



Wales Centre for Public Policy
Canolfan Polisi Cyhoeddus Cymru

Supporting the Welsh Lifelong Learning System

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Contents

Summary	4
Introduction	5
The context	7
A vision for lifelong learning in Wales	13
Rights and entitlements	22
Striking a balance between universal provision and targeting specific groups	27
Barriers to learning and participation	32
Balancing economic and social objectives	37
Roles and responsibilities	41
Supporting institutions to increase participation	50
Comparing the Welsh offer to other parts of the UK	53
Conclusion	59
Recommendations	61
References	64
Annex 1 – Contributors	70

Summary

- This report aims to support the implementation of the Commission for Tertiary Education and Research (CTER) as established in the Tertiary Education and Research (Wales) Bill 2021.
- It synthesises evidence on the importance of lifelong learning and offers a definition of lifelong learning that the Welsh Government could adopt, with a headline message drawing from UNESCO (2020): **‘Wales the land of lifelong learning; available to all, at every stage, and every sphere of people’s lives.’**
- The report suggests a set of rights and entitlements for post-16 education and skills that will underpin a strategy for lifelong learning. The establishment of proper facilities for education and training will be important in achieving this.
- The report outlines different approaches that can be adopted to ensure that there is synergy between what is offered, the requirements of individuals, and the job market. It calls for a balance between adult learning, higher and further education.
- The report recommends solutions for overcoming barriers to learning. It stresses the importance of equitable geographical coverage to redress the low learner numbers in some areas of Wales.
- It recommends that within a comprehensive lifelong learning offer, the Welsh Government prioritises those aged 16-18 and 19- 24 with poor essential skills, without a vocational level 2 and 3, and those at risk of redundancy.
- It also recommends a co-funding strategy for enrichment and social prescribing, and for level 4 and above that provides support for fees and maintenance.
- The report highlights the importance of joined-up government and recommends new strategic arrangements that emphasise open governance and trusting relationships between institutions.
- Local institutions should be given maximum flexibility to respond to local economic or social needs in their provision, while providing a comprehensive offer.
- Establishing outcomes and targets against which performance can be monitored will be important to ensure policies achieve their desired objectives.

Introduction

There is a long history underlying the concept of ‘lifelong education’ that goes back to the adult education reforms and movements of the early 1900s. Lifelong learning has now re-emerged on the international agenda with the seventh United Nations Educational, Scientific and Cultural Organization (UNESCO) International Conference on Adult Education (CONFINTEA) being held in 2022. Lifelong learning is seen by many countries as part of the solution to a range of pressing global issues that include the implementation of net zero climate change policies; the recovery from the Coronavirus pandemic; and supporting retraining needs in the context of artificial intelligence, and rapidly changing economies and labour markets. Lifelong learning is considered to be a way to improve productivity; to ensure better health and well-being; to engage people in democratic processes; to build a fairer, more equitable society; and to underpin ‘levelling up’ programmes.

We consider lifelong learning to cover learning at all ages, concentrating on post-16 adult education and training; and to cover all types of adult learning, including vocational, higher education, and community and informal learning. It includes universities, colleges, local authority adult education services, and other adult education institutions.

The Welsh Government has had a long-term commitment to lifelong learning, with policy innovation in this area dating back to two years after devolution:

‘Our goal is for Wales to have one of the best education and lifelong learning systems in the world. We want Wales to be a learning country, where high quality, lifelong learning provides the skills people need to prosper in the new economy, liberates talent, extends opportunities and empowers communities.’ (The National Assembly for Wales, 2001: 8).

To assist the Welsh Government in balancing the productivity-related objectives with the societal objectives of lifelong learning, the Wales Centre for Public Policy was asked to conduct an evidence review. This review aims to inform policy discussions and support the implementation of the Tertiary Education and Research (Wales) Bill published on 1st November 2021 which renews the emphasis on lifelong learning in Wales through the establishment of the Commission for Tertiary Education and Research (CTER).

The work involved a combination of research methods: a review of the literature and existing evidence was conducted; consultations with experts in the sector were held; an expert panel of stakeholders and policy leads was established to discuss the

research questions, and to gather information on the current situation in Wales and how providers operate to determine the need and to meet the demand for lifelong learning; a roundtable of experts and participants from the Welsh Government was held; and a review of the participation data was conducted to provide a baseline against which Wales and parts of the UK were benchmarked.

