Annex B. Adult-learning framework and key performance indicators

Introduction

Recommendation 6 of this report proposes to develop a performance-monitoring and evaluation system, including a set of key performance indicators (KPIs).

To facilitate the implementation of this recommendation, the OECD team has developed *i)* an adult-learning framework for Portugal that can be used as a preliminary policy tool, and *ii)* a preliminary list of KPIs, categorised by recommendation. These indicators are meant to be illustrative and to help start a national discussion on the set of indicators that should be developed to monitor the performance of the adult-learning system, based on agreed-upon policy objectives.

The adult-learning framework

Purpose of framework

Developing an adult-learning framework helps to illustrate the relations and interactions between different elements that, together, compose Portugal's adult-learning system.

The framework could be used as a policy tool to: *i)* serve as the basis for the monitoring of adult learning, by connecting performance indicators to the different components of the adult-learning system (input-processes-outputs-outcomes), and *ii)* provide a systemic overview of the various adult-learning initiatives to guide ongoing analysis, evaluation and improvement of the components of the adult-learning system.

In the context of this report, the draft framework informed the analysis by identifying available data, reflecting on relevant indicators, and supporting the assessment and recommendations provided in this report.

Existing adult-learning frameworks

The framework builds on previous OECD work on adult learning, and builds on the analysis of the Portuguese system developed in this report. Through a set of thematic reviews conducted in the early 2000s, key features of strong adult-learning systems were identified. Between 2005 and 2008, through country consultations, discussions and analysis undertaken by a group of adult learning experts identified a list of 18 policy goals in the domain of adult learning, in the following areas:

- Develop skills for the knowledge society and economy, ensure basic skills for all adults, and encourage lifelong learning for non-economic goals.

- Reduce inequalities by improving demand for, access to and success in learning opportunities for low-skilled, older persons in employment and society, and others facing barriers or underrepresentation.

- Enhance public and private investments and efficiency of adult learning, and ensure an adequate supply of teachers and trainers.

- Facilitate access by improving information and active guidance provisions.

- Develop an appropriate certification system, tools, and support mechanisms to support the recognition of skills, self-directed learning and prior learning assessment.

- Optimise modes of delivery while involving stakeholders and cross-sectoral learning experience, encourage the provision of courses, ensure quality and measure impact through evaluation strategies and teacher training.

In 2013, a theoretical framework for adult learning was developed that translated these policy goals into a set of definitions and indicators to measure achievement of these goals (Borkowsky, 2013). The draft adult-learning framework developed during the project is largely based on the Borkowsky framework, but also combines insights from other work. The goal is to optimise its effectiveness for the analysis of adult learning in Portugal, for example the conceptual framework developed as part of the benchmarking higher education system performance project (OECD, 2017). The European Commission and UNESCO have also identified best practices and produced guidance on the indicators and outcomes measurement (EC, 2015; UNESCO, 2015).

Changes to Borkowsky framework

The draft framework aims to adapt the Borkowsky framework (2013) to enhance its usefulness for assessing the adult-learning system in Portugal. Changes were made to address the following goals:

1. **Leverage available data:** Because Portugal did not participate in the first rounds of the Survey of Adult Skills, non-OECD sources had to be used, which had implications for the indicators. Eurostat databases were primarily used, most notably the Adult Education Survey (AES), the EU Labour Force Survey (ELFS), the Continuing Vocational Training Survey (CVTS), and CEDEFOP EU Skills Panorama.

2. **Assess performance of as many components of the system as possible:** quantitative and qualitative data were identified to help assess components of the system, in addition to final outcomes. These include, for instance, inputs such as strong governance mechanisms. Information to help assess these types of inputs or processes can be found for instance in the UNESCO Global Reports on Adult Learning and Education (GRALE) and the Bertelsmann Stiftung Sustainable Governance Indicators (SGI).

3. **Balance simplicity and Portugal-specific information:** Efforts were made to keep the framework simple, to facilitate comparisons with other countries. At the same time, elements known to be particularly relevant in Portugal were included (e.g. the focus on educational attainment in the context section of the framework).

Figure A B.1. Adult-learning Framework: A potential policy tool for Portugal
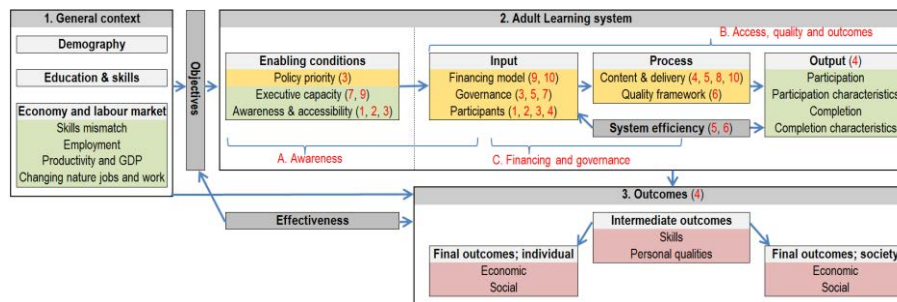
Note: The numbers in red refer to the ten specific recommendations contained in the report. They indicate which sections of the framework, and potential KPIs, are most relevant to each recommendation.
The colours indicate the general availability of data on the specific section, in terms of quality and quantity; ranging from good availability (green), to mediocre availability (yellow) and no availability (red), indicating the lack of outcome measurement.
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Key performance indicators for recommendations

To support national reflections on performance measurement, the OECD team developed a preliminary list of key performance indicators (KPIs) (see Table 1).

The 52 indicators were identified through a review of data available and indicators used in the literature, and are directly linked to the 11 recommendations of the report (one overarching and 10 specific recommendations), across the three areas of focus (Awareness, Access and Quality, and Financing and Governance). In some circumstances, the indicators reflect specific sub-recommendations, or refer to a specific target group identified in a recommendation.

