Scenarios and strategies for vocational education and training in Slovenia

Final national report, phase 2

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Germany: ITB – Universität Bremen
SFS - Dortmund
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1. Introduction

Modern societies are undergoing a process of remarkable transformation in all spheres of life. The main forces of this transformation are rapid technological change (particularly innovation in information and communication technologies), globalisation, liberalisation of trade and production. The result is a highly competitive global economic environment on the one hand and the emergence of negative social phenomena (marginalisation, unemployment, poverty and social exclusion) on the other.

These changes increase the demands on the educational system in the society and also on the labour force. The changing work environment is leading to changes in job content, skill requirements and the demand for knowledge. In this new and more complex work environment, the labour force needs to be better educated and more highly skilled to satisfy the demands of employers and new technologies. The position of the labour market is increasingly related to its competence and performance, the ability to learn and to broaden the skill base with transferable and more general skills that give greater mobility, flexibility and employability to the individual.

Education becomes the essence of the new ‘knowledge society’. Learning can no longer be a one-time event prior to the start of working life. The concept of employability, seen as the solution to the increasingly wider gap between demand for a highly skilled workforce and its actual skill attainment, emphasise lifelong learning – a continuous process of acquiring new skills, knowledge and competences. This dramatically increases and diversifies the demand for education and training (1). Demand is recurrent, diverse, changing and increasingly unpredictable. As a response to these demands modern societies are undergoing many reforms of, and invest more and more in, national education and training systems. The responsibility for reforming and renewing education and training policies, legislation and systems remains in the hands of the state, but in ever greater collaboration with other stakeholders (social partners, education and training providers, etc.).

Taking the responsibility for making the right decisions at the right moment, with a possibly dramatic effect other spheres of society (labour market, security) means taking the risk of influencing not only the living standards of the population but also influencing the quantity and quality of the opportunities for future generations.

All this is true for Slovenia, which is trying to establish an international presence and to be more open to global processes. Education, lifelong learning and transition to the knowledge society are among those processes that are gaining in importance, particularly since

(1) ‘VET systems are expected to become more responsive to the new demands of the economy and of the society and more flexible to react quickly to these demands, which tend to be unforeseeable and increasingly diversified.’ (Bertrand, 1998).
‘according to some quantitative measures of the educational capital, Slovenia is lagging behind the developed countries (...). Key developmental questions on the educational field in Slovenia is low rate of the adults in education, low percentage of adults with tertiary education in comparison to developed countries and low level of functional literacy of the population.’
(IMAD, 2001a: 45)
2. Project goals and design

Slovenia’s participation in the international project Scenarios and strategies for VET in Europe is one of a number of steps to try to improve the VET system in Slovenia, utilising the experience and know-how shared in the project group. Slovenia is trying to make its educational system more effective, user friendly, more transparent and more European by analysing the current situation in the country with the same research methods and techniques as in other participating countries (2) and comparing results with them.

The aim of Scenarios and strategies for VET in Europe is to describe scenarios and strategies that can serve as tools to improve the understanding of the role of vocational education and training systems in different contexts and as a basis for advising decision makers on different levels (local, national or even European level). This is done by determining which technological, economic and labour market related changes will, in the near future (by the year 2010), significantly influence the VET systems in Slovenia and Europe, how the VET system(s) will respond and adapt to the changes, and which strategies should be used to make the VET system successful in adapting to the changes.

A scenario-making approach was selected as the main method for achieving these goals. Scenarios (3) are useful tools for strategy formulation in a contingent and unpredictable future. They present images and narrative stories about alternative situations and possible future trends that can help produce strategies – options for action in response to these potential developments. Scenarios are not predictions of future developments and processes, but they are tools for preparing for those future developments and processes even if they have not yet appeared. A scenario does not focus on probability but on:

(a) plausibility;
(b) internal self-consistency;
(c) usefulness in the decision making process.

It could be stated that the scenario-making method is systematic analysis of the past and present enriched with the creativity and intuition to determine strategies robust enough to influence, to a certain degree, the direction of the VET development regardless to the actual situation in the future.

(2) The participating countries in the project are: 6 EU-member countries (Austria, Germany, Greece, Luxembourg/Belgium, United Kingdom) and 5 accession candidates countries (Czech Republic, Estonia, Hungary, Poland and Slovenia).

(3) Scenarios are ‘narrative description of the future that focuses attention on causal processes and decision points’. (Kahn in Max Goote EC, 1998: A7).
The project was sponsored by two agencies of the European Union:

(a) The European Centre for the Development of Vocational training (Cedefop), is involved in promoting and developing vocational training for young people, and the continuing training of adults by co-ordinating analysis and research activities in all Community Member States;

(b) The European Training Foundation (ETF), which is trying to enhance the processes of vocational education and training reform in central and eastern Europe, the new independent states and Mongolia.

The Max Goote Expert Center, University of Amsterdam co-ordinated the work of the participating institutions and analysed gathered data at European level. All methodology, interviewing techniques, questionnaires, data analyses and procedures for scenario-making were co-ordinated and standardised.

In Slovenia two institutions, the Institute of Social sciences (Faculty of Social Sciences) and the Centre for Vocational Education and Training, cooperated through the first phase, while the second phase was carried out by the Institute of Social Sciences alone.

The main goals of the project in Slovenia were:

(a) to determine possible scenarios (trends and strategies) for further development of the VET system in Slovenia, regarding possible changes and trends in the areas of technology, economic development and the labour market;

(b) to compare Slovene scenarios of VET system development with the scenarios from other countries – Member States as well as candidates for the EU membership;

(c) to develop scenarios;

(d) to present constructed scenarios to the different actors of the VET system in Slovenia;

(e) to promote the results of the project as a supporting tool for planning, adapting and decision-making on different levels of the VET system in Slovenia.
3. Position of the country in the European context

3.1. Context A – economy and technology

The Slovenian economy has been in transition since 1989. In addition to the shift from the planned to the market model it was faced with the loss of many markets in the former Yugoslavia and in eastern Europe. Both factors contributed to a deep crisis and rapid changes in the last decade of the 20th century, which can be summarised as follows.

The changes mentioned above caused a shock and a crisis in the first period of transition, i.e. from 1989 to 1993. GDP fell by around 20%, there was three-digit inflation, enterprises were collapsing and unemployment was rising. However, after 1993 there was steady growth at about 4% of GDP per year. In 1998 GDP per capita reached 8.783 EURO, and was 13.700 EURO expressed in purchasing power parity (IMAD, Spring Report 1999). Total labour costs fell from 57.3% in 1995 to 52.5% of GDP in 1998. The share of business surpluses rose from 17.1% of GDP in 1995 to 21.8% of GDP in 1998. Annual inflation, which was 12.6% in 1995, fell to 7.9% in 1998.

Recent economic growth (in 2000) has been driven by strong exports, while domestic demand, in particular private and investment consumption, was only slightly above the preceding year. According to the first annual estimate of the Statistical Office of the Republic of Slovenia, year 2000 real gross domestic product (GDP) growth was 4.6%, while the figure for 2001 is expected to be 4.4%. This slight decrease in economic activity in comparison with the past two years will mostly be due to the expected fall in EU economic growth and the continued low rate of growth in private consumption and investment (IMAD, 2001b:29). In
2002 economic growth is expected to settle at 4.2 %, while it is expected to rise again in 2003 to 4.5 %.

GDP amounted to USD 20,011 million (EUR 18,786 Mio). In 1996, Slovenia achieved 66 % of the EU average in terms of GDP per capita in purchasing power standard, totalling PPS 12,200. The only country to record a higher level of development among the 13 applicant countries for membership in the EU was Cyprus. After four years, Slovenia made the most progress among the applicant countries, achieving 72 % of the EU average in 2000. A comparison of Slovenia and the Czech Republic, which were at about the same level of development in 1996, shows that Slovenia improved its position by 6 % against the EU average in 2000, whereas the Czech Republic worsened its position by 7 % due to recession. Slovenia, with its PPS at 16,100, remains in second place among the applicant countries and is only 10 % behind the most developed, Cyprus (Slovenia lagged 14 % behind in 1996). It should be noted, however, that figures for the period after 1996 were obtained by extrapolating the parities of 1996 and are likely to change when Eurostat makes its calculation for 1999. The results may also change due to the revision of GDP data in particular countries. (IMAD, 2001c)

<table>
<thead>
<tr>
<th>Table 1: GDP per capita, Purchasing Power Standard (4)</th>
</tr>
</thead>
<tbody>
<tr>
<td>GDP per capita in PPS</td>
</tr>
<tr>
<td>Czech Republic</td>
</tr>
<tr>
<td>Estonia</td>
</tr>
<tr>
<td>Hungary</td>
</tr>
<tr>
<td>Poland</td>
</tr>
<tr>
<td>Slovenia</td>
</tr>
<tr>
<td>EU-15</td>
</tr>
</tbody>
</table>

Source: IMAD, 2001c: 17

(4) ‘GDP per capita expressed in terms of purchasing power is obtained by transforming GDP figures into an artificial currency by means of purchasing power parities. As purchasing power parities accommodate differences between prices in individual countries and express them in a single currency, they eliminate not only differences between currencies but also differences between price levels among individual countries. In this way we obtain real and comparable GDP figures. Purchasing power is calculated by comparing several thousand prices of goods and services in different countries. The latest comparison was made in 1996 (the Statistical Office of the Republic of Slovenia is one of the institutions participating in this project of comparing prices and GDP figures internationally). Since then, GDP purchasing power standards have been calculated by extrapolating figures by means of implicit GDP deflators.’ (IMAD, 2001c: 17).
While domestic demand was the main lever of economic growth in 1999, it rose slightly in 2000. Private and investment consumption increased by 0.8 % and 0.2 % in real terms, while government consumption rose by 3.1 %. The overall business results of companies in Slovenia were positive in 2000 for the third year in a row. Exports of goods and services rose in real terms by 12.7 %, while imports of goods and services were up 6.1 % (IMAD, 2001b:14). Despite those results, at the end of 2000, Slovenia's total external debt exceeded USD 6 billion and accounted for 34.3 % of gross domestic product, which put Slovenia in the group of countries with medium-level indebtedness according to the World Bank’s methodology.

Legal barriers to free entrepreneurship have been removed, and a rapidly growing number of new enterprises of different status have been established. The number of registered economic units has more than trebled. The numbers and the importance of small firms have increased and the number of large ones has decreased significantly. Several large firms have collapsed and caused a fragmentation of the industrial structure. Micro-, small- and medium-sized enterprises generated 57 % of total revenue in Slovenia, 49 % of value added, and accounted for 53 % of all employment in 1998. Medium-sized enterprises generated one quarter of total value added, while economic growth was below the average. Micro and small companies generated one third of the revenue, and one quarter of value added and jobs. Small companies are the most dynamic sector with 8.3 % economic growth, positive business results and strong employment growth (10 %). Micro-, small- and medium-sized enterprises are a very dynamic and flexible sector of the economy. They are, however, also the most vulnerable. Their business results are below average: they accounted for 57 % of total net profits and up to 75 % of total net losses (Spring report 2000, IMAD).

Privatisation, which was enabled by the Act of privatisation of companies in 1992, has virtually reached its conclusion in industry and services. The act allowed for a combination of different methods of abolition of public ownership of enterprises. One of the special features of Slovenian ownership structure is that workers and managers have a majority share in about two thirds of enterprises. This was made possible by the free distribution of SIT 567 billion of ownership certificates (about 40 % of the value of public-owned capital of the enterprises, which were transformed) to more than 2 million Slovene inhabitants in October 1993. In the whole structure of the capital of enterprises privatised by the Act of privatisation of enterprises, internal ownership amounted to 27 %, that of authorised, investment companies 17 %, f state funds 15 %, buyers from the public sale 9 % and others 32 % (the majority of the rest belongs to the state, some of it to old owners, to co-operatives and to denationalised rightful claimants). The process of privatisation also influenced general economic activity, investment trends and formation of additional production capital. Thus the end of the process loosened retained investments and increased the profitability and efficiency of the enterprises.

However, the banking, insurance, post and railway sectors have not been privatised yet. The process of privatisation as abolition of public ownership will be followed by privatisation of SIT 2,000 billion worth state-owned property. The Act of privatisation of insurance
companies has already been adopted, while the privatisation of state-owned banks and some other state-owned enterprises (transport infrastructure, communications, energy supply and distribution) and other public services is in preparation (Geržina, 2001:7).

The economy has been also de-regulated. However, about 15% of prices are still state controlled, and there are state programmes to assist restructuring of certain enterprises in the metal, textile and shoe industries as well as in agriculture.

Slow de-regulation and privatisation of the Slovenian economy have negative influence on the foreign direct investments (FDI). Despite a significant increase in 1998, a downward trend was noticed in FDI inflows after 1997. After record FDI inflows in 1997, totalling USD 320 million, their amount almost halved in 1998, and then fell again by 50% in 1999 compared to the previous year. Taking into account the USD 83.4 million of FDI inflows in 1999, FDI in Slovenia in 1999 stood at about USD 3 billion. Modest FDI inflows show that liberalising measures taken by the Government until 1999 were insufficient to attract FDI, since the number of new foreign investors is still negligible. The growth in existing FDI, which exceeded FDI inflows, on the other hand, shows that foreign investors have intensified and increased their activities in Slovenia, and reflects their positive attitude to Slovenia as a location for investment. Besides the fact that Slovenia is a small market, other major obstacles to FDI inflows to Slovenia are the unfinished transition, problems in providing business premises and land for business purposes, and the fact that many privatised companies have not yet started comprehensive restructuring which would encourage them to seek foreign strategic partners.

The programme aiming to improve Slovenia’s competitiveness as a location for FDI, consists of the following measures:

(a) simplification of administrative procedures;

(b) adjusting the existing system of economic incentives to make them accessible to foreign investors and comparable to the competitive incentives in other countries;

(c) an improved accessibility of building sites for those investing in new projects, especially in industrial production (IMAD, 2000a).

The process of intensive bargaining with the EU for full membership has been under way and Slovenia is accepting the *acquis communautaire* in all fields including economy. It is establishing conditions for free trade, investment, services and production as they exist in the EU.

One recent change has been the introduction of VAT, which was one of the key factors in increasing inflation in 1999. Despite the higher annual growth towards the end of the year, average inflation in 1999 (6.1%) lagged behind the inflation posted for 1998 (7.9%). In 2000 inflation rose again to 8.9% mainly for external factors such as the increase in oil and other commodity prices on the global market, the strengthening of the US dollar and growing inflation in the EU.
In 2000, the real gross wage per employee rose by an average of 1.6%. In the private sector the gross wage per employee rose 1.3%, while wages in the public sector, which are influenced by adjustments of the basic wage to price rises, promotions laid down in the wages act, and benefits arising from collective agreements, rose more strongly – by 2.1%. The underlying wages policy goal of real wages rising below labour productivity growth (3.5%) was fulfilled, with wages rising almost 2% below the rate of labour productivity growth. (IMAD, 2001b:16-7).

Modest wage growth in manufacturing, strong productivity growth, and the tolar’s real depreciation against the basket of currencies improved the price and cost competitiveness of Slovenian manufacturing in 2000. However, Slovenia’s market shares in international markets continued to shrink.

### 3.2. Context B – employment and the labour market

Part of the overall restructuring and de-regulation of Slovenian economy has been also a restructuring and liberalisation of the labour market. The main changes could be summarised as follows.
Registered unemployment increased dramatically in ten years, from 2.2 % in 1988 to 14.5 % in 1998. In the same period the number of persons in employment fell from 960,514 in 1987 to 745,169 in 1998. (IMAD, 1999:8)

After that period, with some passive and active employment policy measures taken (especially deleting from the register those who do not meet the criteria for inclusion) the registered unemployment rate fell to 11.4 in June 2001. At the same time, the rate of unemployment measured on the basis of the labour force survey dropped to 5.9 in the second quarter of 2001 (SORS, 2001b).

**Figure 3:** The difference between registered and LFS unemployment rate in Slovenia

This striking difference between registered and LFS (¹) unemployment rate reveals informal work activities of the registered unemployed and relaxed practices in employment offices.

In the period 1988-2000, the position of the younger registered unemployed and first-time job seekers improved. At the same period the position of older workers beyond 40 years of age dramatically worsened - they represent 50.7 % of all the registered unemployed in 2000.

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(¹) Labour force sample survey.
Table 2: Different categories of registered unemployed in the period 1988-2000

<table>
<thead>
<tr>
<th>Year</th>
<th>Annual numbers of registered unemployed persons</th>
<th>Percentage of different categories</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Annual numbers of registered unemployed persons</td>
<td>Under 26 years of age ( %)</td>
</tr>
<tr>
<td>1988</td>
<td>21,342</td>
<td>51.9</td>
</tr>
<tr>
<td>1990</td>
<td>44,623</td>
<td>51.4</td>
</tr>
<tr>
<td>1991</td>
<td>75,079</td>
<td>47.8</td>
</tr>
<tr>
<td>1993</td>
<td>129,087</td>
<td>37.4</td>
</tr>
<tr>
<td>1995</td>
<td>121,483</td>
<td>32.2</td>
</tr>
<tr>
<td>1997</td>
<td>125,189</td>
<td>29.1</td>
</tr>
<tr>
<td>1998</td>
<td>126,080</td>
<td>26.3</td>
</tr>
<tr>
<td>1999</td>
<td>118,951</td>
<td>25.8</td>
</tr>
<tr>
<td>2000</td>
<td>106,601</td>
<td>23.4</td>
</tr>
</tbody>
</table>

Source: ESS, 2001

Structural inconsistencies between labour demand and labour supply are increasing in terms of the education and skills of job seekers lagging behind the knowledge and skills demanded by offered vacancies. The percentage of the registered unemployed without any formal qualifications decreased slightly in the period 1988-2000, but was still around 50% in 2000. As a consequence the proportion of long-term unemployed is also increasing, reaching 61.4% of all the unemployed in 2000.