This report is structured around key areas of lifelong learning: the context in which it takes place; lifelong learning in visions and strategies; rights and entitlements to lifelong learning; the need to strike the balance between targeting and universal provision; barriers to learning; balancing the economic and social objectives; the roles and responsibilities of different stakeholders and lifelong learning governance structures; effective forms of support for learning institutions; and comparing lifelong learning in Wales with other parts of the UK. The report concludes with a set of consolidated recommendations to the Welsh Government.

The context

The Welsh Government has ensured that children's education is of good quality and that students are facilitated into higher education. However, the legacy of a deficit in adult skills has contributed to reduced productivity, unemployment, and labour turnover. This skills deficit has been exacerbated in recent years by economic and societal factors that have had consequences for the labour market including: the Coronavirus pandemic; Brexit; decarbonisation policies; increased automation in the workplace; longer working lives; and growing numbers in self-employment. All these factors highlight the need for retraining, as existing skills become outdated and there is limited learning across generations. Lifelong learning offers ways of mitigating rising unemployment and poverty, negative health consequences, and improving overall well-being.

Lifelong learning was first articulated as a concept in the 1920s by English educationist Basil Yeaxlee. Its roots can be traced back to the First World War and the 1919 report by the Adult Education Committee of the Ministry of Reconstruction, to which Yeaxlee contributed, and to the adult education tradition associated with groups like the Workers Educational Association in the UK (Stanistreet, 2018). Lifelong learning, as it is known today, was crystallised as a concept in the 1970s, as the result of initiatives from three international bodies: the Council of Europe; the Organisation for Economic Co-operation and Development (OECD); and the UNESCO (Stanistreet, 2018).

The Council of Europe proposed 'permanent education' as a part of a reshaping of education towards a more flexible and whole-life system where individuals would learn recurrently through life (Council of Europe, 1975). The OECD also called for recurrent education, alternating full-time work with full-time study (Stanistreet, 2018). But it was UNESCO's 1972 report 'Learning to Be' (also known as the Faure Report) which drew the most attention and had the most influence on current understanding (Stanistreet, 2018). This report advocated for 'lifelong education' as part of a process of character formation, which would be inclusive of formal and informal methods throughout adult life (Stanistreet, 2018: 11). Charles Hummel, a US educationist and author, called UNESCO's framing of the concept a Copernican revolution in education, in that it sees learning as a lifelong process, starting from the first day of life and continuing until the last day of life (Maehl, 2020).

In Wales, a key advocate of lifelong learning was the influential academic Raymond Williams. 'The Long Revolution' emphasised that learning was not only about gaining knowledge, or technical and vocational skills, but also involved character formation,

meeting the needs of ‘a member of an educated and participating democracy’ to involve themselves in society (Williams, 1961:148).

Lifelong learning ensures that individuals understand from a young age that learning is a lifetime activity, and that they need to manage their own learning plans and not rely entirely on the state. The state is there to raise aspirations and to ensure that the infrastructure and landscape that facilitate lifetime learning opportunities are available at the right time, and the right place (Kantar Public and Learning and Work Institute, 2018).

In addition to these resources, much has been written in Wales about lifelong learning, and there are a number of powerful statements and policy documents promoting new initiatives, discussed below. Implementing these has, however, been challenging. As with the rest of the UK, Wales has prioritised the skills element of a lifelong learning strategy, which has had a detrimental effect on the wider benefits of learning, and which may have contributed to a reduction in adult participation. There have been different policy approaches to lifelong education in Wales since devolution, ranging from integrated policies across different sectors, to a more fragmented policy environment. Recent developments do, however, indicate a return to better policy co-ordination.

Skill levels and trends in participation in adult education

The statistics on basic skills among adults in Wales are poor compared to other nations within the UK. While there are plans to slow the skills deficit pipeline and ensure that young people reach adulthood with robust skills, there is a residual population with poor skills. More concerning is that participation in adult education is decreasing. There is a long-standing problem with adult literacy, with around 600,000 working-age adults in Wales not being qualified to level 2 (Nomis, 2021).¹ Adults without qualifications at level 2 and above are likely to have outdated numeracy and literacy skills, and be lacking in the now all-important digital skills; impacting both their lives and the ambitions of their children.

Almost half of adults from the lowest socioeconomic groups have not received any training since they left full-time education. Only 12% of adults with no qualifications

¹ Qualification levels reflect the degree of assessed difficulty in obtaining the qualification and, in England, Wales and Northern Ireland, go from 1 (e.g. a GCSE at grades D, E, F or G) to 8 (e.g. a doctoral degree).

thought they would be very likely to receive job-related learning/training in the next two to three years (Centenary Commission on Adult Education, 2021).