The purpose of the list of KPIs is to provide input for developing a monitoring and evaluation system, which focuses on two dimensions:

1. **Implementation:** indicators that suggest the extent to which the recommended policies have been carried out, often expressed in available financial and human resources.

2. **Effectiveness:** indicators that indicate the effect of the implemented policies, i.e. the extent to which the policy goal has been achieved.

Importantly, while efforts were made to propose indicators that can be measured with existing data, not all the proposed KPIs can be measured using existing and/or readily available data sources.

The proposed list thus aims to facilitate a discussion on the value of the proposed indicators and the feasibility of implementing them in Portugal.

Figure A B.1. Key performance indicators (KPIs): A preliminary proposal

Policy goals	Recommendation	Category	No.	Indicator
Improving the performance of the adult-learning system	Overarching recommendation: Develop a coherent adult-learning strategy that encompasses existing and new measures.	Effectiveness	1	Participation rates of target groups in adult-learning system
			2	Completion rates of target groups in adult-learning system
			3	Impact of participation in adult-learning system on employability and wages
			4	Impact of participation in adult-learning system on willingness to learn/future enrolment
Raising awareness of the value of skills and benefits of adult learning	1. Improve the collection, use and dissemination of information on skills performance and the returns to skills investments, building on existing tools.	Implementation	5	Financial resources for collection, evaluation and analysis of data on (returns of) adult-learning programmes
			6	Human resources for collection, evaluation and analysis of data on (returns of) adult-learning programmes
			7	Number of datasets on education and skills available as open data or with possible data linking
		Effectiveness	8	Share of target groups with access to information on learning possibilities
			9	Share of programmes with published information on quality and performance
	2. Improve the dissemination of information by launching a comprehensive communication campaign to raise awareness of the value of skills and skills investments, as well as tailoring outreach for specific groups.	Implementation	10	Financial resources for adult-learning communication and awareness campaigns
			11	Human resources for adult-learning communication and awareness campaigns
		Effectiveness	12	Share of target groups willing to participate in adult learning
			13	Change in share of target groups willing to participate in adult learning
			14	Share of target groups looking for information on learning possibilities
			15	Change in share of target groups looking for information on learning possibilities
	3. Enhance measures targeting the public administration and providers of social services, to raise awareness of the value of upskilling for themselves and their clients.	Implementation	16	Financial resources for measures targeted to the public administration and social services providers for upskilling
			17	Human resources for measures targeted to the public administration and social services providers for upskilling
		Effectiveness	18	Existence of training or guidelines on the value of upskilling
			19	Guidance and referral on upskilling for local staff
Improving access, quality and outcomes	4. Improve the supply of high-quality, relevant and flexible learning programmes.	Implementation	20	Resources (financial/human) available to implement quality assurance in adult learning
			21	Resources (financial/human) available to implement the skills assessment and anticipation system (*Sistema de Antecipação de Necessidades de Qualificações*, or SANQ)
			22	Requirement of initial, pre-service qualifications and ongoing professional development for adult-learning teachers
			23	Number of quality-assurance audits performed annually
		Effectiveness	24	Accessibility of adult learning; share of target groups not experiencing barriers
			25	Participation rates of target groups in each adult-learning programme
Policy goals	Recommendation	Category	No.	Indicator
			26	Completion rates of target groups in each adult-earning programme
			27	Impact of participation in each adult-learning programme on employability and wages

			28	Impact of participation in each adult-earning programme on willingness to learn/future enrolment
			29	Average time for completion of adult-learning programmes
			30	Availability of programmes designed according to best practices (duration, work-based, flexibility)
			31	Enrolment in VET by unemployed young adults
			32	Number of *Comunidades Intermunicipais* (CIMs) that implement the SANQ
	5. Improve pathways and the coherence of the adult-learning delivery network.	Implementation	33	Number of adult-learning providers
			34	Availability of assessment to identify clients' needs
		Effectiveness	35	Efficiency of the whole system; input-output confrontation
			36	Mismatch between demand for and supply of adult-learning opportunities
	6. Strengthen quality assurance, including by developing a performance-monitoring and evaluation system, including KPIs.	Implementation	37	Existence of monitoring and evaluation framework and key performance indicators
Making governance more effective	7. Set up dedicated governance bodies to oversee adult learning: permanent inter-ministerial team and a permanent group within a multi-stakeholder institution.	Implementation	38	Existence of legislation supporting activities and accountability of programme
			39	Financial resources for human resources
		Effectiveness	40	Improved quality of general governance and co-ordination
	8. Develop a model for local training networks at the municipal level to address current and future local economic development needs.	Implementation	41	Number of CIMs that implemented the SANQ
		Effectiveness	42	Mismatch between demand for and supply of adult-learning opportunities on local level
Making financing more effective	9. Establish a stable and quality-oriented funding model through a "skills financing pact".	Implementation	43	Financing adult learning; implementation of different cost-sharing schemes
		Effectiveness	44	Total spending on adult learning as a share of GDP
			45	CVT costs; share total labour costs and per participant
			46	Resources per participant in adult learning
	10. Introduce targeted financial incentives for employers (specifically small and medium enterprises, or SMEs) and individuals (specifically disadvantaged groups) to encourage provision and participation in training.	Implementation	47	Financing adult learning; implementation cost-sharing schemes for employers and individuals
		Effectiveness	48	Share of costs for training covered by employer
			49	Share of costs for training covered by employer in SMEs
			50	Share of costs for training covered by employer in Manufacturing and Services sectors
			51	VET: share of adult population (25+) enrolled in vocational/professional programmes
			52	On-the-job training: Training enterprises as % of all enterprises, by type of training

References

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