Activity rates fell in the period 1991 – 2000 from 74.4 to 64.2 for males and from 63.3 to 53.1 for females. This could mainly be ascribed to (early) retirement and the increasing participation of young people in education.

Table 3: Activity rates and employment/population ratios by gender

<table>
<thead>
<tr>
<th>Year</th>
<th>Male Activity rate</th>
<th>Male Employment/population ratio</th>
<th>Female Activity rate</th>
<th>Female Employment/population ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>1993/2</td>
<td>64.9</td>
<td>58.5</td>
<td>51.1</td>
<td>46.9</td>
</tr>
<tr>
<td>1994/2</td>
<td>64.3</td>
<td>58.1</td>
<td>51.4</td>
<td>47.1</td>
</tr>
<tr>
<td>1995/2</td>
<td>66.1</td>
<td>61.0</td>
<td>52.0</td>
<td>48.4</td>
</tr>
<tr>
<td>1996/2</td>
<td>64.4</td>
<td>59.6</td>
<td>51.3</td>
<td>47.7</td>
</tr>
<tr>
<td>1997/2</td>
<td>65.7</td>
<td>61.1</td>
<td>52.9</td>
<td>49.1</td>
</tr>
<tr>
<td>1998/2</td>
<td>66.6</td>
<td>61.6</td>
<td>53.7</td>
<td>49.6</td>
</tr>
<tr>
<td>1999/2</td>
<td>65.1</td>
<td>60.4</td>
<td>51.9</td>
<td>47.9</td>
</tr>
<tr>
<td>2000/2</td>
<td>64.2</td>
<td>59.8</td>
<td>53.1</td>
<td>49.1</td>
</tr>
</tbody>
</table>

Source: SORS, LFS 1993-2000
Along with the rising unemployment there has been an increasing accent on labour market policies with special attention paid to active measures, including education and training programmes. There has been activation of the unemployed by means of tailor-made employment plans for individuals and their involvement in different programmes as a condition for the receipt of. Special attention has been paid to persons with greatest difficulties in employment such as those over 55 years and the long-term unemployed. However, at the same time, the duration of entitlement to unemployment benefits has shortened for the majority of the unemployed and the eligibility conditions have been more closely scrutinised.

Restructuring of employment is continuing. The industrial sector is gradually declining while the service sector is growing. The proportion of those in employment in industry fell from 44.2 % in 1993 to 37.6 % in 2000. In the same period that of services rose from 45.1 % to 51.0 %. The proportion in the agricultural sector varied around 12 % in this period. In 1993 employment in services exceeded for the first time employment in industry. In 1999 employment in services exceeded for the first time 50 % of all employment.

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>15.0</td>
<td>13.3</td>
<td>10.7</td>
<td>11.6</td>
<td>10.5</td>
<td>10.2</td>
<td>12.1</td>
<td>12.1</td>
<td>10.8</td>
<td>11.4</td>
</tr>
<tr>
<td>Industry</td>
<td>45.1</td>
<td>44.6</td>
<td>44.2</td>
<td>42.3</td>
<td>43.2</td>
<td>42.2</td>
<td>40.6</td>
<td>39.6</td>
<td>37.9</td>
<td>37.6</td>
</tr>
<tr>
<td>Services</td>
<td>39.9</td>
<td>42.1</td>
<td>45.1</td>
<td>46.2</td>
<td>46.3</td>
<td>47.6</td>
<td>47.3</td>
<td>48.4</td>
<td>51.3</td>
<td>51.0</td>
</tr>
</tbody>
</table>

Table 4: Sectoral structure of persons in employment 1991-2000 (%)

Source: Ignjatović et al., 1992; Ignjatović et al., 1993; SORS, LFS 1993-2000

Flexibility in the labour market is still rather low, although it is increasing. The fastest increasing form is temporary employment, which represents nearly 11 % of all jobs in 1999. Slightly under 12 % are self-employed, and only 6.6 % are part-time jobs.

There was growth in employment in 1999 after a ten-year period of fall and stagnation in 1997 and 1998; this growth continued in 2000. Positive employment trends are expected to continue in 2001, based on favourable economic developments and estimated employment needs. The number of full-time employed is forecast to rise by 0.7 % and employment should continue to restructure in favour of the service sectors (IMAD, 2001b).
3.3. **Context C – training, skills and knowledge**

The most recent changes in the educational system in Slovenia took place in the middle of 1990s.

The main changes were the following:

(a) compulsory education was extended to 9 years for children of 6 to 15 years of age. In the last three years elective subjects have been offered in addition to compulsory ones;

(b) the state guarantees all young people the right to a vocational qualification;

(c) a dual system, composed of general and vocational streams, has been introduced at secondary and post-secondary levels of education. Transfers between the two streams are possible, although not unlimited;

(d) the supply of different educational programmes has been enriched at secondary and post-secondary levels. Graduates from VET can continue their education at the newly founded high vocational schools;

(e) external examination has been introduced at the end of compulsory and general secondary education;

(f) vocational education and training is more closely linked to production, particularly by the apprenticeship system;

(g) social partnership is strongly emphasised at all levels of VET.

Thus, the current educational system in Slovenia is composed of:

(a) pre-primary education for the 3-5 years old;

(b) primary compulsory education for the 6-14 years old;

(c) secondary vocational and technical education which lasts 2-4 years;

(d) secondary general education which lasts 4-5 years;

(e) post-secondary vocational education which lasts up to 2 years;

(f) undergraduate professional higher education which lasts 3-4 years;

(g) undergraduate university education which lasts 4-6 years;

(h) post-graduate education (specialization -1 year, masters degree - 2 years, and PhD).

Curricular reform followed the reform of the educational system. It aimed primarily at changing the content of education in order to adjust it to changes in technology and political and economic systems. It is also intended to diminish some of the most pressing current problems of education, such as:

(a) a significant proportion of the population without vocational education and training, which is still over 40%.
(b) relatively high drop-out in secondary, especially vocational, schools, estimated at about 15 %;
(c) quality of education too low, with the emphasis on memorising facts rather than learning how to learn and creativity, causing thus tiredness and de-motivation of students;
(d) low proportion of the population, about 10 %, with post-secondary education;
(e) undeveloped lifelong education and neglect of the knowledge and skills obtained informally, on the job etc..

Table 5: Educational Structure of Slovenian Population 15 + in 1996 (Nacionalni program izobraževanja odraslih 2, 1999)

<table>
<thead>
<tr>
<th>SCHOOL</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Without finishing primary school</td>
<td>16.6</td>
</tr>
<tr>
<td>Primary school</td>
<td>28.8</td>
</tr>
<tr>
<td>Lower vocational school</td>
<td>3.3</td>
</tr>
<tr>
<td>Vocational school</td>
<td>16.4</td>
</tr>
<tr>
<td>Secondary general or technical school</td>
<td>25.1</td>
</tr>
<tr>
<td>Post-secondary school</td>
<td>9.9</td>
</tr>
</tbody>
</table>

One of the promising changes in recent years has been that about 90 % of young people continue education beyond what is compulsory, and that about 40 % of continue to post-secondary level.

Curricular reform has introduced several changes:

(a) it has increased the autonomy and professional responsibility of schools and teachers, especially by the shift from content- to goal- and development-oriented programmes;
(b) it has decreased the task burdens and tiredness of students by the shift away from content-oriented programmes, by leaving out of programmes a reasonable amount of factography, by devoting more time to active forms of teaching, by the increased variability of forms and methods of teaching, etc.;
(c) it has achieved higher compatibility of curricula with those of the more developed countries;
(d) the accent has been on the general and transferable knowledge;

The curricula has become more balanced in terms of vertical and horizontal harmonisation, with respect to the share allocated to individual disciplines and to their interconnectedness and in terms of the role of cognitive, emotional, social, aesthetic and other dimensions.
3.3.1. **Description of the VET system**

3.3.1.1. *The reform of vocational education and training in Slovenia*

After primary education, the initial educational system in Slovenia offers two streams: general education and vocational education and training (VET). A vertical structure has been developed for both streams as well as the possibility of transfers between general and vocational education at certain levels and under certain conditions.

The main principles behind the reform of VET in Slovenia (besides the general principles of educational reform) were the following:

(a) strengthening the links between school and the employment: introducing new types of vocational education with strong practical orientation and practical training in enterprises; constantly reviewing and modernising the curricula of existing VET programmes; constantly involving employers in both the provision of training and decision-making processes in VET. VET should be better adapted to the needs of the labour market. Also, the structure of VET should be more diversified with alternative pathways leading to the same occupational qualification and different transition options. All of these should help in the transition from school to work;

(b) social partnership is emphasised at all levels of VET, in decision-making processes on VET related issues and in the implementation of VET reform measures. It is to largely formalised and institutionalised, and representatives of employers (chambers) and employees (unions) take part in decision-making bodies, expert and working groups established to propose decisions and implement reform (e.g. the Council for Vocational and Professional Education; the Curriculum Council for VET; etc.);

(c) VET has to remain comparable, and even re-enforce comparability, with European VET systems in terms of educational and qualification standards, training practices, involvement of employers, international co-operation of schools, international exchanges of experience, etc..

3.3.1.2. **Reform priorities**

The reform priorities for VET were as follows.

Implementation of new forms of vocational education and training, in order to fill in the previously existing gaps in the VET structure and to diversify the provision of VET. Newly introduced forms of vocational and professional education and training closely linked to the labour market, which deserve particular attention, are as follows:
(a) the dual (apprenticeship) system, introduced in the 1997/1998 school year for 6 vocations. It is an alternation of in-school (theoretical) education and in-firm practical training (with schools responsible for the theoretical part of the programme and employers responsible for the training part). The apprenticeship system runs in parallel with three-year school-based vocational programmes. In the 1998/99 school year, students have a choice of training 19 vocations within the dual system;

(b) two-year post-secondary vocational colleges with a strong practical orientation (including practice placements in enterprises). The first colleges started functioning in Autumn 1996 (for the programmes of mechanical engineering, electronics, catering, tourism and electrical engineering);

(c) vocational courses, designed as six-month to one-year courses (programmes) for graduates of general secondary schools to offer them vocational training and a vocational/professional qualification. Parallel to this, maturity courses were introduced for those graduates of four to five-year secondary technical/professional programmes who wanted to continue education at universities;

(d) master craftsmen, foremen and managerial preparatory courses and examinations;

(e) technical and professional gymnasiums – started in the 1997/98 school year as a part of the general education stream with a professional field module incorporated into their curricula.

Review of curricula. All existing educational programmes are being reviewed with the aim of modernising curricula and bringing them up to European standards. Also, new curricula were developed for new forms of VET.

Teacher training and equipment in vocational schools. Intensive teacher training is carried out to prepare teachers for changes in VET and to train them in the new methods of teaching (especially in combining theoretical knowledge and practical training in vocational subjects). Equipping of vocational schools focuses on professional and computer equipment needed for modern and effective teaching and training.

Certification system as a framework for continuing (adult) education. The certification system is currently being shaped at national level. Its objective is to enable continuing vocational training, specialisation and broadening of qualifications, which cannot be gained through regular school programmes. It will also enable poorly-educated employees and the unemployed to acquire basic vocational qualifications. However, the certification system is not intended to be an alternative to the regular school system.

With the adoption of new legislation, new foundations for vocational and professional education and training have been laid. The state is no longer the only stakeholder responsible for high quality vocational and professional education and training linked to labour market needs/demands and society’s development trends. The new legislation makes the Chamber of Commerce and Industry of Slovenia, the Chamber of Crafts of Slovenia and trade unions, acting as social partners, equally responsible for the above aspects of educational provision.
Social partners participate in all main expert and advisory bodies in VET at national and regional levels and have several responsibilities in VET. They propose the occupational profiles (and provide their basic descriptions), for which new VET programmes are to be prepared, and they are permanently involved in the process of reviewing and modernising the curricula. At the same time, the chambers have various responsibilities related to the training element of vocational programmes and examinations in some forms of VET. Chambers and actual employers are becoming increasingly involved in VET developments at different levels. This is also true for the development of different forms of local and regional co-operation between schools and employers. At this point the pilot social partnership models at the regional level – regional councils for VET and the human resource development fund in Maribor should be mentioned. However, further development of involvement of the social partners in VET, particularly trade unions, at different levels is needed.

Within VET reform, the classification of occupations covers occupations in the framework of lower, secondary vocational and professional education and training as well as post-secondary professional education. Methodological principles underlying the classification of occupations have been devised. In drafting the classifications, demand analysis with a view to ensuring long-term economic development, the international comparability of occupations as provided in the EU, and the co-ordination of the occupational classification with the long-term development of economic and other activities have been considered.

At present only one path in the certification system leads to the acquisition of a state-approved (occupational or educational) qualification. It can be obtained by completing a state-approved educational programme and is attested by official documents issued under the authority of the Ministry of Education and Sport. With the development of the certification system, the authority to approve qualifications to be used exclusively in the labour market will gradually be given to the Ministry of Labour, Family and Social Affairs. The certification procedure will not be based on curricula but on standards of knowledge and competences. They will be determined according to employer demands. This will make it possible to obtain state-approved certificates for qualifications gained in alternative ways, not only by completing a formal education programme, but mainly by work and life experience, distance and open learning, etc. This will not be an alternative path to the qualifications that can be obtained by completing education programmes. Certificates will be awarded only for qualifications for which no formal education programmes will be offered. It will be possible, however, to achieve educational qualifications by completing a determined set of certificates of recognised parts of education programmes. This will be based on the assessment of comparability of knowledge standards, carried out by the Council of Experts for Vocational and Professional Education and Training. The Certificates of Vocational Qualifications Bill is being drafted. This will set out the legal framework for further activities in the field of the certification system.
3.3.1.3. Secondary vocational and technical-professional education and training, and post-secondary vocational education

The duration of vocational and technical-professional programmes at secondary level differs according to the programme requirements. The following programmes were offered within the VET stream at the secondary level of education in the 1997/98 school year (6):

(a) two-year lower vocational education programmes (lower vocational education);
(b) three-year vocational education programmes (school-based and dual system programmes);
(c) two-year vocational technical programmes of up-grading the three-year vocational education programmes (differential programmes and the so-called ’3 + 2’ option);
(d) four-year technical and professional education programmes.

In the 1997/98 school year, altogether 104 different programmes were offered in the frame of lower vocational education and secondary vocational, technical and professional education. There were 14 programmes offered within two-year lower vocational education, 39 programmes within three-year vocational education, 34 programmes within four-year technical and professional education (plus one five-year professional programme) and 17 vocational technical programmes (12 differential programmes and five ’3+2’ model programmes).

3.3.1.4. Lower vocational education programmes

The shortest form of vocational education are lower vocational education programmes (2.5 years). They are completed with an examination consisting of theoretical and practical parts. Pupils can enrol in two-year vocational programmes after finishing the elementary school. However, those pupils who did not manage to complete elementary school can also enrol (if they successfully complete at least six classes in the eight years of elementary schooling and thus fulfil the basic legal requirement for compulsory education). After completing a two-year vocational programme, pupils can enrol in the upper secondary, three-year vocational education programme.

The old, already existing, two-year lower vocational education programmes were renewed and, from the beginning of the 1998/99 school year, replaced by two-and-a-half-year programmes. More successful students will have the option to complete the programme in one and a half years – that is, pupils with completed elementary school (eight years) will have the option to enrol directly in the second year of the programme (thus the duration for them will be only a year and a half).

(6) According to the ’translation’ of the old ISCED classification, which is being used in Slovenia (until a detailed adaptation of ISCED classification for Slovenia is prepared by the Statistical Office of the Republic of Slovenia), all secondary vocational education and training programmes fit at ISCED level 3 (including 2-year lower vocational programmes).
3.3.1.5.  Three-year secondary vocational programmes

An important form of upper secondary vocational education are the three-year vocational programmes which are intended to provide qualifications for work in the industrial, crafts and service sectors. There are two types of secondary vocational programmes: school-based and dual system (apprenticeship) programmes existing in parallel. For many vocations, schools offer both dual system and school-based programmes and pupils have the option of choosing between both types. In both cases - the dual system and school-based programmes - the three-year vocational education programmes end with a final exam testing both theoretical and practical knowledge.

3.3.1.6.  Technical vocational programmes

If a graduate of a three-year vocational programme wants to obtain a technical/professional qualification, he/she has the option of enrolling in a two-year technical vocational programme (two-year programmes after completing three-year vocational programmes). There are two kinds of technical vocational programmes:

(a) differential programmes: intended for students who have successfully completed three-year vocational programmes. They enable the acquisition of knowledge which presents a difference between the relevant three-year and three-year programmes and qualify the student for the profession of technician;

(b) ‘3+2’ model programmes: intended for students who have completed a three-year vocational programme for which it is impossible to obtain the education of technician within a four-year programme.

All technical vocational programmes end with a technical-professional final exam (the same exam as given at the end of four-year secondary technical and professional schools) and provide technical/professional qualification. They also provide the possibility of continuing studies at post-secondary vocational colleges or at higher professional schools. In fact, technical vocational programmes are an alternative to four-year technical and professional programmes.

3.3.1.7.  Four-year technical and professional education programmes

Secondary technical and professional education programmes are four-year programmes leading to technical-professional qualification (\(^\dagger\)). The curriculum of secondary technical and professional programmes consists of three basic subject areas: general subjects, theoretical disciplinary (technical) subjects and practical instruction (training). The scope of general subjects amounts to between 60% and 70% of the four-year programme. The rest of the

\(^\dagger\) The exception was the so-called trade academy which offered a five-year professional programme but, since the 1997/98 school year, this academy does not accept any new entrants.
programme consists of technical (theoretical disciplinary) subjects (about 20%) and practical training (about 10%). Students, who enrolled in secondary technical and professional schools before the 1998/99 school year, can still complete the programme with either a final examination or the maturity exam. However, from the 1998/99 school year on, students who enrolled in the first grade of technical and professional programmes, can only complete the programme with a technical-professional final examination. This final examination consists of two compulsory subjects (mother tongue and either mathematics or a foreign language) and two electives chosen from technical subjects.