The challenge for Wales is that:

- 23.5% of adults are without a level 2 qualification;
- 13.6% of adults are without a level 1 qualification and have poor essential skills;
- 53% of adults do not have the essential digital skills they need for work;
- 20% of the current labour market could be under-skilled for their job; and
- 66% of the whole workforce is under-skilled to some extent (Nomis/Office for National Statistics, 2021; Centre of Social Justice, 2021; Centre for Social Mobility, 2021).

In Wales the proportion with a level 4 qualification and above is 4% below the UK average, and the proportion with a level 3 qualification is 1% higher (Nomis, 2021).

Those with a disability are more likely to be unemployed than those who are not, and are also more likely to have lower qualification levels. 15.2% of disabled people have no qualifications, compared to 4.9% of non-disabled people; and they are also less likely to hold qualifications above level 2 (Statistics Wales, 2020).

Participation in adult learning and skills acquisition is decreasing (Social Market Foundation, 2020). The participation of British workers in adult education has decreased from 29% in 2004 to 15% in 2020. A comparison of people unemployed in 2012/13 shows that of those who did participate in some training, only 16% were still unemployed in 2017/18, while those that did not, 27% still had not found employment. In 2019, among individuals with the lowest educational levels, only 6% undertook some form of training or education. Table 1 demonstrates that there has been a large reduction in adult learners in further education, despite the overall numbers remaining stable.

Table 1: Numbers in higher education and adult learners in further education in Wales in 2013/14 and 2019/20

Education level	2013/14	2019/20
Higher education	129,130	124,055
Adult learners in FE	177,445	108,965

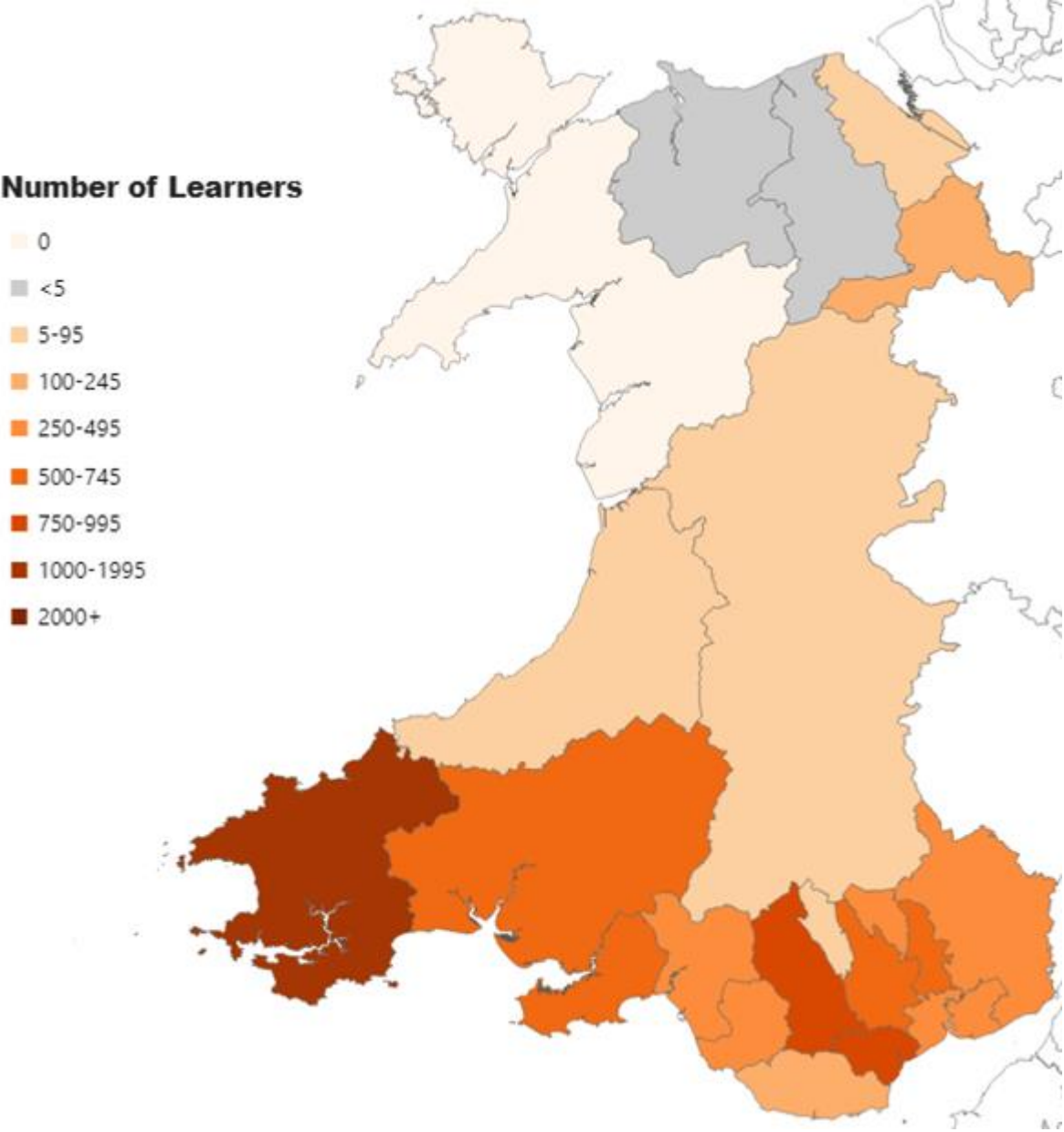
Source: Statistics Wales (2021); RCU (2021)

