style-type: none">1. Development of a mechanism between educational institutions and businesses2. Establishment of small groups of individuals (collective process of recognition of prior learning at a reasonable cost) <p>Seventh measure: Speed up and intensify the process of recognition of prior learning for immigrants by the education community and the world of work</p> <p>The actions:</p> <ol style="list-style-type: none">1. Creation of information sheets on recognition of prior learning services2. Training activities aimed at familiarizing immigrants with how their trade is practised in the Québec context3. Modification of the education credential evaluation reports mechanisms (issued by the Ministère des Relations avec les citoyens et de l'Immigration) (MRCI)4. Creation of comparative evaluations of studies carried out outside of Québec5. Development of evaluation and recognition tools6. Development of a common frame of reference for the recognition of language competencies

Findings	Challenges and Issues Associated With the Policy	Action Plan
		<p>Eighth measure: Emphasize, within the framework of the implementation of the <i>Act to foster development of manpower training</i>, referral to qualifying and transferable training</p> <p>The actions:</p> <ol style="list-style-type: none">1. Intervention based on qualifying and transferable training recognized in current frameworks2. Information and promotion activities for businesses, training institutions and instructors, on the current frameworks and on those in the planning stages

Comments: _____

FOURTH ORIENTATION

To remove the obstacles to accessibility and retention by:

- **Consolidating** government incentives to continuing education and training
- **Modernizing** and developing distance education and on-line instruction
- **Increasing**, improving and harmonizing reception and referral services
- **Improving** counselling and support services
- **Creating** a database and stimulating research in adult education
- **Monitoring** the quality of the instruction provided for adults
- **Providing** ongoing monitoring of the policy and action plan
- **Providing** legal recognition for independent community action groups working in education

Findings	Challenges and Issues Associated With the Policy
The general aim of the actions is to encourage the expression of the demand for learning by adapting the supply to the needs, and not the opposite.	Preparation for instructors and teachers Establishment of reception, assistance, referral and support services in order to encourage adults to return to their studies and to persevere Distance education and on-line instruction to improve the quality and quantity of available knowledge Recognition of the role of independent community action groups in the socioeconomic development of Québec

Findings	Challenges and Issues Associated With the Policy
	Funding and accessibility with respect to adult education, in order to reduce the gaps between the advantages granted to different people Coordination, concerted action and partnership

Comments: _____

Sources

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learning
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