3.3.1.8. **Post-secondary vocational courses**

These last from six months to a year and are designed for graduates of general secondary programmes to gain (vocational or technical) qualification.
THE SYSTEM OF EDUCATION IN THE REPUBLIC OF SLOVENIA AS STIPULATED BY NEW LEGISLATION (1996)

END OF COMPULSORY EDUCATION

THIRD CYCLE
SECOND CYCLE
FIRST CYCLE

PRIMARY EDUCATION

SECOND AGE GROUP
PRESCHOOL EDUCATION
FIRST AGE GROUP
4. **First phase: context of the study**

4.1. **Questionnaires**

Since the project is an international one, the questionnaires used for the survey were developed with the participation of experts from all national institutions involved in the project. The final draft of the questionnaires in English language was prepared by the coordinating institution (Max Goote Expert Centre from the University of Amsterdam) in the beginning of March 1999. The questionnaires were translated into Slovenian and the translation was double checked, given that it was very important to preserve exactly the same.

There are three questionnaires, covering three contexts: economy and technology (context A), employment and the labour market (context B), and training, skills and knowledge (context C). In each questionnaire (covering one context) a number of trends, strategies and actors to implement the strategies are set out. In the case of the trends, the respondents were asked to mark the likelihood and the importance of each trend, and to explain (comment) their decision. In the cases of the strategies and actors, the respondents were first asked whether they find the particular strategy relevant or not, and who (among the nine actors stated in the questionnaire) is responsible for implementing it.

It was agreed with the co-ordinating institution of the project that each country could add a maximum of three nationally specific trends and strategies to the common trends and strategies of each context. So, all together the structure of Slovenian questionnaires was as follows:

4.1.1. **Questionnaire on context A (economy and technology)**

This covered 23 common trends and two nationally specific trends, 20 common strategies and two nationally specific strategies. The two nationally specific trends were the statements that:

(a) advanced technologies will not be available to less developed regions (most developed European regions will keep their technological advantages);

(b) small countries will lose their national companies, because they will connect and merge with multinational corporations.

The two nationally specific strategies were:

(a) to encourage companies in regions with limited capital potential to form complex segments and search together for market niches in international competition;

(b) to encourage technological and capital integration and co-operation of companies inside small regions in Europe.
4.1.2. **Questionnaire on context B (employment and the labour market)**

This covered 23 common trends and two nationally specific trends, 20 common strategies and one nationally specific strategy. The two nationally specific trends were the statements that:

(a) work will be more and more equally distributed among the (active) population (shortening of working time, etc.);

(b) decentralisation of educational systems will weaken the unions (increasing involvement of companies in education and training will change the relation between employers and employees and will weaken the influence of unions on educational programmes).

The nationally specific strategy is to encourage shortening of working time.

4.1.3. **Questionnaire on context C (training, skills and knowledge)**

This covered 23 common trends and three nationally specific ones, 20 common strategies and two added ones. The three nationally specific trends are the following:

(a) the transfer of less demanding technologies in new (future) members of EU will slow down the development of educational and training systems (the low qualification structure is not a problem for less demanding technologies);

(b) due to rather rigid school legislation in Slovenia, different segments of education and training will follow different speeds of development;

(c) with the implementation of the certification system, the regular school system will become less important for VET.

The two added nationally specific strategies are:

(a) to encourage quality in education and training in all European regions, by exchanging teachers, trainers and trainees;

(b) to establish comparable quality of education and training in all European regions.

4.2. **The sample and the survey**

As agreed at the meeting of all institutions involved in the international project (February 1999), the sample of respondents was composed of 10 groups of experts, each group covering different backgrounds and institutional affiliations. The ten focus groups were as follows:

(a) politicians at the national, regional and local level;

(b) civil servants at the national, regional and local level;

(c) enterprises or groups of enterprises;

(d) employer associations, chambers;

(e) employee associations, unions;
A total of 821 questionnaires were sent out in Slovenia: 273 questionnaires on context A, 273 questionnaires on context B and 275 questionnaires on context C. Some 165 respondents received questionnaires for two or for all three contexts. The main reason for this was the fact that in Slovenia it is hard to divide experts precisely by observed contexts (areas of expertise), since they are very often specialised in broader areas. In addition, it was hard to find enough experts for our three observed contexts in some of the focus groups (for example in group five, unions, and 10, non-affiliated experts).

The structure of the sample broken by ten focus groups and by the contexts (A, B and C) is presented in Table 3.1.

**Table 6: Numbers of questionnaires sent out by contexts (A, B, C) and by sample focus groups of experts**

<table>
<thead>
<tr>
<th>Focus group (of experts)</th>
<th>context A</th>
<th>context B</th>
<th>context C</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>26</td>
<td>29</td>
<td>21</td>
<td>76</td>
</tr>
<tr>
<td>2</td>
<td>35</td>
<td>47</td>
<td>43</td>
<td>125</td>
</tr>
<tr>
<td>3</td>
<td>25</td>
<td>23</td>
<td>26</td>
<td>74</td>
</tr>
<tr>
<td>4</td>
<td>29</td>
<td>23</td>
<td>21</td>
<td>73</td>
</tr>
<tr>
<td>5</td>
<td>23</td>
<td>24</td>
<td>23</td>
<td>70</td>
</tr>
<tr>
<td>6</td>
<td>23</td>
<td>24</td>
<td>24</td>
<td>71</td>
</tr>
<tr>
<td>7</td>
<td>27</td>
<td>25</td>
<td>24</td>
<td>76</td>
</tr>
<tr>
<td>8</td>
<td>22</td>
<td>23</td>
<td>23</td>
<td>68</td>
</tr>
<tr>
<td>9</td>
<td>35</td>
<td>26</td>
<td>42</td>
<td>103</td>
</tr>
<tr>
<td>10</td>
<td>28</td>
<td>29</td>
<td>28</td>
<td>85</td>
</tr>
<tr>
<td>Total</td>
<td>273</td>
<td>273</td>
<td>275</td>
<td>821</td>
</tr>
</tbody>
</table>

The survey was conducted in April and May 1999. Questionnaires were sent to all respondents from the sample by post in the beginning of April. The respondents were asked to complete the questionnaires and return them back by post. The deadline for returning the completed questionnaires was the beginning of May (May 11).
4.3. Realisation of the sample

By May 11, a total of 314 questionnaires had been completed by the respondents and sent back: 109 questionnaires on context A, 102 questionnaires on context B and 103 questionnaires on context C.

The realisation of sample was 38.2 % (for context A: 39.9 %, for context B: 37.4 % and for context C: 37.5 %). The lowest response rates were in focus groups one (politicians; realisation 31.6 %), five (unions, employee associations; realisation 31.4 %), eight (universities, research institutions; realisation 20.6 %) and 10 (non-affiliated experts, media; realisation 14.1 %).

4.4. Structure of the sample

The following charts and tables present the structure of the sample achieved (that is those respondents that completed and returned the questionnaires). At the end of each questionnaire was a section asking the respondents for personal background information. The information requested was: their age, gender, level of education, their affiliation (position, organisation they work for), sector they work for and the size of organisation they work for.

Chart 3.1 presents the age structure of respondents, chart 3.2 the sex structure, chart 3.3 the educational structure, table 3.2 the group (organisation, area of activity) that the respondents placed themselves in, chart 3.4 the sector of activity and chart 3.5 the size of organisation the respondents work for. It has to be noted that the information received by the respondents on their affiliation (position, organisation they work for) does not match completely with the focus group of the sample in which they were initially placed.
The majority (61.6%) of the respondents in the survey was between 41 and 55 years of age. This relatively old structure could be explained by the fact that the survey contacted top experts in the particular field, who had accumulated, besides their higher formal education, relatively greater experience.
The sex structure in the sample is slightly in favour of men (52.9 %), but it is relatively close to the sex structure of the population, where the proportion is inverse (48.8 % men, 51.2 % women).
The great majority (83.1 %) of respondents has completed higher education.

**Table 7: Category/affiliation/position of the respondents**

<table>
<thead>
<tr>
<th>Category/affiliation/position of the respondents</th>
<th>Frequency</th>
<th>Percent</th>
<th>Cumulative Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 politicians at the national, regional and local level</td>
<td>3</td>
<td>1,0</td>
<td>1,0</td>
</tr>
<tr>
<td>2 civil servant at the national, regional and local level</td>
<td>84</td>
<td>27,3</td>
<td>28,2</td>
</tr>
<tr>
<td>3 enterprises or groups of enterprises</td>
<td>48</td>
<td>15,6</td>
<td>43,8</td>
</tr>
<tr>
<td>4 employer associations / chamber of commerce</td>
<td>17</td>
<td>5,5</td>
<td>49,4</td>
</tr>
<tr>
<td>5 employee associations, unions, chamber of labour, labour administration</td>
<td>15</td>
<td>4,9</td>
<td>54,2</td>
</tr>
<tr>
<td>6 sectoral organisations, professional associations</td>
<td>13</td>
<td>4,2</td>
<td>58,4</td>
</tr>
<tr>
<td>7 training providers, institutes for VET</td>
<td>63</td>
<td>20,5</td>
<td>78,9</td>
</tr>
<tr>
<td>8 universities, research institutes</td>
<td>32</td>
<td>10,4</td>
<td>89,3</td>
</tr>
<tr>
<td>9 consultancy agencies, advisory agencies</td>
<td>16</td>
<td>5,2</td>
<td>94,5</td>
</tr>
<tr>
<td>10 non-affiliated experts, non-governmental agencies, media</td>
<td>17</td>
<td>5,5</td>
<td>100,0</td>
</tr>
<tr>
<td>Total</td>
<td>308</td>
<td>100,0</td>
<td></td>
</tr>
</tbody>
</table>

The least represented group among respondents (only 1 %) are the politicians. At the same time most represented groups are civil servants (27.3 %) and training providers (20.5 %), followed by representatives from the enterprises (15.6 %) and the universities and research institutes (10.4 %).
Figure 7: Sector of activity

The great majority (71.0 %) of the respondents is from the public sector. This result is expected since the majority of the experts interviewed was employed in public institutions (institutes, public services).

Figure 8: Size of organisation
More than a half of the respondents (55.6 %) are from organisations with less than 100 employees, with the highest proportion (29.3 %) from organisations with 10-49 employees. There is also a relatively high proportion of respondents from organisations with 100-249 employees (20.9 %).
5. **Results of phase 1**

5.1. **Trends**

The trends listed in the questionnaire could be considered relevant for developments in Slovenia to various degrees. The degree of likelihood and importance of the particular trend for the future situation in Slovenia was obtained by calculating the mean value of the responses (on the scale from one to five) gathered from the different experts.

5.1.1. **Context A: economy and technology**

There appears to be a strong correlation between the trends that are most likely to be realised up to 2010 and those identified as most important. The trends shown below were considered both most likely and most important for Slovene experts.

T05 (mean = 4.66): developments in information and communication technologies (ICT) will link people in new ways. Information and communication technologies are already widely used. The communication infrastructure has been modernised to enable access to national and international communication by individuals and institutions. Mobile telephones have become widely used and the number of individual, household and institution owned PCs linked to the internet and special databases has reached the level of developed EU countries. Production, trade, education, administration, etc., are increasingly supported by modern software programmes.

T01 (4.43): increasingly, international competition will become knowledge intensive. An increasing exposure of the Slovenian economy to international competition is already a fact. Although the labour cost has been a matter of permanent discussion and bargaining between the social partners it has been clear that prosperity can be achieved primarily on the basis of new knowledge-intensive technologies and not on the basis of cheap labour. The indicator of the change in this direction has been shrinking production in less demanding and labour intensive metal, textile, shoe and furniture industries. A shift to knowledge-intensive production has taken two forms.

The first could be observed in the bigger and some medium sized enterprises. They have retained their own trade marks and their research and development departments, which help bring new products to the market in ever shorter periods, e.g. up to five years. These producers have found special niches, such as on the markets of home appliances, small electric engines, pharmaceutics, software, etc..

The second is more common for small and medium sized enterprises. It is based on cooperation and/or merges with bigger foreign companies, which provide access to the world markets and offer new technologies and knowledge. It is particularly in these firms that
‘insourcing’, in terms of bringing skills from other enterprises, could be observed. However, they expect small producers also to innovate, to increase quality and to keep down costs. Many improvements and small innovations resulted from this policy. No major innovation has been observed, however, and is unlikely, without a strong research and development unit or until the majority of production becomes knowledge intensive.

T21 (4.39): people are less and less likely to follow a single, secure and stable career path throughout their working life. A shift away from the norm of a stable career is occurring due to economic restructuring and technological change. The jobs of employees have become flexible and their content may change radically without a formal change of employment. Job losses usually cause shifts in the careers of the unemployed. In Slovenia, in particular, temporary employment has expanded. Workers leave a certain job and often enter a quite different one. There is a question of whether this could still be called a career. To make a career according to personal preferences, requires a lot of planning and perhaps assistance from career planning institutions.

T02 (4.27): companies will have to restructure continuously. Constant restructuring of companies has been observed in two forms. The first is internal restructuring of production, labour and organisation as a consequence of new technologies and new production programmes. It takes a form of downsizing, contracting-out, technological change, shifts to more demanding markets, etc.. The second goes beyond the margins of enterprises in terms of their splits, mergers, outsourcing and close-downs. The trend towards lean production has been evident. This is not only the consequence of technological change and international competition but also of privatisation, turbulent stock and capital markets and political processes.

T25 (4.15): smaller countries will still lose their national companies, which will join the multinational companies on the larger scale. Development has not been equally favourable everywhere. In spite of the restructuring of Slovenian industry there is a significant technological gap between several Slovenian companies and those in most developed EU countries. There is a lack of domestic capital and knowledge to acquire modern technologies, especially because some bigger corporations have been fragmented and have linked with foreign companies. Foreign investors do not always provide first class technologies. It seems to offer more security to prolong outdated technology and its profitability in the environment with less expensive labour;

T16 (4.15): technological innovations will lead to an increase in inequality between different social groups. There have been several observations indicating increasing social differences. It seems, however, that they depend more on economic than on technological factors. It is true that older generations are less eager to acquire and use new technologies either at work or in private. This is one of the reasons why the training of adults is gaining importance. At the same time, people with lower income have worse access to training, are less motivated for education and training and are trapped in less demanding jobs. In addition they have no resources to get in touch with modern technology.
However, trend T12 was both unlikely and unimportant.

T12 (3.03): a wider Europe and the Single European Market will restructure the European economy. There has not been much evidence of a radical restructuring of the economy as a consequence of EU enlargement. The restructuring is rather endogenous. In general, restructuring is likely because of lower productivity, lower wages and less developed technology in the accession countries. The trends A1 and A2 decrease its likelihood, however.

Trends that are at the same time most likely and most important can be summarised as follows sentence: developments in information and communication technologies and international competition based on the new knowledge will demand continuous restructuring of companies and more flexible behaviour from people.

5.1.2. Context B: employment and labour market

The trends identified as most likely and, simultaneously, most important in the context of employment and the labour market were as follows. T21 (4.53): social and communicative skills will be more highly valued in employment processes.

T15 (4.17): the labour market will continue to be subject to rapid change, so broad competences will be more and more in demand.

It seems that rapid changes in technology and the labour market will demand broad competences rather than specific technical skills. Broad competences should be provided by schools in order to be upgraded by the employers in the direction of the demanded skills. Many enterprises already seek general competences in the fields of foreign languages, information technology and management, general management, communication, social skills, ability to work in teams, etc..

T17 (4.25): Knowledge management will become generally accepted. In Slovenia, knowledge management has only recently started to enter the management vocabulary. In most of the organisations, the learning organisation and knowledge management are understood primarily as a need for permanent education and training of employees. However, enterprises focus their training on core workers, and on permanent staff at best. The education and training of flexible workers is considered to be their own responsibility or a responsibility of the state. The learning of organisations as systems and knowledge management practices have not yet been widely accepted.

T23 (4.20): people will develop new combinations of education and training over the course of their career.

T01 (4.18): flexibilisation of labour will continue.

The data indicate that flexibility of labour is increasing, although it is not very high yet. Temporary work and part-time work are most widespread. Several forms of unregistered
informal work reveal high flexibility as well. Increasing flexibility is more in the interest of employers than employees. However, the younger generation seems to be developing new life styles, which are more in line with flexible work patterns. A combination of learning and temporary work is frequent. The middle and older generations do not seem to follow the pattern and there are no public incentives to do so.

The least likely and least important trend was T04 (3.06): the ageing of employees will inhibit change and innovation. Little credence is given to the idea that an older population would radically inhibit innovation. Permanent education and training will enable it to understand and to accept technological change. In addition, there will still be the inflow of younger generations who will bring new technologies into production and private life.

Trends that are at the same time most likely and most important can be summed up in the following sentence:

increasing importance of social and broader skills that could be acquired by increasing utilisation of the knowledge management and the concept of the learning organisation.

5.1.3. Context C: training, skills and knowledge

The trends most likely to be realised as well as being the most important in Context C were as follows.

T12 (4.39) information and communication technologies (ICT) will become a normal part of formal education and training. Information and communication technologies are gradually becoming a normal part of education and training. Schools are improving their equipment with PCs, have their computer classrooms and establish links with information networks as well as using the Internet. Teachers increasingly use this technology in different subjects.