Welsh data also suggest that there is some inequity in delivery, and parts of Wales may be underserved by the current community learning offer. Figure 1 shows that,

according to the Lifelong Learning Wales Record (LLWR), current local authority community learning provision is concentrated in South Wales, with extremely limited take-up in north Wales.² However, LLWR data do not include 'assisted' provision, which forms a significant part of the offer in north Wales (RCU, 2021). Changes were made to the adult community learning grant funding model in 2019-20 which may reduce geographical disparities. These changes should be reflected in future data and further research will be needed to understand the full extent of any disparities in the offer and the impact of these changes.

² The technical annex, RCU (2021), contains more data on the profile and location of adult learners in Wales.

Figure 1: Total number of learners in local authority community learning in Wales by local authority (2019/20)



Source: RCU (2021); data from Statistics Wales (2021)

There are some indicators of positive performance (Welsh Government, 2021a):

- In 2020, qualification levels increased in Wales, following a continuing trend.
- Between 2019 and 2020 for working-age adults (18-64 year-olds) in Wales:
 - There is an estimated 0.9% decrease in not having qualifications.
 - There is a 1.8% increase in having at least level 2 qualifications.
 - There is a 2.9% increase in level 3 qualifications.

- Level 4 or above increased by 2.6%.
- The increase in level 4 or above was the largest year-on-year since measuring began in 2008, also accounting for the majority of the level 3 or above qualifications.

A vision for lifelong learning in Wales

This section discusses how lifelong learning has been captured in visions and strategies in Wales, and how rights and entitlements are used in the delivery of education and skills. It concludes with recommendations for a new definition of lifelong learning for Wales, an underpinning governance system, and what should be a right and what should be an entitlement.

The most recent and prominent statement of lifelong learning policy is the Welsh Government's Post-Compulsory Education and Training (PCET) vision from February 2021, which suggests that adult lifelong learning will again be at the core of the programme of reforms (Welsh Government, 2020c). The principles for change supporting the PCET strategic vision set out some of the benefits of lifelong learning for the post-18 cohort:

'The benefits of lifelong learning go beyond economic gain. Education and training develop resilient, ambitious, fulfilled individuals and active citizens, able to contribute to their local community and wider society.'
(Welsh Government, 2020c: 7).

Lifelong learning has been addressed in other policy areas and strategies. For example, the Well-being of Future Generations (Wales) Act (2015) (WFGA) is a key piece of legislation for policy making in Wales. Although the WFGA does not make specific reference to lifelong learning as a delivery strategy for the goals, the Future Generations Commissioner's report in 2020 drew attention to lifelong learning as being key to achieving the goals, suggesting that lifelong learning be embraced across government. Lifelong learning will therefore be an implicit part of the success of the WFGA achieving its goals, evident in further statements by the Future Generations Commissioner for Wales:

'The Commission [for Tertiary Education and Research] should be established in a way that reflects the principles of the Well-being of Future Generations Act and Welsh Government should direct the Commission to produce a national vision for lifelong learning that helps us meet the national well-being goals.'

A national vision should include development of a new Skills Framework for Wales....

Public bodies need to embrace the ambition for lifelong learning and should offer every opportunity to their staff to provide workplace learning opportunities. (Future Generation Commissioner for Wales 2020: 633-4).

In addition, in line with the UNESCO statement that education is a human right for all throughout life, the policy statement Adult Learning in Wales (2017) sets out the purpose and role of adult education in Wales, stating that it ‘changes lives and drives economic growth’ (Welsh Government, 2017: 5). Access must be matched by quality:

‘A Wales where learning is at the core of all we do; where participation in learning is encouraged and rewarded; and where people have equal opportunities to gain the skills for life and work that they need to prosper.’ (Welsh Government, 2017: 3).

The Tertiary Education and Research (Wales) Bill published on 1st November 2021 outlines the strategic duties of the CTER (Welsh Government, 2021b). Lifelong learning is placed at the centre of CTER’s work and a broad interpretation of tertiary education will be applied to include adult community learning (ACL) and basic skill learning. The Bill does not detail how the commitments in the 2017 Adult Learning in Wales policy statement will be taken forward. While it is envisaged that a policy and plan for ACL in Wales will be included in the future work of the CTER, it remains a risk that it will not be prioritised appropriately, as higher education and a restrictive interpretation of what constitutes further education are often seen as more important.

The PCET vision makes a commitment to lifelong learning and will supersede the plans laid out in the 2017 Adult Learning in Wales policy statement. However, as the Adult Learning in Wales vision does outline a fundamental aspect of lifelong learning, it would be beneficial for these plans to be integrated into CTER’s plans.

It would also be helpful for the CTER to build on the innovative work being undertaken in schools and early years education. The new Curriculum for Wales is starting to embrace an understanding of lifelong learning that covers all age groups, with school curricula required to promote ‘ambitious, capable learners, ready to learn through their lives’ (Welsh Government 2020a).

It is intended that CTER continues this work:

‘The new Commission will put the interest of learners at the centre of everything it does and align with the purpose-led learning of the pre-16 Curriculum for Wales’ (Welsh Government, 2020c: 13)

This is in line with the previous Minister for Education's 2020/21 remit letter to the Higher Education Funding Council for Wales (HEFCW) (Welsh Government, 2020b:1).

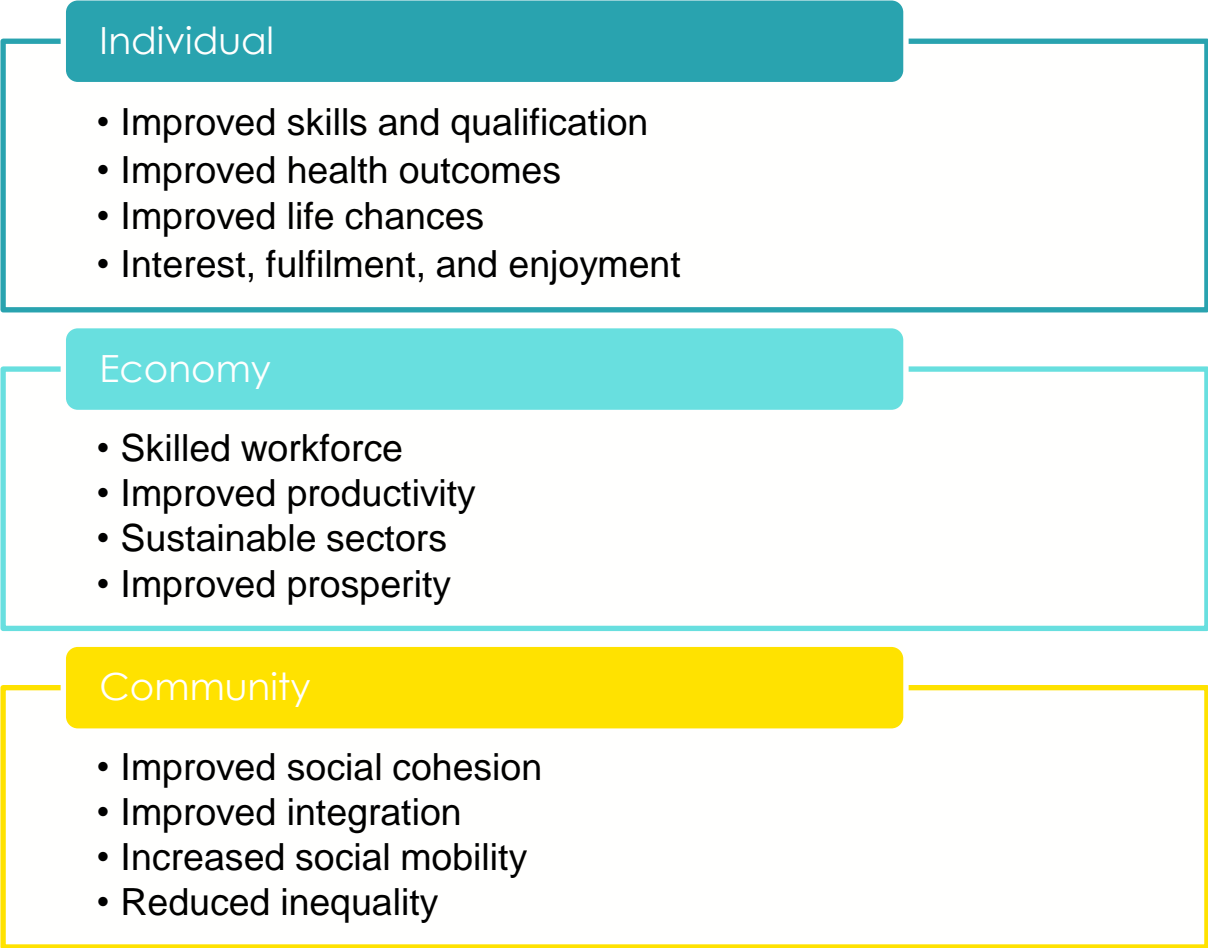
The WFGA framework and guidance does not place responsibility on post-18 learning providers other than universities to consider and implement the well-being goals. It is, therefore, important to ensure that the future work of the WFGA includes a vision for lifelong learning and places it as a delivery mechanism for the well-being goals.