T16 (4.30): social and communication skills will gain in importance. Social and communication skills are gaining in importance. This could be observed in job advertisements and the comments of employers. This is also true of general and transferable skills. Knowledge and skills such as reading, writing, mother and foreign languages, numeracy, computer utilisation and oral communication are accentuated by employers and in the curricula.

T21 (4.19): vocational education and training programmes will become more varied and flexible. VET programmes provide a broad base of skills and are shaped in a flexible way in order to enable graduates to enter different occupations and different jobs.

T15 (4.16): VET providers will offer more individualised and differentiated courses and qualifications, often on a modular basis. Individualised courses may be expected in the training market, though it does not seem likely that education and training will become more specialised overall. One reason for this is a tendency to change jobs frequently, for which a wider education and training is desirable in order to enable transfers and subsequent on-the-
job specialisation. The other reason is the small labour market in Slovenia where there are insufficient pupils for courses intended to train for every specific occupation. This situation will also limit the possibilities of individualisation of courses in public institutions.

Trends that are at the same time most likely and most important can be described in the following sentence:

increasing importance of social and communication skills acquired in more flexible VET systems enhanced by the utilisation of information and communication technologies.

5.2. Further analysis

For further analysis, more complex statistical methods were used. In analysing the data on trends and strategies, factor analysis was used to ‘identify a relatively small number of factors (components) that can be used to represent relationships among sets of many interrelated variables’ (Norušis, 1994: 47). The basic assumption is that with the reduced number of variables–factors, the phenomena analysed can be reliably explained.

The standardised procedure for the factor analysis was prescribed by the Max Goote Expert Center and includes the following steps:

(a) deletion of the missing values - missing cases were omitted from the analysis in the case of missing value;
(b) data reduction - the original set of variables (trends) is reduced to a smaller amount of constructed variables - ‘components’ or ‘factors’ by the principal component analysis (PCA) method;
(c) components (factors) will be limited to the 5 per context;
(d) varimax rotation, which is an orthogonal rotation method that minimises the number of variables that have high scores (loadings) on each factor. It simplifies the interpretation of the factors;
(e) scale reliability analysis - checking the scales/the possibilities of scaling of the grouped trends;
(f) correlation of factors with ‘likelihood’ - combining the responses on ‘likelihood’ and ‘importance’ to extract those components which are, according to respondents, very important and at the same time highly (un)certain. For this purpose it is necessary to compute sums or average scores (in importance and likelihood respectively) for trends appearing in a particular component. Components with the highest correlation are potential elements for constructing scenarios.

This method was used to search for those components-factors that could be used for building locally, context-related scenarios.
At the same time, with a focus on the relevancy of the strategies, the question ‘who is the most responsible actor to this strategy?’ was asked. Analysing all possible combinations (8) produced a number of combinations of actors that are more frequent than others.

The following results were obtained.

5.2.1. **Context A: economy and technology**

The five components are structured (combined) from the selected variables (trends) (9) as follows:

(a) A1: specialisation and integration of the production by means of information and communication technology, is composed of trends that emphasise reorganisation of production and restructuring and integration of companies based on common production goals, caused by the impact of new information and communication technology;

(b) A2: competition by knowledge and permanent restructuring, is the result of trends that emphasise international competition and the need of companies to become more flexible and competitive using knowledge-intensive processes enhanced by the utilisation of information and communication technologies (ICT);

(c) A3: holistic development by education, emphasises the increasing significance of the non-economic issues in the social and individual’s life caused by the longer and better education;

(d) A4: branch and regionally focused development and labour force flexibility, is composed of two types of trend. On the one side there is a fear that present technological differences between regions will preserve the differences in the educational and skill structure of the regional labour force. On the other is a growing need for sectoral organisations to pool important aspects of their economic and technological activities, in order to improve the skills of the labour force and generate innovation.

(e) A5: social effects of globalisation, emphasises the increasing importance of the social effects caused by globalisation (the impact on national culture and social infrastructure, on social differentiation and inequality) and the increasing importance of the private/public partnership in coping with the common problems.

Two components that had the highest correlation between importance and likelihood and were potential elements for making scenarios were A1 (0.655) and A5 (0.568).

These results produce a matrix with the provisional scenario (10) components regarding the context A: Economy and technology.

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(8) Where selection or not of the particular actor was recorded as 1 or 0 at the particular place which corresponds to the place of the actor in the questionnaire.

(9) Only trends with the scores greater than 0.50 were taken into consideration for combining components (factors) 0 and they are sorted by the size in descending order.
Five components-strategies that had relatively high reliability remained as candidates for further analysis:

(a) strategy based on the greater role of companies in VET;
(b) strategy based on developing mechanisms for forecasting, certification and international exchange of workers and students;
(c) strategy based on local and regional co-operation of firms in VET;
(d) strategy based on investment by the private sector in lifelong learning;
(e) strategy based on the modernisation of VET content.

Context A includes two combinations of factors that, according to the respondents, should have greater role in implementing strategies - the national state as a single actor (11) and in co-operation with EU agencies (12). Also relatively strong is the combination of national state and education providers (13). Curiously enough, strategy s17 - to achieve widespread recognition for the value of VET certificates - features in all three combinations.

(10) Actual construction of the scenarios was the task for the second part of the project.
(11) In strategy s05 - to encourage a ‘hands-off’ approach to the regulation of the content and use of international electronic networks, such as the Internet - this actor got the highest share (23.9 %) and in s17- to achieve widespread recognition for the value of VET certificates - the second highest (19.3 %).
(12) This combination got the highest shares in the same strategies as national state alone, but in inverse order - s17 (27.5 %) and s05 (22.0 %).
(13) Especially high shares in strategies s10 - to develop non-technical, social elements in all technical training courses (20.2 %) - and again s17 (13.8 %).
Table 8: Most frequent combinations of actors, context A

<table>
<thead>
<tr>
<th>Combination</th>
<th>Context A</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>157</td>
</tr>
<tr>
<td>2</td>
<td>145</td>
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<tr>
<td>3</td>
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<td>4</td>
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<td>34</td>
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<tr>
<td>9</td>
<td>34</td>
</tr>
<tr>
<td>10</td>
<td>33</td>
</tr>
</tbody>
</table>

5.2.2. Context B: employment and labour market

In the employment and labour market context five components had the following structure:

(a) B1: all-embracing meaning of the continuing education, embraces different aspects (lifelong learning, the concept of the learning organisation) and implications (multicultural workplace, different life styles) of the fact that education and knowledge have become of the greater importance for companies and for individuals;

(b) B2: Public interference within education and employment, is composed of trends that emphasise some characteristics of the present situation in the labour market (rising unemployment of the younger population and training available only to permanent staff) and the necessity for social institutions to play an important role in diminishing the negative effects of labour market flexibilisation;

(c) B3: knowledge management focused on older workers, stresses the importance of more effective utilisation of human resources, especially of the older workforce, by enhancing their education and skills;

(d) B4: flexibilisation of employment and weakening of trade unions, is composed of trends that describe the process of flexibilisation of the labour market and its impact on the industrial relations;

(e) B5: greater mobility of and greater differences inside the labour force, is composed of trends that emphasise greater geographical and occupational mobility of the labour force and greater social differentiation inside the labour force.

Two components that had the highest correlation between importance and likelihood and were potential elements for constructing scenarios are components B1 (0.615) and B3 (0.561).

On the basis of these scores, the matrix with the provisional scenario components regarding context B (employment and labour market) looks as follows:
All-embracing meaning of the continuing education
(No importance of the continuing education)

All-embracing meaning of the continuing education
(Greater importance of the continuing education)

<table>
<thead>
<tr>
<th>Non-existent knowledge management focused on older workers</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Existent knowledge management focused on older workers</td>
<td></td>
</tr>
</tbody>
</table>

Four components-strategies had relatively high reliability, so they remained as candidates for further analysis:

(a) strategy based on the social arrangements for supporting greater flexibility and mobility of the labour force;

(b) strategy based on promoting partnership in VET for the well-being of employees;

(c) strategy based on incentives for life-long learning for greater security in a deregulated environment;

(d) strategy based on the flexibilisation and deregulation of the local/regional labour market.

Comparing with the other two contexts, there is a shift in the context of employment and the labour market towards primarily national state as a single actor (14) and in combination with local actors (local governments (15), employers associations and unions (16)) in the responsibility for the implementation of strategies and away from the involvement of the EU agencies (only the fifth place).

(14) National state as a single actor got the highest share (20.2 % each) in these strategies: s07 - to provide an appropriate balance of state and private sector incentives and safeguards that will enable people to feel secure, even in a more deregulated environment - s17 - to provide all young people, including non-specialists, in a basic level of technical training - and s18 - to develop a social security policy that subsidises labour costs and training, so that potential employers are motivated to make provision for specific disadvantaged groups..

(15) Combination national state and local governments got the highest share in strategy s16 - to tackle problems of low educational achievement, poor housing, poverty and unemployment together in particular areas or regions, and not as isolated problems (26.5 %).

(16) Combination of national state, employers associations and unions got the highest share in strategies s10 - to create a more flexible and individualised pension system, to promote worker mobility and to make it easier for people to alternate between working, learning and caring - (13.1 %) and s19 - to ensure that there are better systems of support for the well-being of employees, and improved health and safety standards in the workplace (10.8 %).
Table 9: Most frequent combinations of actors, Context B

<table>
<thead>
<tr>
<th>Combination</th>
<th>context B</th>
<th>Note</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>10000000</td>
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</tr>
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<td>99</td>
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<tr>
<td>9</td>
<td>10</td>
<td>36</td>
</tr>
<tr>
<td>10</td>
<td>110010000</td>
<td>32</td>
</tr>
</tbody>
</table>

5.2.3. Context C: training, skills and knowledge

In context C, five components were composed of the following trends:

(a) C1: increased flexibility, variability and co-operation in adapting VET to the local needs, describes trends that emphasise greater decentralisation and autonomy of VET institutions and the need for greater co-operation between VET providers and companies (especially SMEs) at local level;

(b) C2: increased individualisation of education and greater importance of transferable skills, is composed of trends that are focused on the individualisation of VET (modular VET courses), on increasing demand for general and transferable skills and on increasing expectations that individuals should take more responsibility for their own education (including covering the rising costs of education);

(c) C3: greater importance of non-formal and work-related education, is composed of trends that stress the importance of in-company training and specialisation, regionalisation and adapting of VET to the rapid changes;

(d) C4: social inclusion role of the formal education and VET, emphasises the role of the formal education and VET for social inclusion of older and all other groups at risk of social exclusion;

(e) C5: greater importance of the sectoral and regional connections for the development of the education, is composed of two trends: greater importance of sectoral and regional involvement in development of education; and fear that exporting old technology to the accession states (central and eastern Europe) would interfere with that development in the same (less developed) regions.

Two components that had the highest correlation between importance and likelihood and were potential elements for producing scenarios are components C3 (0.754) and C5 (0.608).
On the basis of these results the matrix with the provisional scenario components regarding context C (training, skills and knowledge) could be constructed as:

<table>
<thead>
<tr>
<th>No or small importance of the sectoral and regional connections for the development of the education</th>
<th>No or small importance of non-formal and work related education</th>
<th>Greater importance of non-formal and work related education</th>
</tr>
</thead>
<tbody>
<tr>
<td>Greater importance of the sectoral and regional connections for the development of the education</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

All four components-strategies had relatively high reliability (component four had a reliability score slightly above the limit), so they all remained as candidates for further analysis:

(a) strategy based on giving the greater priority to VET for life-long learning, mobility, flexibility and integration of disadvantaged;

(b) strategy based on the relation between education and personal career, social status and social inclusion at the EU level;

(c) strategy based on promotion of the key skills;

(d) strategy based on promoting modular certification system.

The situation in context C, as far the combinations of actors are concerned, is similar to the situation in the context A. National state (17) as single actor got the first place in the ranking, followed by combinations EU agencies/national state (18) and national state/education providers (19).

(17) National state got the highest share in strategies s10 - to finance training to a larger degree by providing individuals with tax incentives - (37.9 %) and s16 - to enable those who acquire their skills through experience and not through formal qualifications to achieve certification that has the same value as more formal qualifications (20.4 %).

(18) This combination got the highest shares in strategies s12 - to harmonise vocational education and training qualifications between different countries, so as to improve the mobility and flexibility of the European workforce (42.7 %) and s22 - to establish comparable quality of education and VET in all European regions (29.1 %).

(19) This combination got the highest share in strategies s18 - to enable people to be mobile and flexible in the ways they acquire qualifications by modularising vocational education and training provision - (20.6 %) and s15 - to develop systems of flexible qualifications, so that individuals can develop a portfolio or record of both full and part qualifications that they have accrued (18.6 %).
Looking at all three contexts together, there is little change at the top from the ranking in contexts A and C. The three most frequent combinations are: national state, EU agencies/national state and national state/education providers. Relatively strong, in fourth place, is the combination national state/local governments.

It should be mentioned that the individual as an actor that should have an impact to realisation of the strategies was not selected among the first 20 combinations of actors and is only mentioned in combination with all other actors in 21st place.
5.3. National seminar

The Slovenian national seminar took place in Ljubljana, on October 11, 1999.

5.3.1. Participants

Most of the people invited to participate at the national seminar were the experts who had earlier participated in the scenario project survey. In addition, representatives from different institutions and organisations from VET and employment areas at both national and regional levels were invited.

There was great interest in the seminar, With 58 participants. The following institutions and organisations were represented: Centre for Vocational Education; Adult Education Centre; Chamber of Commerce and Chamber of Crafts; Ministry of Education and Sport; Ministry of Labour, Family and Social Affairs; National Employment Office and its regional offices; Board of Education; National Statistical Bureau; branch (sectoral) organisations; unions; VET schools (school centres for youth and adult education); companies; private agencies; research sphere (universities, institutes); media.

Presentations at the seminar were made by the members of research team of the Faculty of Social Sciences that also prepared the national draft report (Miroslub Ignjatović, Ivan Svetlik, Martina Trbanc). Mrs. Helga Dekker, a representative of Max Goote Expert Center (University of Amsterdam), presented general facts about the international project, its background and organisation. Mrs. Dekker also presented the key findings of the analysis of European level survey data (for all three contexts: economy and technology, employment and labour market, education and training), which she additionally illustrated by comparing some of the Slovenian, Austrian and Estonian results.

5.3.2. Structure of the seminar

The aims of the seminar were to present the results on the trends and strategies of the scenario survey in Slovenia, to compare these results to the key results found in other countries involved in the project, and to discuss (brainstorm) the possible scenario options.

The seminar began with a general introduction and presentation (presentation of the background and the aims of the international project, phases and organisation of the project), followed by presentation of the project implementation in Slovenia and the procedure used for data collection. In the second part of the seminar, the results were presented and discussed for all three contexts (economy and technology, employment and labour market, education and training). The presentation of the most important and likely factors of trends and strategies was made for each context, followed by comparison with the key findings of the European level data (analysis of data from all participating countries), additionally illustrated by
comparison of Slovenian findings to the findings of two selected countries (Austria, Estonia). Extensive (structured) discussion followed the presentations on each of the contexts. The discussion focused on the key factors of trends (that represent the key dimensions for making the scenarios), the comparison of Slovenian outcomes to the European level findings and, above all, on brainstorming the possible (provisional) scenario options.

The agenda of the seminar is annexed to this report (see Annex 2).

5.3.3. Discussion

5.3.3.1. Context A: economy and technology

Two main factors were considered for the scenarios:

(a) specialisation and integration of economy by means of information and communication technology (ICT);

(b) social consequences of globalisation.

<table>
<thead>
<tr>
<th>Weak (no) social consequences (effects) of globalization</th>
<th>low specialization and integration of economy by means of ICT</th>
<th>high specialization and integration of economy by means of ICT</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Economic Stagnation, Socially Controlled</strong> (or equality in poverty): no dynamics, easily manageable (controlled social stagnation)</td>
<td><strong>Manageable Development:</strong> controlled development based on strong planning and state interventions; communication between enterprises, enterprises socially responsible</td>
<td></td>
</tr>
<tr>
<td>Strong social consequences (effects) of globalization</td>
<td><strong>Economic Stagnation, Socially Not Controlled:</strong> old technology, no modernization, high social differentiation and economic inequality</td>
<td><strong>Segmented Development</strong> (fragmentation): liberal economic development, greater economic and social differentiation</td>
</tr>
</tbody>
</table>

The following summarises the remarks of participants during the discussion.

High specialisation of the economy and manageable development, demands greater involvement of enterprises in education and training.

How can we, through the strategies, influence existing and potential social inequalities? Especially dangerous are the consequences of ageing of the active population and discrimination against older workers – for these the strategy of supporting lifelong learning (its implementation, incentives for it) is very important (it would fit mostly in the manageable development scenario).
The Slovenian respondents were very much concerned about the social consequences of globalisation and generally about increasing social differences that could be a side-effect of quick and uncontrolled economic modernisation. This concern is emphasised more in Slovenia than in other participating countries and it shows that the traditional focus on social issues in Slovenia is still very much alive. The question is whether this is good or bad from the development point of view. Shouldn’t we be more concerned about questions of entrepreneurship, competition and the dynamics of development? The participants from companies and private agencies pointed out that the question is not whether or not social differences will increase (this can be regulated), but whether Slovenia will be technologically and economically integrated into the EU and into mainstream development. If not, we can expect a closed and rigid economy and even if there is high social equality, the levels (quality) of that equality will be low. If we have economic development, than we have also the basis for regulating social differences; if we do not have economic development, even high social equality does not mean much (because the levels are so low).

Globalisation (including the social changes that it is bringing) does not always mean bad things, as seems to be the case in the perception of Slovenian respondents.

In thinking about scenarios it is important to take into account also the level of current economic and technological development in Slovenia. Most enterprises still do not have modern technology or have problems matching technological development.