The need for a co-ordinated approach

Lifelong learning supports individuals, employers, communities, and wider society. It encompasses the economic, social, and cultural dimensions of learning as well as improving skills and job prospects (see Figure 2). It also has wider benefits such as improving health and well-being, supporting the arts and cultural policy, and providing understanding of the importance of climate change. Interventions like 'social prescribing', where social or creative activities are prescribed for a health/well-being benefit to individuals, show ways in which learning can be used to achieve broader policy aims. And including up/reskilling in economic policy can help to ensure that Wales has the workforce it needs for the future.

As such, lifelong learning is not only the preserve of the education sector. It should involve wider government and be delivered not just by universities, colleges, and local authority adult education services, but by a network of local partnerships including the voluntary sector, private providers, and local government.

Figure 2: The benefits of lifelong learning



One of the most distinguishing features of lifelong learning is that it goes beyond the responsibility of education departments and should be implemented systematically across government. There are various international examples of how countries use their definitions of lifelong learning to support policy consistency and to effectively implement strategies across government, to reach all levels of society.

Sweden, for example, uses a key statement to create a shared understanding across all government departments. This is a useful model as it facilitates implementation and can function as the basis for further lifelong learning developments, including more government departments becoming involved in the programme.

The UNESCO framework, if it is adopted, requires governments to join and facilitate a new international agenda for lifelong learning, which it classifies as a universal

right. Each UNESCO member is encouraged to contribute to the seventh International Conference on Adult Education (CONFINTEA VII) in 2022; and governments are encouraged to consider a joined-up approach across departments.

In Wales, ensuring connections across policy areas, and the cross-cutting goals of the WFGA, provides opportunities to develop and embed the wider definition of lifelong learning. One option would be to explicitly cite lifelong learning as a delivery mechanism for other goals, including those under the WFGA, as adult education and learning can help fulfil the existing well-being goals. The current exclusion of lifelong learning as a delivery strategy for the well-being goals potentially weakens the implementation of the WFGA.

In addition to using the WFGA as a framework, the anticipated Social Partnership and Public Procurement (Wales) Bill offers opportunities for developing holistic approaches to work-based learning. These include encouraging both private- and public-sector employers to support capacity-building, by providing training and workforce development which would meet responsibilities in this area, while supporting lifelong learning in the workplace.

To ensure that a wider, cross-cutting definition is implemented, a new governance structure which brings together all government departments, providers, and local structures should be developed. The Welsh Government should use its available levers, such as planning capabilities and procurement processes, to facilitate increased participation and the joint use of facilities where possible.