It is important to consider the influence of other countries, specially the EU countries, on legislation and on the general functioning of the Slovenian economy. Developments in the EU countries have a strong influence on the direction of developments in Slovenia. So what can we expect from economic and technological developments in EU countries in the future? Another important question is how will Slovenia be accepted within the EU? What will be the economic and social consequences if (when) Slovenia becomes a member of the EU?

What do the four provisional scenarios in the context of economy and technology mean for education and training? In the case of the first scenario (economic stagnation, socially controlled) the educational system stays as it is. Reform progresses slowly, there is a concern for the high level of integration of youngsters in the school system, there is a strong initial education system and fragmented, not strong, system of adult education; enterprises do not develop much training for their employees. In the case of the second scenario (manageable development), we could expect a strong public sector role in education, intervention by the state (several educational and training programmes for the unemployed, programmes and different schemes and subsidies offered not only to the individuals but also to companies), a strong focus on marginal groups (integration of the disadvantaged and potentially excluded), strongly developed (state supported) longlife learning (adult education), development of complex forms of learning society (on all levels). In the case of the third scenario (economic stagnation, socially not controlled), we could expect a poor education system, reducing public (state) money available for education and training, education and training mainly privately paid for, enterprises training only groups of core workers (investing only in small groups of workers) – in general, the state would try to withdraw from the educational area, but most of the individuals would not have the money to finance their own education and training. In the
case of the fourth scenario (segmented development), we could expect a differentiated school system: public schools of not very good quality and many private schools of good reputation; adult education organised on private (market) bases, with individual participants themselves paying for it, companies training only core workers (a clear differentiation between those who can afford the education and training and those who can not).

The Slovenian respondents found the state most important and responsible actor in the context of economy and technology. The national state is important, and also the EU level. This perception actually leads to scenario number two, manageable development (controlled development based on strong planning and state interventions). How do we explain that the Slovenian respondents see the (national) state in the role of the main, responsible actor in the context of economy and technology? Socialist tradition? The possible explanation is the situation of the transition in which the state played a strong role (the state as the strongest social partner, employers and unions still developing identity and strength).

Two things seem to be typical for the reactions of Slovenian respondents (compared to the results from other countries participating in the project). In context A (economy and technology) there is concern about the social consequences of globalisation (increasing social inequalities) and seeing the state as the main responsible actor for actions in this field.

5.3.3.2. Context B: employment and labour market

Two main dimensions were considered in the scenarios:

(a) flexibilisation and life-long learning;
(b) management of knowledge, specially focused on older workers.

The following summarises the remarks of participants and the discussion:

Why do the Slovenian results about the key factors in the context of employment and labour market differ so much from the results for all participating countries? For Slovenia we would expect the results of the European data, not the results that we actually got.

Perhaps we should rethink the content and the naming of the factors that are most important for creation of the scenarios in Slovenia, i.e. look again at the components of each factor and see whether we understood and named them well enough. Trends that form the first factor (flexibilisation and life-long learning) are:

(a) learning organisation;
(b) ageing and life-long learning;
(c) multicultural working environment;
(d) flexibilisation of labour market.

The common point of these four trends that are part of the first factor, is flexibilisation and life-long learning.
What do we understand as a learning organisation? The representative of a private agency stressed that a learning organisation does not mean an organisation that has different forms of training organised for its employees, but an organisation that is open and is learning on the basis of its own functioning (constantly changing and adopting organisation).

Lifelong learning is not only learning and training connected to work. It is learning that embraces all spheres of life and is very complex.

Knowledge management is a complex system and it cannot be made or focused only on older workers. Enterprises there either have a knowledge management system established or they do not – if there is a knowledge management system, it embraces all workers (workers of all ages and no matter of what kind of work they are performing).

The problem with the two main factors of the Slovenian data (in the context of employment and labour market) is that they are both heading in the same direction (the content of both, that is the trends that they include, is very similar). For example, they both include the element of lifelong learning. Because of that, the creation of scenarios is very difficult (the combinations of both factors are nor very ‘productive’). What is missing for good scenario making is the structural element (the factor that would include structural changes in employment and labour market). Should we consider taking the third factor into scenario construction?
Flexibilisation is understood at the level of the national employment system; life-long learning is understood at individual level. The key question of the scenarios in the context of employment and labour market is how we manage the intellectual capital of the labour force? In the opinion of Slovenian respondents, the key actor in this context is again the state. The enterprises are not very high on the list of responsible actors. It can be concluded from the results and the discussion that the important role of the state is to protect mechanisms and to stimulate enterprises to play a bigger role in knowledge management and in lifelong learning.

5.3.3.3. Context C: education and training

Two main dimensions were considered in the scenarios:

(a) pluralisation of provision of education and training;
(b) decentralisation of education and training.

<table>
<thead>
<tr>
<th>Centralisation of education and training</th>
<th>low pluralisation of provision of education and training</th>
<th>high pluralisation of provision of education and training</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Rigid Formal System:</strong></td>
<td>central public school system</td>
<td><strong>Integrated, Plural Public System:</strong></td>
</tr>
<tr>
<td></td>
<td>(rigid, conservative system, only school model education)</td>
<td>integrated education, formalisation of informal education and training – certification: developed procedures and institutions for certification of knowledge and skills, primarily on the national level, but also on the company level</td>
</tr>
<tr>
<td>decentralisation of education and training</td>
<td><strong>Decentralised System,</strong> but still very school oriented; the state gives licenses to the schools</td>
<td><strong>Plural Fragmented System:</strong> high pluralisation of providers, high decentralisation – but very fragmented and not manageable</td>
</tr>
</tbody>
</table>

The question about the fourth scenario (plural fragmented system) is whether plurality and decentralisation necessarily lead to fragmentation or is it possible to ensure transparency in this model too? The key question for the discussion is how to ensure congruency (harmony) in
a system that is highly plural and decentralised (and is also very complex). Is this possible at all? If so, what strategies are necessary to achieve it?

The role of economic branches and branch organisations for pluralisation and decentralisation of education and training is important, especially for informal education related to work. Their role in development of certificates related to work training should be strong. They could also organise training for workers in the so-called inter-company training centres (and certify these forms of training).

Who should be the main actor in the context of education and training? Again, the Slovenian respondents understand the state as the most important actor (combined with other actors, like enterprises, schools, individuals).

5.4. **Euro factors**

The first part of the analysis included nationally specific trends and strategies. Their appearance in the analysis affected the composition of the components, especially in some cases where these national trends and strategies were parts of the components (factors) that would be used for constructing the scenarios. Usage of the nationally specific trends and strategies contributed to the nationally specific results which is important for better understanding of the situation in the particular country and creating ‘perfect fit’ scenarios for the particular country. However, these results are not directly comparable with the results from countries performing the same research. At the same time, some of the nationally specific trends and strategies were excluded by Slovene experts as not relevant.

To obtain internationally comparable results, in the second part of the analysis, nationally specific trends and strategies were omitted from the selection of trends and strategies and another set of factor analyses was performed. This time we also loosened the criteria to some extent (trends and strategies with scores lower than 0.500 were included in component in cases where this score was the highest score for a particular trend or strategy) in selecting trends and strategies. In other words, we tried to include all trends (or strategies) in the process of creating components.

These changes in the methodological approach caused some (slight) changes in the composition of the components, in the amount of variance explained by a particular component and consequently in the rankings of the components in particular context.

Furthermore, the changes forced us to reconsider (even if in most cases the structure of the components stayed unchanged) the naming of the components.

5.4.1.1. **Context A: economy and technology**

The first five components in context economy and technology had the following structure:
(a) A1: modernisation of organisation of production and the increasing career dynamics, is composed of trends that emphasise reorganisation of production, restructuring and integration of companies based on the common production goals, caused by the impact of the new information and communication technology, and increasing dynamics in people’s careers and skill demands;

(b) A2: restructuring of the economy towards SMEs and more entrepreneurial skills, describes the growing importance of the small and medium-sized enterprises in generating innovations, greater interdependence between SMEs and larger companies, the growing importance of regionally based economies and entrepreneurial skills, and the changing structure of the European economy based on the accession of central and eastern European states.;

(c) A3: sustainable growth with in-company training, emphasises the increasing significance of non-economic issues in the social and individual’s life, changing attitudes towards technology, and increasingly direct involvement of the companies (alone and in collaboration with other companies) in job-related training;

(d) A4: competition by knowledge and permanent restructuring, is the result of trends that emphasise international competition and the need of companies to become more flexible and competitive by using knowledge-intensive processes enhanced by the utilisation of information and communication technologies (ICT);

(e) A5: social consequences of globalisation, emphasises the increasing importance of the, to some extent unpredictable, social consequences of globalisation (impact on national culture and social infrastructure, on social differentiation and inequality) and the increasing importance of the private/public partnership in coping with the common problems.

For the constructing of the scenarios the same components were selected as in the nationally weighted analysis: A1 (0.658) and A5 (0.633).
The provisional scenario matrix was as follows:

<table>
<thead>
<tr>
<th>Weak (no) social consequences of globalisation</th>
<th>Lower degree of modernisation</th>
<th>Higher degree of modernisation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Rigidity</td>
<td>Context in which there is no change in the organisational and social structure</td>
<td>2 Socially controlled modernisation</td>
</tr>
<tr>
<td>2 Socially controlled modernisation</td>
<td>Context in which there are changes in organisational structure of companies with measures to alleviate the impact on social structure</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Strong (many) social consequences of globalisation</th>
<th>3 Deepening of social inequalities</th>
<th>4 Flexibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Context in which companies do not change their structure but there are growing social inequalities caused by globalisation</td>
<td>Context in which there is high dynamics in both restructuring of the companies and in the growing of the social inequalities</td>
<td></td>
</tr>
</tbody>
</table>

The first four components had relatively high reliability so they were taken for further analysis:

(a) strategy based on the greater role of companies in VET;
(b) strategy based on developing mechanisms for forecasting, certification and international exchange of workers and students;
(c) strategy based on the modernisation of VET content;
(d) strategy based on investment by the private sector in lifelong learning.

5.4.1.2. Context B: employment and labour market

The first five components had the following structure:

B1: labour market modernisation, covers some trends that stress the importance of more effective utilisation of the human resources, especially of the older workforce by enhancing their education and skills (the importance of knowledge management), changes in the structure of responsibility and authority within organisations, increasing demand for broader (social and communicative) skills and competences, and greater mobility of the labour force;

B2: all-embracing meaning of the continuing education, embraces different aspects (lifelong learning, the concept of the learning organisation) and the implications (multicultural workplace, different life styles) of the fact that education and knowledge now have greater importance for companies and for individuals, on the one hand, and surprisingly, the opinion that with the integration of CEE and EU countries, the migration of highly qualified people into western Europe will not increase, on the other;
B3: public interference with education and employment, is composed of trends that emphasise some characteristics of the present situation in the labour market (rising unemployment of the younger population and training available only to the permanent staff) and the necessity that social institutions play an important role in diminishing the negative effects of labour market flexibilisation;

B4: flexibilisation of employment, is composed of trends that describe the process of flexibilisation of the labour market and its impact on the structure of companies and industrial relations;

B5: labour force differentiation, is composed of trends that emphasise greater geographical and occupational mobility of the labour force and greater social differentiation inside the labour force and its polarisation based on the level of qualification.

Originally, on the basis of the highest correlation between component’s importance and likelihood, the first two components B1 (0.614) and B2 should be selected for constructing the scenarios. However, a reliability check on the components showed that the second component B2 has a very low reliability (standardised alpha=0.3996). For this reason the component with the next highest correlation between the importance and likelihood, B5 (0.461) was selected as a substitute.

Provisional matrix for context B:

<table>
<thead>
<tr>
<th>Low degree of labour market modernisation</th>
<th>High degree of labour market modernisation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low degree of labour force differentiation</td>
<td>1 Rigid, non-polarised labour market Context in which the characteristics of the traditional labour market prevails and there are no changes in the structure of the labour force</td>
</tr>
<tr>
<td></td>
<td>2 Rigid, polarised labour market Context in which there is a growing segmentation of the labour force, not caused by the labour market modernisation</td>
</tr>
<tr>
<td>High degree of labour force differentiation</td>
<td>3 Modernised and regulated labour market Context in which there is the trend towards the labour market flexibilisation with the strong measures to control the differentiation of the labour market.</td>
</tr>
<tr>
<td></td>
<td>4 Liberal labour market Context in which there is a change in the labour market towards greater utilisation of the labour force without any special measure to tackle the social effects of the modernisation.</td>
</tr>
</tbody>
</table>

The first four components had relatively high reliability:

(a) strategy based on the social arrangements for supporting greater flexibility and mobility of labour force;

(b) strategy based on promoting partnership in VET for well-being of employees;

(c) strategy based on incentives for life-long learning for greater security in a deregulated environment;
(d) strategy based on the flexibilisation and deregulation of the local/regional labour market.

5.4.1.3. Context C: training, skills and knowledge

The first five components comprised the following trends:

C1: increased individualisation of the education and greater importance of transferable skills, is composed of trends that are focused on the individualisation of VET (modular VET courses), on increasing demand for general and transferable skills, on increasing expectations that individuals should take more responsibility for their own education (including covering the rising expenses of education) and on rapid changes of the knowledge management content;

C2: greater role of companies, regions and new skills, is composed of trends that stress the importance of in-company training, specialisation, regionalisation and adaptation of VET to rapid changes (flexibilisation) and the greater importance of the social and communication skills;

C3: outcome based non-formal education in co-operation with SMEs, emphasises the importance of closer co-operation between different VET providers and companies, particularly SMEs and the impact that ICT have on the more autonomous and less formal education;

C4: social inclusion role of the formal education and VET; emphasises the growing importance of formal education and VET for social inclusion of the unemployed, older and all other groups at risk of social exclusion;

C5: modernisation of VET, describes trends of greater inclusion of ICT in formal education and training and the implications of that - decentralisation and greater autonomy of VET institutions.

Two components that had the highest correlation between importance and likelihood and were elements to be considered in constructing scenarios for context C were components C2 (0.673) and C5 - (0.651).
Provisional matrix for context C:

<table>
<thead>
<tr>
<th>Small role of companies and regions</th>
<th>Traditional VET</th>
<th>Modernised VET</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td><em>1 Traditional, school oriented VET</em></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Context in which there is a centralised VET not connected with the needs of the companies and regions</td>
<td><em>2 Modern, school oriented VET</em></td>
</tr>
<tr>
<td></td>
<td><em>Context in which there is a centralised, state governed VET, but responsive to the skill needs of the companies and regions</em></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Greater role of companies and regions</th>
<th>Traditional VET</th>
<th>Modernised VET</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td><em>3 Traditional, partnership oriented VET</em></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Context in which there is a trend towards decentralisation of the VET content in co-operation with the social partners, but still in the frames of the formal education</td>
<td><em>4 Modern, partnership oriented VET</em></td>
</tr>
<tr>
<td></td>
<td><em>Context in which there is a trend towards regionally and sector oriented VET, which is more flexible and responsive to the needs of companies – growing share of the non-formal forms of education</em></td>
<td></td>
</tr>
</tbody>
</table>

All four components–strategies had relatively high reliability and were all taken for further analysis:

(a) strategy based on giving greater priority to VET for life-long learning, mobility, flexibility and integration of the disadvantaged;

(b) strategy based on promoting key skills and social solidarity;

(c) strategy based on promoting education adapted to personal needs;

(d) strategy based on promoting modular certification system and coherent, unified qualification framework.

There were no significant changes in the structure and distribution of the actors compared with the results of the analysis that included the nationally specific trends and strategies.

### 5.5. Concluding remarks

#### 5.5.1. Summarising the results - trends

Since there were only minor differences between the the nationally weighted results and internationally comparable analyses, we have chosen to focus more on the second (internationally comparable) analysis as the basis for the concluding remarks. The following factors were selected as most reliable and suitable for constructing contextual scenarios – scenarios that are limited by the context in which they are selected.
Context A: economy and technology:
(a) modernisation of organisation of production and the increasing career dynamics;
(b) social consequences of globalisation.

Context B: employment and labour market:
(a) Labour market modernisation;
(b) labour force differentiation.

Context C: training, skills and knowledge:
(a) greater role of companies, regions and new skills;
(b) modernisation of VET.

Looking to the components that appeared as most important in all three contexts, there is one common feature. According to the respondents, modernisation of all three contexts (of the actors and institutions that feature in those contexts) is the one of most important elements for the near future. At the same time, the respondents expressed a great concern for the consequences that such expected development could produce.

5.5.2. **Summarising the results - strategies**

Strategies that remained relevant for future analysis and for directing the future development of the particular context, were as follows:

Context A: economy and technology:
(a) strategy based on the greater role of companies in VET;
(b) strategy based on developing mechanisms for forecasting, certification and international exchange of workers and students;
(c) strategy based on the modernisation of VET content;
(d) strategy based on the investment by the private sector in a lifelong learning.

In the context A, the selected strategies are focused primarily on the role of education in the future development (modernisation) of the Slovenian economy. Selected strategies are not directly connected to any of the four provisory scenarios. They can be successfully applied to either scenario number two (socially controlled modernisation) or scenario number four (flexibility).

Context B: employment and labour market:
(a) strategy based on social arrangements for supporting greater flexibility and mobility of the labour force;
(b) strategy based on promoting partnership in VET for the well-being of employees;
(c) strategy based on incentives for life-long learning for greater security in a deregulated environment;
(d) strategy based on the flexibilisation and deregulation of the local/regional labour market.

In context B, the selected strategies are focused on flexibilisation and deregulation of the labour market and primarily on the preservation and improvement of the social protection of the labour force affected by flexibilisation and deregulation. Selected strategies are suited particularly to the third scenario (modernised and regulated labour market).

Context C: training, skills and knowledge

(a) strategy based on giving the greater priority to VET for life-long learning, mobility, flexibility and integration of the disadvantaged;
(b) strategy based on promoting key skills and social solidarity;
(c) strategy based on promoting education adapted to personal needs; strategy based on promoting modular certification system and coherent, unified qualification framework.

In context C, the strategies that were selected are focused on flexibilisation of VET and its role in promoting social solidarity and social protection. Selected strategies promote the development of the fourth scenario (modern, partnership-oriented VET)

In conclusion it should be stressed once again that Slovene respondents expressed great awareness of the need for modernisation of the Slovene economy, labour market and the VET system. But, at the same time, they expressed great concern for the consequences of the processes of modernisation and the opinion that those processes should be regulated in such a way that the social security of the population is protected and maintained.

Finally, it can be observed that there are relatively big differences (two of six components in trends and three of 12 components in strategies can be marked as similar) in selecting components (trends and strategies) between the EU and Slovenia. These differences can be attributed to national specifics in the stage and direction of the past and present development in particular contexts as well as to the wider economic, cultural and historical development of the particular society.
6. **Second phase: new procedure**

The second phase of the project Scenarios and strategies for the VET in Europe started with a delay due to financial difficulties, which eventually forced Hungarian team to withdraw from the project. Consequently the situation forced the rest of the participants to adapt and to set up new, revised and co-ordinated procedure for the second phase of the project.

These new steps were:

(a) constructing meta-scenarios on the basis of the contextual scenarios from the first phase of the project;

(b) selecting descriptors and reference points for enabling comparability and similar structures (not the contents) of the meta-scenarios

(c) contacting national experts (interviews or workshops) and determining the relationships between meta-scenarios and strategies (importance and relevancy)

(d) dissemination of the results – national seminar, international conference.
7. Establishing descriptors for each scenario

7.1. Methodology

The first phase of the project constructed partial scenarios in three different contexts - areas of the society - on the bases of the more quantitative analyses; in the second phase more qualitative methods of the analysis were used. Partial scenarios from three different contexts (economy and technology, employment and the labour market, and training, skills and knowledge) were joined together in three meta-scenarios, which include all three contexts. In each meta-scenario different combinations of the values of the key factors (dimensions) from each context were applied to simulate three different situations in Slovenian society in the year 2010. These meta-scenarios should have equal and should be internally consistent.

Three selected meta-scenarios represent three different, equally probable, alternatives for Slovenia’s future development in the starting decade of the 21st century and, as such, they provide the conditions, and opportunity to prepare the strategies, for changing or preservation of the particular situation or process (according to the goals set by the state, institution or organisation).

In the process of making the meta-scenarios, several opinions and suggestions from Slovenian experts were taken into consideration as well as existing material on the future short-term and medium-term development of Slovenian society (such as the strategy for the economic development). Different trends that are at the moment perceived as predictable and more or less inevitable in the period until the year 2010, were also taken into account: Slovenia’s accession to the European Union, demographic changes, globalisation, introduction and development of information and communication technologies. These are processes that are rapidly modifying production and the social structure, especially in societies that are well integrated into the global economy.

Two important processes are described in brief.

7.1.1. Slovenia and the EU

Integration into the global economy via integration into the EU is one of the top priorities set by the Slovene Government. It is expected that full integration into the EU as an equal partner will provide new boost to the Slovenian economy, bring investments in technological development and the further growth in labour productivity. Based on these expectations, it is predicted that eventual delay of accession would cause worsening of the economic and social
situation in Slovenia. Thus quick integration into EU would represent a positive scenario (\(^2\)) in which the access to structural funds would ease the burden, and stimulate the transformation, of the Slovene economy. Slow integration into EU would be one of the elements of the negative scenarios, with recession in Slovenia and EU, growing national (or EU) protectionism, slower pace of the reforms in the central and eastern Europe and lower competitiveness.

7.1.2. **Demographic changes**

Slovenia is a small country, not just in territory but also in population, which at the end of 1999 was 1987755 (\(^2\)) (SORS, 2001a). In the last few years we have recorded stagnation of the population in Slovenia: fertility has been decreasing, while life expectancy and net migration have been gradually increasing.

Due to the persistently low birth rate and the relatively low net migration (\(^2\)), Slovenia’s population will continue to be stagnant until the year 2015, after which the population will decrease rapidly. Some projections predict that the population will be cut almost to the half in the next 75 years if the low birth rate remains persistent (IMAD, 1999: 53).

*Figure 9: Projection of the demographic changes of the Slovenian population in the period 1999-2030*

\[\text{Source: IMAD 1999, 56}\]

\(^{20}\) Regardless of some less desirable effects for the national state such as transfer of some powers (monetary, fiscal, etc.) to ‘higher authorities’, fear of cultural shock, fear of takeovers, etc..

\(^{21}\) In this statistical definition of Slovenian population, the data on the number of foreigners with permanent or temporary residence in Slovenia and the data on refugees are taken into account.

\(^{22}\) Only those foreigners with work permits – which are hard to get – are allowed to stay for a longer time in the country. The exception are refugees to whom Slovenia offered temporary protection.
The population is also becoming older. The proportion of the younger age groups (especially 0-14 years) is expected to decrease. At the same time, the proportion of older people in the population will increase.

Table 11: Demographic projection of some key factors for the period 2000-2010 - Slovenia

<table>
<thead>
<tr>
<th></th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
</tr>
</thead>
<tbody>
<tr>
<td>total population</td>
<td>1974945</td>
<td>1973821</td>
<td>1973125</td>
<td>1972807</td>
<td>1972786</td>
<td>1973007</td>
<td>1973415</td>
<td>1973949</td>
<td>1974596</td>
<td>1975368</td>
<td>1976241</td>
</tr>
<tr>
<td>share of the 0-14 age group</td>
<td>16.01</td>
<td>15.67</td>
<td>15.34</td>
<td>15.02</td>
<td>14.76</td>
<td>14.59</td>
<td>14.47</td>
<td>14.41</td>
<td>14.4</td>
<td>14.41</td>
<td>14.45</td>
</tr>
<tr>
<td>share of the 65+ age group</td>
<td>14.01</td>
<td>14.29</td>
<td>14.55</td>
<td>14.8</td>
<td>15.05</td>
<td>15.31</td>
<td>15.56</td>
<td>15.82</td>
<td>16.09</td>
<td>16.29</td>
<td>16.33</td>
</tr>
<tr>
<td>male activity rate</td>
<td>68.3</td>
<td>68.7</td>
<td>69.2</td>
<td>69.7</td>
<td>70.1</td>
<td>70.6</td>
<td>71.1</td>
<td>71.6</td>
<td>72</td>
<td>72.5</td>
<td>73</td>
</tr>
<tr>
<td>female activity rate</td>
<td>59.2</td>
<td>59.5</td>
<td>59.9</td>
<td>60.3</td>
<td>60.7</td>
<td>61.1</td>
<td>61.4</td>
<td>61.8</td>
<td>62.2</td>
<td>62.6</td>
<td>63</td>
</tr>
</tbody>
</table>

Source: IMAD, 1999: 56, 58

The proportion of the active population will also continue to increase, not only due to higher influx of graduates and lower incidence of drop-outs, but also due to the longer working life of older people. Thus, activity rates for men and women could also increase respectively.

Slovenia thus ‘needs more active migration policy, especially regarding the encouraging of selective immigration’. (IMAD, 2000b:129) Slovenia was, and still is, a relatively developed transitional country, attractive as an immigration country to economic migrants from less developed countries. However, it is unlikely that relatively limited number of jobs available now and in the future, due to the small labour market, would attract the economic immigrants required to drastically improve the demographic situation.

7.1.3. Descriptors

To describe each meta-scenario in a more precise way, a number of descriptors was selected and different values for each descriptor were assigned according to the main feature or main trend envisaged for the meta-scenario in question.

At this point, it should be stated again that each descriptor could have different values even in ‘the bigger frame’ of the same meta-scenario. The meta-scenarios are not a prediction of what will actually happen in the near future. They are tools for preparing ourselves for different challenges in the same future. They are, in our case, only three possible conditions from the palette of many other possible combinations of descriptor values which could apply.
Table 12: Descriptors in meta-scenarios

<table>
<thead>
<tr>
<th>Scenario 1</th>
<th>Scenario 2</th>
<th>Scenario 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>To what extent do companies restructure?</td>
<td>0</td>
<td>+</td>
</tr>
<tr>
<td>What is the structure of companies (size, no. of employees,...)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Privatisation of companies</td>
<td>+</td>
<td>+</td>
</tr>
<tr>
<td>How is cooperation between public and private organisations, companies and sectoral organisations with VET providers?</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>How will economic growth develop?</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>Specific regional links</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>Patterns of competition between organisations</td>
<td>++</td>
<td>+</td>
</tr>
<tr>
<td>Flow of capital</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>How large is the demand for low skills?</td>
<td>+</td>
<td>-</td>
</tr>
<tr>
<td>What is the general level of general education?</td>
<td>+</td>
<td>+</td>
</tr>
<tr>
<td>What is the demographic structure of the population and labour force</td>
<td>--</td>
<td>--</td>
</tr>
<tr>
<td>Which role does information technology play in globalisation?</td>
<td>+</td>
<td>+</td>
</tr>
<tr>
<td>To what extent does the EU have impact on regional and social aspects?</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>What is the proportion of foreigners in the Slovenian labour force?</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Which role does information technology play in the organisation of labour?</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>How important are social skills?</td>
<td>+</td>
<td>++</td>
</tr>
<tr>
<td>What is the degree of flexibilisation of labour?</td>
<td>0</td>
<td>+</td>
</tr>
<tr>
<td>What is the relation between work and training?</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>How large is the migration?</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>What types of inequality are present?</td>
<td>++</td>
<td>+</td>
</tr>
<tr>
<td>What is the status of groups at risk?</td>
<td>--</td>
<td>-</td>
</tr>
<tr>
<td>What is the situation of employment and the organisation of labour?</td>
<td>+</td>
<td>+</td>
</tr>
<tr>
<td>What are the patterns of communication between social partners?</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>Types of labour associations and how large is the membership of the unions?</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>To what extent does EU have impact on investments and international migrations?</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>What is the demand for general, social and communication skills?</td>
<td>+</td>
<td>++</td>
</tr>
<tr>
<td>What is the role of commercial training providers?</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>What is the practise on accreditation of non-formal learning?</td>
<td>0</td>
<td>+</td>
</tr>
<tr>
<td>How do VET providers adapt to regionalisation, decentralisation and what is the relation to SMEs?</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>What education/training provisions will there be for different groups at risk?</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>Willingness to invest in education by companies, workers, individuals?</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>What is the role of teachers?</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>Is learning a lifelong activity?</td>
<td>-</td>
<td>0</td>
</tr>
<tr>
<td>How is the co-ordination between initial and continuing training?</td>
<td>-</td>
<td>+</td>
</tr>
<tr>
<td>The role of information technology in education?</td>
<td>0</td>
<td>+</td>
</tr>
<tr>
<td>To what extent does the EU have impact on activities concerning recognition and transparency of skills?</td>
<td>+</td>
<td>+</td>
</tr>
</tbody>
</table>

-- means extreme worsening/decreasing
0 means more or less unchanged situation
++ means extreme improving/increasing
8. Meta-Scenarios

The main idea behind the meta-scenarios was to simulate three very different yet probable situations that could happen in the near future. In our case, these three situations or main themes chosen, could be described as:

(a) worse than now or ‘crisis’;
(b) ‘same as now’;
(c) better than now or ‘prosperity’.

We named the three meta-scenarios and assigned some main features as follows:

(a) economic and social crisis: restructuring incomplete, growth stopped, reduction of the labour force, high unemployment, centralised, regulated and rigid VET system;
(b) slow and steady (controlled) growth: slow pace of restructuring, growth controlled and slow, labour force relatively protected, reduction in unemployment, VET system relatively responsive to labour market needs;
(c) economic growth and flexibility: restructuring completed successfully, growth high and uncontrolled, high occupational and geographical mobility of the labour force, low unemployment rates and new social-security net introduced, decentralised and highly responsive VET system to the labour market needs.

On the international level several reference points - processes were determined and applied to ease and enhance the comparability between the scenarios from different countries.

Applied reference points were:

(a) economy and technology:
   (i) Restructuring;
   (ii) Growth;
   (iii) Competition;
   (iv) Privatisation;

(b) employment and the labour market:
   (i) flexibility/mobility;
   (ii) organisation of work;
   (iii) work/training patterns;
   (iv) inequalities.

(c) training, skills and knowledge:
   (i) general skills;
(ii) in-company training;
(iii) willingness to invest.

Finally, the meta-scenarios that were prepared for the experts can be seen below:
<table>
<thead>
<tr>
<th>Economy</th>
<th>Scenario 1</th>
<th>Economic and social crisis</th>
</tr>
</thead>
<tbody>
<tr>
<td>Restructuring</td>
<td>The membership of the new CE and EE countries overburdens EU funds, and with the recession and some elements of new protectionism in the EU, reforms in the new member countries are slowed down. The transformation of the majority of Slovenian companies is stopped. Those companies that went through restructuring faster have a better starting point than slower companies. The differences between Slovenian companies are growing. Because of the recession, successful Slovenian firms as well as those that are not successful, are easy targets for foreign take-overs.</td>
<td></td>
</tr>
<tr>
<td>Growth</td>
<td>After a relatively long period of steady economic growth and after becoming a member of the European Union, a new cycle of economic crisis also strikes the Slovenian economy. The Slovenian government loses control over harmonisation of industrial sectors with the EU economy and some of the sectors are strongly affected by that.</td>
<td></td>
</tr>
<tr>
<td>Competition</td>
<td>Economic crisis slows the process of adaptation of Slovenian firms to global competition. Globally, Slovenian companies are less competitive than 10 years ago. The infrastructure of social partnership built in the past is partially destroyed and new antagonisms between social partners (especially between trade unions and employers) rise again.</td>
<td></td>
</tr>
<tr>
<td>Privatisation</td>
<td>Privatisation of former public enterprises is finished, but in order to regain some control over the economic situation, the state considers getting back some influence in publicly important areas.</td>
<td></td>
</tr>
</tbody>
</table>

(23) For the quantitative description a 5 point scale was used: 1 = very little/few ... to 5 = very many/much ... . The scores can vary between 1 and 5.
Successful firms that are already on the global market, and are using the new IC technologies, are flexibly organised and have flexible and well-skilled workforces. Geographical mobility of the workforce inside the country increases, but there are several barriers to labour mobility at EU level. Most of the firms (SMEs) that are oriented to the domestic market lack the means for modernisation and are taking the steps of numeric flexibilisation to reduce the workforce.

For the majority of companies the new crisis means reducing the size of the workforce, new cuts in employment and strengthening of the hierarchical structure. The state adopts new measures to further deregulate conditions in the labour market.

Employers seek mainly young workers who are able and willing to work under conditions and rules set by the employers. Temporary work is a predominant pattern for newly employed workers. Since the restructuring of the Slovenian economy is not finished and the proportion of industry in the economy is still relatively high, there is still need for low skilled workers. Nevertheless, highly skilled and flexible workers are still needed. There is an open competition between companies for experts specialised in particular areas.

This, as a consequence, deepens the segmentation of the labour force. Economic crisis accelerates social differentiation and increases the occurrence of social inequality. Unemployment rises again. At the same time there is a reduction in vacancies and relatively closed new employment, which brings down some positive effects of demographic changes (ageing of the labour force and decreasing population) that would normally increase the demand for the available (even older) labour force.

<table>
<thead>
<tr>
<th>Labour market</th>
<th>Flexibility / Mobility 3-4</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Organisation of work 3</td>
</tr>
<tr>
<td></td>
<td>Work/training patterns 3</td>
</tr>
<tr>
<td></td>
<td>Inequalities 5</td>
</tr>
</tbody>
</table>

72
Educational institutions are also in crisis. The continuing process of educational reform, which should contribute to closer links between labour market demands and the educational system, is slowed down by lack of finances.

To provide general and transferable skills to as many people as possible, the state increases centralisation of the educational system (the provision and organisation of education).

Many providers of education cannot afford to include the IC technologies education. This raises the importance of in-company training, which can be afforded only by more successful (larger and medium sized) companies and for the specific needs (only for their core workers).

Employers try to withdraw from providing training places and apprenticeship places for students of vocational and professional programmes, and asking the state for finance to support training in the working environment. Individuals are rarely prepared to invest in education and training, with the exception of already highly educated and skilled individuals.