A new vision for Wales

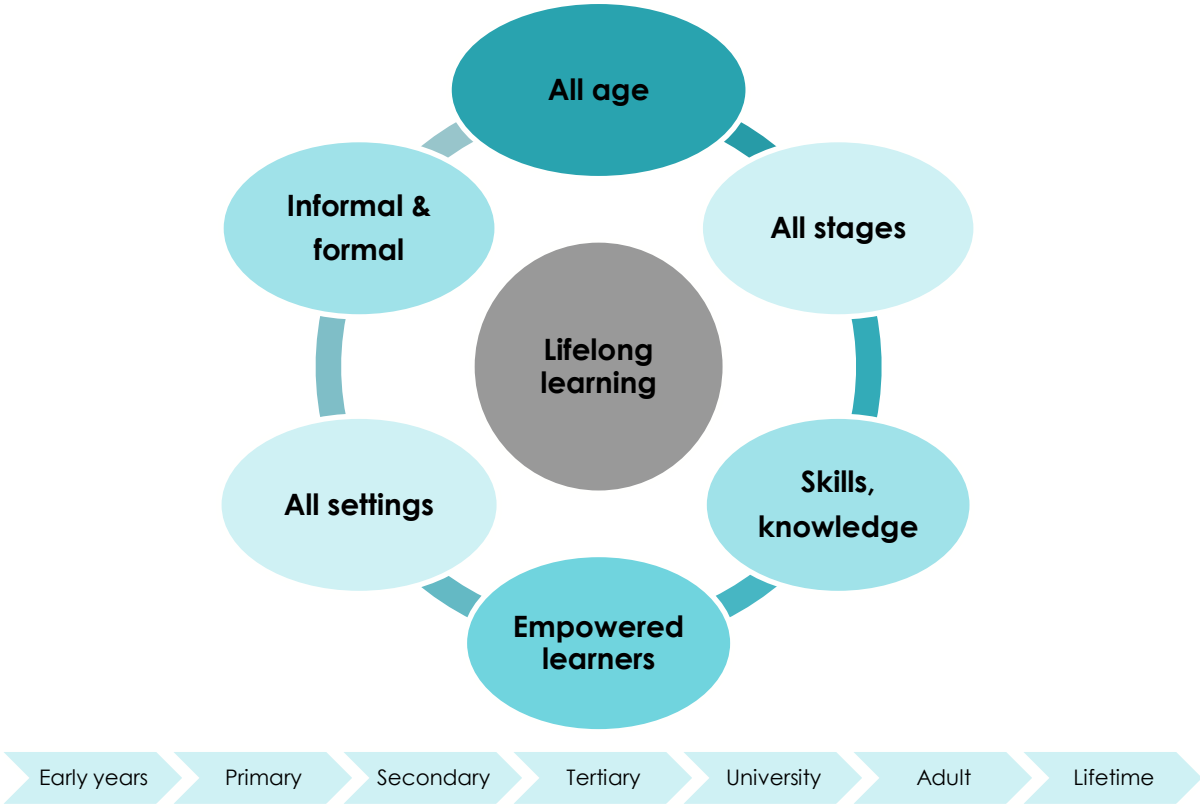
The current challenge for Wales is the urgent need for many adults to improve their basic skills; and for them to be persuaded to upskill and to take part in reskilling. Developing an explicit and shared understanding of the concept of lifelong learning is important both for policy consistency and for ensuring effective implementation. However, the absence of an explicit published definition that captures the meaning and scope of lifelong learning will make it difficult to change the learning culture.

The examples set by UNESCO and Sweden illustrate how having a clear and uniform definition of lifelong learning can help to ensure that lifelong learning is embedded in society. This is accompanied by an expectation that all future policies in relation to education, communities, the workforce, health, and culture are tested to see whether they aid lifelong learning. For example, if the Welsh Government had clearly articulated and adopted a single definition of lifelong learning, and there had been a requirement to assess any new policy against it, lifelong learning may have been included in the WFGA, helping to achieve its goals.

Based on the international literature, the main elements of a lifelong learning vision are (Stanistreet, 2018; UNESCO 2020; OECD, 2021; and see Figure 3):

- 1 Learning is for all stages of life.
- 2 It covers the skills, knowledge, understandings, and aptitudes necessary for a fulfilling and successful life.
- 3 Learning takes place in many forms and places, including formal and informal settings, and across all knowledge areas, disciplines, and subjects.
- 4 Integrated supportive systems that foster empowered learners; and
- 5 Learning opportunities, whether informal or formal, are available to learners with flexibility and diversity.