At policy level, the methodological approaches for anticipating training needs and the demands of the labour market, and the methodological tools for evaluating existing educational programmes, are still largely missing. Demographic changes increase the importance of certification and educational programmes for adults. At the same time, increased demand for a younger workforce causes a high drop-out from regular education or lower rate of continuing education.
**Scenario 2  |  Slow and steady (controlled) growth**

<table>
<thead>
<tr>
<th>Economy</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Restructuring</td>
<td>4</td>
<td>EU membership has little influence on the Slovenian economy.</td>
</tr>
<tr>
<td>Growth</td>
<td>4</td>
<td>The situation in the Balkans improves and many Slovenian companies find new, promising and not so demanding markets for their products and services. This slows down the process of restructuring and adapting to global competition. Smaller companies seek complementary partners for outsourcing and merging in order to improve production and to increase their share of the market. Some industrial sectors are more affected by EU membership, but the government provides measures that help to alleviate the losses.</td>
</tr>
<tr>
<td>Competition</td>
<td>3-4</td>
<td>The annual growth of GDP is about 3% and is controlled by the state measures.</td>
</tr>
<tr>
<td>Privatisation</td>
<td>3</td>
<td>Successful companies are stimulated, but in some cases the government still buys social peace by helping ‘the weakest’. Financial support from structural funds is not used selectively and efficiently and public administration is still big, expensive and not very efficient. Actions from different state institutions (ministries and other bodies) are not yet fully harmonised. Consequently, some successful Slovenian companies are globally competitive, but overall there is no big improvement in competitiveness compared with the year 2000.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Labour market</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Flexibility / Mobility</td>
<td>3</td>
<td>The Slovenian labour market is small, still mainly self-sufficient and relatively rigid. The laws introduced by the government to enable greater flexibilisation, at the same time, to some extent, protect the workers. Geographical and occupational mobility of the labour force is rising mainly at regional and the state level.</td>
</tr>
<tr>
<td>Work/ training patterns</td>
<td>4</td>
<td>The companies in general use IC technology. Employers emphasise greater and more effective utilisation of human resources, especially of the older workforce, by enhancing their education and skills. There is also greater demand for general and transferable skills. Temporary employment (mainly for the younger workforce) is still the predominant pattern of flexible employment.</td>
</tr>
<tr>
<td>Organisation of work</td>
<td>4</td>
<td>With the growing number of companies and growing number of people employed in the service sector, the organisational structure of the companies is also changing (reducing the number of hierarchy levels, adapting to more flexible environment). R&amp;D departments are gaining importance in more successful companies.</td>
</tr>
<tr>
<td>Inequalities</td>
<td>3-4</td>
<td>The growing demand on the workforce reduces the number of unemployed. Income inequalities and social differences slowly increase, but are understood mainly as the ‘motivation factor’ which keeps the unemployed in an active search for employment.</td>
</tr>
<tr>
<td>Training</td>
<td>Description</td>
<td></td>
</tr>
<tr>
<td>---------------------</td>
<td>--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>General skills</td>
<td>3-4</td>
<td></td>
</tr>
<tr>
<td>In-company training</td>
<td>3-4</td>
<td></td>
</tr>
<tr>
<td>Willingness to invest</td>
<td>3-4</td>
<td></td>
</tr>
</tbody>
</table>

The educational system is still fairly centralised, as is VET. VET is state controlled and regulated, but responsive to the skill needs of companies and regions. Some of the educational programmes are modularised. Educational providers use IC technologies in the education process and for administrative purposes.

The need to enhance the education level and skills of the older workforce is usually detected and demanded by employers, but in practice it is still expected that education (for the young and adults) will be mainly provided by the state. In-company training is provided mostly for core workers. Knowledge and skills acquired are recognised mostly in the internal market (inside company). Internal training markets prevail.

Many of the providers are connected in networks, which enables greater transparency and easier access to the programmes offered. Companies and regional structures, as well as the educational providers, occasionally analyse the labour market situation and the changing structure of labour demand, but there is still a lack of adequately qualified analysts.
### Scenario 3: Economic growth and flexibility

<table>
<thead>
<tr>
<th>Economy</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Restructuring</td>
<td>4-5</td>
</tr>
<tr>
<td>Growth</td>
<td>5</td>
</tr>
<tr>
<td>Competition</td>
<td>4-5</td>
</tr>
<tr>
<td>Privatisation</td>
<td>4-5</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Labour market</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Flexibility / Mobility</td>
<td>4-5</td>
</tr>
<tr>
<td>Work/ training patterns</td>
<td>4-5</td>
</tr>
<tr>
<td>Inequalities</td>
<td>2-3</td>
</tr>
<tr>
<td>Organisation of work</td>
<td>4</td>
</tr>
</tbody>
</table>
The educational system adapts to be more flexible and responsive to rapidly changing labour market needs. It is a rather decentralised system; there are numerous providers of educational and training programmes (for the young as well as for the adult population). Increased competition between those providers increases the quality of the programmes. IC technologies are used to achieve such goals. Labour market analyses are conducted on a regular basis and all labour market and education actors have qualified analysts. Databases are created at national level and promptly updated. New transferable skills and competences are integrated into curricula.

Employers realise the importance of lifelong learning, in-company training, specialisation and regionalisation of education. They co-operate with education providers in establishing the core skills and competences needed for successful performance of jobs and in decentralisation of the educational system. The concept of the learning organisation is fully implemented.

The growing proportion of the older workers increases the importance of the certification system and non-formal types of education. Increased welfare enables different actors (especially individuals) to invest more in education and training. The older population is especially stimulated to participate in various education and training courses.
9. **Further development of strategies**

All three meta-scenarios were the basic tool for attempting to achieve the final goal of the project - to, if possible, pinpoint the strategies that are robust enough to be used in improving VET in Slovenia regardless of which scenario will actually happen in the year 2010. A number of Slovenian experts was confronted with three meta-scenarios and asked to select two or three strategies from the list of 12 strategies, selected in the first phase of the project as most important strategies to direct and control the future development of VET, that are most suitable for each meta-scenario and to rank all strategies according to the importance for a particular meta-scenario.

The 12 most important strategies in Slovenia, selected in the first phase are:

(a) economy and technology:
   (i) greater role of companies in VET;
   (ii) developing mechanisms for forecasting and certification;
   (iii) greater investment of private sector in a lifelong learning;
   (iv) modernisation of the VET content;

(b) employment and labour market:
   (i) social arrangements for supporting greater flexibility and mobility of the labour force;
   (ii) promoting partnership in VET and life-long learning for well being of employees;
   (iii) flexibilisation and deregulation of the local/regional labour markets;

(c) training, skills and knowledge:
   (i) giving priority to VET for greater flexibility, mobility and integration of disadvantaged groups;
   (ii) promoting modular certification systems and a coherent, transparent qualification framework;
   (iii) promotion of key skills and social solidarity;
   (iv) promoting greater individual responsibility for own education and training;
   (v) promoting education adapted to the personal needs;

With the prepared meta-scenarios and 12 strategies presented above, 10 Slovenian experts were approached (five by personal interview and five by written questionnaire) and asked to:

(a) evaluate the prepared meta-scenarios regarding their internal consistency;

(b) analyse the relationship between each meta-scenario and 12 strategies regarding their importance and relevancy to the particular meta-scenario;
(c) give their expert opinion about actors, objectives, obstacles, finances, target groups, information needed, regulation needed, etc..

This resulted in the following rankings (24).

In the first meta-scenario, named economic and social crisis, the best ranked strategies were:
(a) greater role of companies in VET;
(b) giving priority to VET for greater flexibility, mobility and integration of disadvantaged groups;
(c) modernisation of VET content.

In the second meta-scenario, Slow, controlled growth, the highest ranked strategies were:
(a) modernisation of VET content;
(b) promotion of key skills and social solidarity;
(c) greater role of companies in VET.

In the third meta-scenario, economic growth and flexibility, the best ranked strategies were:
(a) promotion of key skills and social solidarity;
(b) modernisation of VET content;
(c) developing mechanisms for forecasting and certification;
(d) greater investment by the private sector in a lifelong learning.

Analysing all three meta-scenarios and strategies that are ranked best in each scenario, we found that the following strategies are, relatively speaking, robust enough to be used no matter which scenario prevails in the real situation:
(a) modernisation of the VET content - the strategy that appears among the highest ranked strategies in all three meta-scenarios;
(b) greater role of companies in VET - appears among the highest ranked strategies in the first and second scenarios;
(c) promotion of key skills and social solidarity - appears among the highest ranked strategies in the second and third scenarios.

(24) These are average rankings. Since each expert had his own opinion about the relevance and importance of each strategy in the particular meta-scenario, the easiest way to get the overall result was to calculate average ranking.
10. Strategies and scenarios further developed

Analysing 12 strategies in there different scenarios we found out that there are three strategies (modernisation of VET content; promotion of key skills and social solidarity; and greater role of companies in VET) that appear in all 3 scenarios as most important and relevant.

In addition, the following strategies were found ranked last in all three scenarios: promoting modular certification systems and a coherent, transparent qualification framework; flexibilisation and deregulation of local/regional labour markets; promoting greater individual responsibility for own education and training. For some, the common feature of those three strategies could be a lack of willingness to change characteristics of the present framework. But the real reason for such a ranking is probably the fact that there are other strategies that are more important to Slovenian experts.

Table 13: Average ranks for particular strategy in different scenarios

<table>
<thead>
<tr>
<th></th>
<th>Scenario 1</th>
<th>Scenario 2</th>
<th>Scenario 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>greater role of companies in VET</td>
<td>1</td>
<td>3</td>
<td>6</td>
</tr>
<tr>
<td>developing mechanisms for forecasting and certification</td>
<td>9</td>
<td>5</td>
<td>3</td>
</tr>
<tr>
<td>1. greater investment of private sector in a life-long learning</td>
<td>7</td>
<td>6</td>
<td>3</td>
</tr>
<tr>
<td>modernisation of the VET content</td>
<td>3</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>social arrangements for supporting greater flexibility and mobility of the labour force</td>
<td>6</td>
<td>9</td>
<td>6</td>
</tr>
<tr>
<td>2. promoting partnership in VET and life-long learning for well being of employees</td>
<td>4</td>
<td>7</td>
<td>8</td>
</tr>
<tr>
<td>flexibilisation and deregulation of the local/regional labour markets</td>
<td>11</td>
<td>10</td>
<td>12</td>
</tr>
<tr>
<td>giving priority to VET for greater flexibility, mobility and integration of disadvantaged groups</td>
<td>2</td>
<td>4</td>
<td>9</td>
</tr>
<tr>
<td>promoting modular certification systems and a coherent, transparent qualification framework</td>
<td>10</td>
<td>7</td>
<td>11</td>
</tr>
<tr>
<td>promotion of key skills and social solidarity</td>
<td>5</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>promoting greater individual responsibility for own education and training</td>
<td>12</td>
<td>12</td>
<td>10</td>
</tr>
<tr>
<td>3. promoting education adapted to personal needs</td>
<td>7</td>
<td>11</td>
<td>5</td>
</tr>
</tbody>
</table>

Same strategies from the first phase can be clustered, on the basis of their aims, as follows groups:

(a) improving the system framework. This cluster is consisted of the following strategies: 2) developing mechanisms for forecasting and certification:

(i) 7) flexibilisation and deregulation of the local/regional labour markets;

(ii) 9) promoting modular certification systems and a coherent, transparent qualification framework;

(b) improving the role of actors. This cluster contains the following strategies:
(i) 1) greater role of companies in VET;
(ii) 3) greater investment by the private sector in a life-long learning;
(iii) 11) promoting greater individual responsibility for own education and training;

c)  modernisation of VET content. In this cluster there are the following strategies:
(i) 4) modernisation of VET content;
(ii) 10) promotion of key skills and social solidarity;
(iii) 12) promoting education adapted to the personal needs;

d) Improving social protection. The following strategies form the cluster:
(i) 5) social arrangements for supporting greater flexibility and mobility of the labour force;
(ii) 6) promoting partnership in VET and life-long learning for well being of employees;
(iii) 8) giving priority to VET for greater flexibility, mobility and integration of disadvantaged groups.

The average ranks analysis for groups of strategies in particular meta-scenarios shows interesting trends (see table 8.1). Thus, improving the economic and social situation (transition from the first to the third scenario) increases the importance of strategies which emphasise modernisation of VET content and improving the role of the actors in VET. In other words, there is a tendency of transformation to a knowledge-based society. At the same time, there is a decline in the importance of strategies which emphasises improving the social security of the labour force.

When we analyse the cluster’s average ranks for different scenarios we get the following picture:

\begin{table}[h]
\centering
\begin{tabular}{|c|c|c|c|c|c|}
\hline
 & Scenario 1 & Scenario 2 & Scenario 3 \\
\hline
Improving the system framework & 10,00 & 4 & 7,33 & 4 & 8,67 & 4 \\
\hline
Improving the role of actors & 6,67 & 3 & 7,00 & 3 & 6,33 & 2 \\
\hline
Modernisation of VET content & 5,0 & 2 & 4,67 & 1 & 2,67 & 1 \\
\hline
Improving social protection & 4,0 & 1 & 6,67 & 2 & 7,67 & 3 \\
\hline
\end{tabular}
\caption{Cluster’s average ranks for different scenarios}
\end{table}
In the case of the first scenario – economic and social crisis – the Slovenian experts gave priority to the cluster of strategies aimed at improving social protection (4.00). They showed great concern about social security issues related to future developments in Slovenian society (consequences of modernisation). In the case of the first scenario, where economic and social crisis are predicted, this concern for social protection and its high ranking are not surprising. The cluster of strategies aimed at promoting modernisation of VET content is also relatively important (5.00) as well as the cluster of strategies aimed at improving the role of actors in VET (6.67). The cluster of strategies aimed at improving the system framework clearly does not have a similar degree of importance to the other clusters do in the case of the first scenario (10.0).
When the second scenario – slow and steady (controlled) growth – was analysed, the cluster of strategies aimed at modernising VET content emerged as the highest ranked cluster (4.67), while the other three clusters had very similar rankings. It could be said that in the case of moderate, controlled and balanced development, there is also a need for the controlled and balanced use of strategies. Modernisation of VET content (promotion of social and communication skills, personalised education, etc.) is clearly an important issue, but it could not be done without changing and improving other important aspects and areas of the Slovenian VET system and society as a whole.
If in the year 2010 Slovenia finds itself in a situation similar to the third scenario – economic growth and flexibility - then the cluster with the strategies for modernisation of VET content is the key one. Living in the knowledge society demands constantly improving and upgrading the level of knowledge accumulated. When living standards are rising, society transfers more risk-taking to the individual and one of the risks that the individual must take is investing more in his/her own education. The right degree and content of knowledge and skills provides the power to be flexible and bold in taking risks in an environment that gives a lot of opportunities. The cluster of strategies aiming to improve the role of actors in VET and the cluster aiming to improve social protection exchanged ranking in comparison to the second scenario. In the case of rising living standards and decreasing unemployment and social exclusion, social protection strategies lose their importance.

As a concluding remark it should be mentioned that the cluster of strategies aiming to improve the system framework was ranked last in all three scenarios. The reason for this could be found, not in the excellent shape of the current (or future) VET system framework, but more likely in the fact that Slovene experts found other clusters more important in the short term.
11. National seminar: final national conference

The final national conference took place in Ljubljana, on April 24, 2001. Forty experts from different institutions related to the topic of the project were invited (Centre for Vocational Education, Adult Education Centre, Chamber of Commerce and Chamber of Crafts, Ministry of Education and Sport, Ministry of Labour, Family and Social Affairs, National Employment Office and its regional offices, Board of Education, National Statistical Bureau, branch (sectoral) organisations, unions, VET schools (school centres for youth and adult education), companies, private agencies, research sphere (universities, institutes), media). Owing to different conferences being scheduled for the same time, only half of the invited experts attended.

Presentations at the seminar were made by the members of research team of the Faculty of Social Sciences that also prepared the national draft report (Mr. Miroljub Ignjatović, Mr. Ivan Svetlik, Ms. Martina Trbanc). As a representative of the international project Mr. Peter Grootings, ETF, attended the conference and presented some general facts about the international project, its background, organisation and results.

The aims of the seminar were to present the results of the second phase and to discuss (brainstorm) the implications for the Slovenian education system.

The conference was divided into two sessions. In the first session three meta-scenarios were presented as possible development scenarios for Slovenian society and there was discussion about them. The following remarks on the scenarios were extracted as most relevant:

(a) there should probably be greater emphasis on labour immigration flows from less developed European regions into Slovenia (especially regarding the changing demographic structure - ageing - of the Slovenian population and expected situation in the year 2010 - lack of labour force);

(b) a question was posed about the commitment of employers to employing and giving training and education opportunities to the older labour force. It is possible that it would be more profitable (efficient) for employers to import young workers from some less developed areas (such as the Balkans). It could also be asked where is the profitability limit in the education of older workers?

(c) the introduction of flexible employment patterns (work at home, tele-working) could be specially suited to older workers;

(d) taking into account new changes in the pension system, it could be expected that the social crisis would be more concentrated among the older population;

(e) the important question regarding the ageing of the Slovenian population is what will be the impact on the educational system (especially on public schools) since reduced flows of the younger generations to the schools could affect the system as a whole (reducing the number of classes, teachers)? What should be done to prevent such developments? One solution is restructuring of public schools (privatisation?), the
second is offering facilities and knowledge to applicants from abroad, such as ex-Yugoslav countries (exporting services);

(f) at the same time there is the question of what will be the numbers of young people in general education and those in vocational education. How can we achieve the optimal balance between those two streams of education?

(g) the impact of information technology on the development of new jobs could be understated. In the case of unemployment growth there should not be greater demand on the labour force regardless of its ageing. Greater demand could be noticed only in some occupations;

(h) in the case of transfer of production to areas with a cheaper labour force, there could be a case of greater long-term unemployment in Slovenia;

(i) presented scenarios were strongly based on economic rather than social development. There could be produced different scenarios in which economic growth does not automatically mean social security, but instead increasing unemployment and social inequalities;

(j) what are the consequences for the Slovenian education system if big multinational companies introduce their own systems of in-company training in Slovenia?

(k) what is the optimal degree of the flexibility of the educational system? Should it be responsive to different changes in its environment or should it be more stable and rigid to provide basic knowledge?

(l) an analytical approach lacks analytical bases for forecasting future development. This is particularly evident at regional and local levels.

(m) the presented scenarios could be read as follows: Scenario 1 - no change, Scenario 2 - small change, Scenario 3 - great change

In the second session, selection of the most important and robust strategies in each scenario and as a whole was presented and there was discussion on the importance of the strategies and different aspects in their implementation. The most important remarks on this topic were:

(a) for each of presented strategies it could be asked what or who must we sacrifice to implement a particular strategy? Who are the potential victims of implementation? For instance: in the case of modernisation of the curricula, we sacrifice the old curricula and teachers that can not adapt to the new ones. Or, in promoting the greater role of companies in the VET system - is the state prepared to invest in such a strategy even if companies do not have much interest in doing so?

(b) the strategy promotion of key skills and social solidarity is not yet implemented in the curricula. How can promotion of key skills be implemented - through linking different school subjects, and the introduction of different problem situations in the classes?
11.1. **Strategy 1: modernisation of VET content**

The most important actors related to the implementation of this strategy are: teachers (providers of education), who must be properly trained (for which the state should be responsible), school management, the state, and social partners.

Concrete measures that should be taken are:

(a) decentralisation of the education system;
(b) increasing the flexibility of the system;
(c) changes in the ways of financing the system;
(d) the third strategy, promotion of the key skills and social solidarity, could be integrated with the first one.

Particular steps that could be taken are:

(a) rotation of the teachers between school and companies;
(b) development of modern educational methodologies;
(c) new level of integration between knowledge and skills;
(d) pilot projects as experiments;
(e) defining key competences for teachers;
(f) modernisation of school management - development of key skills in management which is also important for successful modernisation of the VET system.

11.2. **Strategy 2: greater role of companies in VET**

The most important actors are the state and social partners. Regional development plays an important role in involving companies in VET.

Possible measures and steps that could be taken in implementing the strategy are:

(a) development of inter-company educational centres;
(b) development and modernisation of the dual system;
(c) greater initiative should be taken by big companies and the state;
(d) bigger companies can develop training systems more easily, though SMEs need much more educated and more versatile employees, but do not have means for their education and training;
(e) the state should take partial responsibility for human resource development in SMEs, as a part of three responsibilities: promotion of the development of SMEs, care for
education and training for the groups at risk, and care for education and training of those in flexible employment patterns;

(f) help from the state should be selective and focused;

(g) there is important role for schools and school management in promoting more innovative approaches to integration of work and learning. Schools can stimulate the interest of companies;

(h) a special fund should be established for human resource development - for establishing training needs and for fund raising activities;

(i) companies and schools should be stimulated into producing and investing in talents.

11.3. **Strategy 3: promotion of key skills and social solidarity**

The most important actors are teachers, the state and social partners.

The most important questions related to the strategy are:

(a) do we have domestic knowledge for development of competences or should we import it (importing the cases of good practice)?

(b) the role of companies in the development of competences is important - they must screen of the key competences of employees;

(c) introduction of pilot projects is also important, even if they fail at the end;

(d) big obstacles in implementation of strategy are legislation and regulations, for example on financing education;

(e) positive competition programmes between vocational schools (from particular fields) should be promoted as a benchmarking tool for their success;

(f) structures for the transfer and expansion of cases of good practice should be developed.
12. Conclusion

Constructing scenarios as ‘an internally consistent view of what the future might turn out to be - not a forecast, but one possible outcome’ (Porter, in Sellin et al, 2000:30) has proved to be a hard and demanding task.

It is hard to predict what will happen in 10 years. For an individual, 10 years represents a very long period, but for systems such as national states the same period is a very short time. Different perceptions of time could be an obstacle in preparing scenarios for analysing the future.

The next problem that we encountered during the project was that the experts could not entirely ignore the present situation while thinking about the future. They often complained that they could not think about the future trends without bearing in mind the current situation. Many of the trends proposed in the questionnaire and selected as most likely and most important in the near future, could be detected as ‘already in action’. Analysing the trends obtained in the first phase as most important and most likely to happen until the year 2010, one must ask to what extension are those trends products of minds that could not ‘freely fly to the future’ and to what extent are those trends really trends ‘from the future’?

This project has its own limitations related to the main object of the research – the future. In this perspective, the results–outcomes from this project must be approached with caution. Their value is in their power to stimulate further thinking about the possible future, searching for new solutions and new ideas on how to adapt and how to improve the situation.

Some of the trends and strategies that are selected by the Slovenian experts are already in action. It is important to emphasise the fact that Slovenian actors in the education system (and in VET as well) are well aware of the need for (constant) changes and adaptations of VET to the needs of the Slovenian economy and to EU conditions. The following statement is the part of the Memorandum on further development of vocational education and training in Slovenia written by some most active in the field:

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

(a) increasing flexibility (adaptability);
(b) raising quality;
(c) perfecting the institute of social partnership.

In performing the above tasks related to:
the following principles will be taken into account in the future:
(a) employability;
(b) lifelong learning;
(c) providing for everybody an opportunity for gaining at least an initial vocational qualification and an opportunity to upgrade it;
(d) equal opportunities regardless of sex or background;
(e) the necessity to link education and work.

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

Figure 13: A summary presentation of priorities for the modernisation of vocational education and training in Slovenia

<table>
<thead>
<tr>
<th>FLEXIBILITY</th>
<th>QUALITY</th>
<th>PARTNERSHIP</th>
</tr>
</thead>
<tbody>
<tr>
<td>PROGRAMMES</td>
<td>To develop and implement occupational standards and modular approach.</td>
<td>To link general, professional and practical knowledge in a more appropriate way.</td>
</tr>
<tr>
<td>INSTITUTIONS</td>
<td>To increase the autonomy and innovative capacity (regarding programmes, organisation and financing) of providers. To set up a network of vocational certification commissions.</td>
<td>To implement a quality assurance scheme for education providers.</td>
</tr>
<tr>
<td>ADMINISTR</td>
<td>To deregulate and decentralise the system of organisation and financing (subsidiarity).</td>
<td>To improve information support and competence of managers and other specialists.</td>
</tr>
</tbody>
</table>

The various tasks are in many ways interdependent:
(a) regional participation by social partners and the implementation of occupational standards and the modular approach will make it possible to enhance the adaptability
of the system, that is its ability to adapt more rapidly to local circumstances and the situation in society as a whole, both at national and international level;

(b) increased school autonomy (deregulation, etc.) and the decentralisation of vocational and technical education and training systems require a decentralised network of vocational certification commissions and the establishment of a quality assessment and assurance scheme for education providers;

(c) deregulation and decentralisation of the organisation and financing of vocational and technical education and training are tied to the plurality and transparency of funding sources and channels, which can be achieved by improvements in information support and competences of managers and other specialists. Cooperation of partners in financing, founding and management of vocational and technical education and training is imperative.” (Zgonc et al., 2000: 33-5)

By participating in the international project Scenarios and strategies for VET in Europe the members of the Slovenian team had the opportunity to apply some relatively new methods for analysing trends in the Slovenian VET system. The project outcomes may serve as an orientation for different actors to take concrete steps, measures and decisions in various situations. Thus, we hope that, with the results presented in the national report, we can contribute somewhat to the ongoing reform of the Slovenian educational system and VET system in particular.

We wish to thank all Slovenian experts who participated in this project as well as our European partners who provided us with some valuable professional and human experiences.
13. References


Annex 1

A sample of the factor analysis performance

*Context A: economy and technology*

There were 10 components that exceeded eigenvalue 1 and they explained 70.552% of variance. For the further steps of the analysis, we limited the number of components to first five components that explained 46.830% of variance.

**Table 15: Rotated Component Matrix, Context A**

<table>
<thead>
<tr>
<th>Component</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>T01I</td>
<td>-2.831E-02</td>
<td>.595</td>
<td>-.163</td>
<td>.287</td>
<td>-.173</td>
</tr>
<tr>
<td>T02I</td>
<td>5.175E-02</td>
<td>.676</td>
<td>.190</td>
<td>3.805E-03</td>
<td>-1.074E-02</td>
</tr>
<tr>
<td>T03I</td>
<td>.408</td>
<td>.353</td>
<td>.167</td>
<td>-.235</td>
<td>5.243E-02</td>
</tr>
<tr>
<td>T04I</td>
<td>-9.543E-02</td>
<td>7.674E-02</td>
<td>.638</td>
<td>-2.024E-02</td>
<td>.314</td>
</tr>
<tr>
<td>T05I</td>
<td>6.362E-02</td>
<td>.731</td>
<td>1.641E-02</td>
<td>5.743E-02</td>
<td>8.974E-02</td>
</tr>
<tr>
<td>T06I</td>
<td>.163</td>
<td>.333</td>
<td>.280</td>
<td>.554</td>
<td>-4.831E-02</td>
</tr>
<tr>
<td>T07I</td>
<td>.438</td>
<td>6.614E-02</td>
<td>.364</td>
<td>.269</td>
<td>-.445</td>
</tr>
<tr>
<td>T08I</td>
<td>.691</td>
<td>.243</td>
<td>-9.262E-02</td>
<td>6.067E-03</td>
<td>.136</td>
</tr>
<tr>
<td>T09I</td>
<td>.689</td>
<td>.118</td>
<td>-.168</td>
<td>.127</td>
<td>5.973E-02</td>
</tr>
<tr>
<td>T10I</td>
<td>.481</td>
<td>-2.575E-02</td>
<td>9.377E-02</td>
<td>-6.474E-02</td>
<td>-.489</td>
</tr>
<tr>
<td>T11I</td>
<td>.487</td>
<td>.311</td>
<td>.212</td>
<td>.346</td>
<td>-2.087E-02</td>
</tr>
<tr>
<td>T12I</td>
<td>.312</td>
<td>.201</td>
<td>-1.500E-02</td>
<td>.193</td>
<td>-3.787E-02</td>
</tr>
<tr>
<td>T13I</td>
<td>.104</td>
<td>.293</td>
<td>.567</td>
<td>5.171E-02</td>
<td>-.113</td>
</tr>
<tr>
<td>T14I</td>
<td>.450</td>
<td>-6.696E-02</td>
<td>.497</td>
<td>.129</td>
<td>4.965E-02</td>
</tr>
<tr>
<td>T15I</td>
<td>.643</td>
<td>-.147</td>
<td>4.445E-02</td>
<td>4.664E-02</td>
<td>3.890E-02</td>
</tr>
<tr>
<td>T16I</td>
<td>.226</td>
<td>-.185</td>
<td>-2.729E-02</td>
<td>-.100</td>
<td>5.96</td>
</tr>
<tr>
<td>T17I</td>
<td>.336</td>
<td>2.399E-02</td>
<td>6.391E-02</td>
<td>.346</td>
<td>.463</td>
</tr>
<tr>
<td>T18I</td>
<td>3.677E-02</td>
<td>-3.288E-02</td>
<td>1.316E-02</td>
<td>.160</td>
<td>.674</td>
</tr>
<tr>
<td>T19I</td>
<td>.427</td>
<td>-2.552E-02</td>
<td>.489</td>
<td>3.447E-02</td>
<td>.101</td>
</tr>
<tr>
<td>T20I</td>
<td>5.517E-02</td>
<td>.103</td>
<td>.143</td>
<td>2.550E-02</td>
<td>.542</td>
</tr>
<tr>
<td>T21I</td>
<td>.433</td>
<td>-.321</td>
<td>-3.918E-02</td>
<td>.562</td>
<td>6.698E-02</td>
</tr>
<tr>
<td>T22I</td>
<td>.399</td>
<td>-2.089E-02</td>
<td>.163</td>
<td>2.463E-02</td>
<td>.109</td>
</tr>
<tr>
<td>T23I</td>
<td>-.128</td>
<td>-4.421E-02</td>
<td>.496</td>
<td>.409</td>
<td>-5.623E-02</td>
</tr>
<tr>
<td>T24I</td>
<td>-5.557E-02</td>
<td>.133</td>
<td>.104</td>
<td>.707</td>
<td>.172</td>
</tr>
<tr>
<td>T25I</td>
<td>.294</td>
<td>.238</td>
<td>-.413</td>
<td>.470</td>
<td>.210</td>
</tr>
</tbody>
</table>

Extraction Method: Principal Component Analysis.
Rotation Method: Varimax with Kaiser Normalization.
a Rotation converged in seven iterations.
Table 16: Component transformation matrix, context A

<table>
<thead>
<tr>
<th>Component</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>.762</td>
<td>.327</td>
<td>.325</td>
<td>.439</td>
<td>.118</td>
</tr>
<tr>
<td>2</td>
<td>.224</td>
<td>-.549</td>
<td>-.281</td>
<td>.024</td>
<td>.754</td>
</tr>
<tr>
<td>3</td>
<td>-.563</td>
<td>.469</td>
<td>.117</td>
<td>.396</td>
<td>.541</td>
</tr>
<tr>
<td>4</td>
<td>-.152</td>
<td>-.406</td>
<td>.890</td>
<td>-.115</td>
<td>.086</td>
</tr>
<tr>
<td>5</td>
<td>.169</td>
<td>.454</td>
<td>.100</td>
<td>-.798</td>
<td>.344</td>
</tr>
</tbody>
</table>

Extraction Method: Principal Component Analysis.
Rotation Method: Varimax with Kaiser Normalization.

The five components, after performed rotation, are structured (combined) from the selected variables (trends) (\(^25\)) as follows:

1. Component A1 (17.527 %) (\(^26\)) = t08 (0.691) (\(^27\)) + t09 (0.689) + t15 (0.643)

   Specialisation and integration of the production by means of information and communication technology

   Reliability coefficients
   alpha (\(^28\)) = .6726
   Standardised alpha (\(^29\)) = .6824

2. Component A2 (8.632 %) = t05 (0.731) + t02 (0.676) + t01 (0.593)

   Competition by knowledge and permanent restructuring

   Reliability coefficients
   alpha = .5532
   Standardised alpha = .5582

3. Component A3 (7.841 %) = t04 (0.638) + t13 (0.567)

   Holistic development by education

   Reliability coefficients
   alpha = .4063
   Standardised alpha = .4066

4. Component A4 (7.155 %) = t24 (0.707) + t21 (0.562) + t06 (0.554)

   Branch and regionally focused development and labour force flexibility

   Reliability coefficients
   alpha = .5474
   Standardised alpha = .5512

5. Component A5 (5.674 %) = t18 (0.674) + t16 (0.596) + t20 (0.542)

   Social effects of globalisation

   Reliability coefficients
   alpha = .5794
   Standardised alpha = .5826

\(^{25}\) Into consideration for combining components (factors) were taken only trends with the scores greater than 0.500 and they are sorted by the size in descending order.

\(^{26}\) Amount of the explained variance for the particular component.

\(^{27}\) Score (loading) for each variable (trend) that is a part of the component.

\(^{28}\) Cronbach’s Alpha – reliability coefficient that tells us how much correlation we expect between the observed score and the true score. It can be interpreted as a correlation coefficient that ranges from 0 to 1.

\(^{29}\) Standardized alpha is the alpha value that would be obtained if all the items were standardized to have a variance 1.
Annex 2

Agenda of the 1. National seminar

Monday, October 11, 1999, Ljubljana

8.30 - 9.00
Arrival of the participants, registration, distribution of working materials

9.00 - 9.15
Welcome addresses:
Mr. Vladimir Tkalec, director of the Centre of RS for Vocational Education
Prof. dr. Ivan Svetlik, Faculty of Social Sciences, University of Ljubljana

9.15 – 9.45
Presentation of the international project, background of the project, reasons for it, participating countries and the main aims of the project,
Presentation of the first international results,
Plans for further work (continuation of the research)
Mrs. Helga Dekker, Max Goote Expert Centre, University of Amsterdam

9.45 – 10.15
Presentation of the project implementation in Slovenia and the methodologies of data collection
Mrs. Martina Trbanc, M.A.

10.15 – 10.45
Coffee break
10.45 – 12.30

Context A: Economy and Technology
Presentation of the basic hypotheses and the results obtained – trends, strategies, actors. Factors resulting from trends and factors resulting from strategies. Two main factors of trends that are the basis for scenario making.

Mr. Miroljub Ignjatovic (M.A.)
Presentation of relevant European results – comparison of Slovenia, Austria and Estonia. Mrs. Helga Dekker
Moderated and structured discussion. Prof. Ivan Svetlik (D.Sc.)

12.30 – 13.30
Lunch break

13.30 – 15.00

Context B: Employment and Labour Market
Presentation of the basic hypotheses and the results obtained – trends, strategies, actors. Factors resulting from trends and factors resulting from strategies. Two main factors of trends that are the basis for scenario making.

Mr. Miroljub Ignjatovic (M.A.)
Presentation of relevant European results – comparison of Slovenia, Austria and Estonia. Mrs. Helga Dekker
Moderated and structured discussion. Prof. Ivan Svetlik (D.Sc.)

15.00 – 15.30
Coffee Break

15.30 – 17.00

Context C: Education and Training
Presentation of the basic hypotheses and the results obtained – trends, strategies, actors. Factors resulting from trends and factors resulting from strategies. Two main factors of trends that are the basis for scenario making.

Mr. Miroljub Ignjatovic (M.A.)

Presentation of relevant European results – comparison of Slovenia, Austria and Estonia. Mrs. Helga Dekker

Moderated and structured discussion. Prof. Ivan Svetlik (D.Sc.)

17.00 – 17.15

Final conclusions and plans for continuation of the project in Slovenia
Annex 3

Agenda of the 2. National seminar

Tuesday, April 24, 2001, Ljubljana

09.00 - 9.20 Welcome address
Mr. Ivan Svetlik (Faculty of Social Sciences, FDV)

09.20 - 9.40 Presentation of the Slovenian part of the project
Ms. Martina Trbanc (Faculty of Social Sciences, FDV)

09.40 – 10.30 Presentation of the International project as a whole
Mr. Peter Grootings (European Training Foundation, ETF)

10.30 - 11.00 Coffee Break

11.00 – 13.00 Possible scenarios for future development in Slovenia and European perspective
Mr. Miroljub Ignjatovič (Faculty of Social Sciences, FDV)

discussion

13.00 – 14.15 Lunch Break

14.15 – 16.00 Selection of the possible strategies for improvement of the VET in different scenarios of future development in Slovenia
Mr. Miroljub Ignjatovič (Faculty of Social Sciences, FDV)

discussion