Figure 3: Key elements of a definition of lifelong learning



A proposed definition of lifelong learning

Two core elements need to be included in a definition of lifelong learning:

- i) from childhood, individuals understand that learning is a lifetime activity, they manage their own learning plans and do not rely entirely on the government; and
- ii) the role of government is to raise aspirations and facilitate the infrastructure and environment that results in lifetime learning opportunities being available at the appropriate time and place, to maximise returns to the individual, the community and the economy.

Lifelong learning should not just be used to refer to ACL, as lifelong learning is much broader, covering higher and further education. Higher-level study later in life is critical to raising well-being and prosperity, and any measures to promote lifelong learning should give due consideration to higher education.

In a recent set of House of Lords speeches on lifelong learning, Baroness Sheila Hollins summed up her aspirations for lifelong learning (2021):

'I want to see educational institutions become inclusive places that allow each and every person to find personal fulfilment – places which fully understand the ethical underpinning that enables equality of opportunity, where people can learn from each other, across traditional disciplines, learning to fuse arts, science and humanities to enrich them all. If we do not support the next generation to do this, we will be failing them.' (Hollins, 2021)

This is a useful starting point. We suggest that the Welsh Government adopts a definition clarifying that lifelong learning is all-age, that it is available to everyone at every stage of and every sphere of their lives, which would also cover the requirement to be able to learn in Welsh. In this context 'sphere' includes the personal existential sphere; the private and civic sphere; civil society and the public sphere; work - an employee, a member of a union, or an employer; and life in a learning society (Marples, 2010).

There should also be a clear recognition of 'transition points' in people's lives, including retirement, bereavement, and entry into the 'third age' after the age of 64, where there could be specific support and/or entitlements to learning. To support an all-age approach, existing programmes like apprenticeships could be highlighted as successful all-age learning opportunities.

Recommendations

In light of the above we suggest that the Welsh Government brings together the economic and wider benefits of learning to adopt a new comprehensive definition of lifelong learning. This definition could extend the progressive policies and systems Wales already has in place for children to include 16-18 year-olds and adults of all ages, and could form part of the legal duty of the CTER.

In the following sections of this report, we suggest how this could constitute a framework for a more specific set of rights, entitlements, and priority groups.

Recommendation 1: The Welsh Government adopts and promotes a new all-age definition of lifelong learning with an underpinning vision, set of principles and purposes that convey the benefits to individuals, employers, communities, and wider society, and that encompasses the economic, social and cultural dimensions of learning.

We propose the following headline to capture the definition of lifelong learning for use in communications campaigns, drawing on work including Marples (2010) and UNESCO (2020):

Box 1: Vision for lifelong learning

'Wales the land of lifelong learning; available to all, at every stage, and every sphere of people's lives'

Underpinning narrative:

- **Lifelong learning builds and enriches the economy, communities, and wider society.**
 - **Lifelong learning is key to addressing the multiple challenges faced by Wales.**
 - **Lifelong learning fosters people's and employers' capacity to deal with change and to build the future they want.**
 - **Lifelong learning leads to individual fulfilment, improved productivity, and enhances the cultural and civic fabric of Wales.**
 - **Lifelong learning breaks the cycle of low achievement and renews and builds communities.**
-

Recommendation 2: To ensure Welsh residents gain from the wider benefits of learning, the Welsh Government should integrate lifelong learning into wider policy arenas such as health and well-being, cultural and climate change policies. It should use other government systems such as planning capabilities and procurement processes to facilitate increased participation and the joint use of facilities.

Recommendation 3: The Welsh Government should contribute to and take a lead in developing a UK-wide response to UNESCO's lifelong learning CONFINTEA VII in 2022.

Rights and entitlements

This section discusses the rights and entitlements to lifelong education that are implicit in existing policy statements. It looks at the current commitments of the Welsh Government, the age of participation, and basic skills learning entitlements. It is argued that an expanded set of rights and entitlements is necessary.

The accepted definition of a 'right' is that a right to an important service or activity is captured in legislation, normally associated with a human right such as education and, in the UK, the health service. However, it does not ensure access to a service when it is demanded, or that it is free at the point of delivery, as access and price are mediated by government based on what it can afford. The costs of provision can be borne by the individual or employer (or with both contributing), shared between government and the user, with extra state support for those who most need it.

Similarly, an entitlement can allow access to a particular set of activities, but this can be constrained by government priorities or policies, and may not be funded. For example, in England there is a new entitlement to digital training, but this entitlement is defined and limited by a specification for an accredited course.

Welsh Government commitments

If lifelong learning is defined as **learning and skills acquisition over a lifetime**, then Wales already has several formal rights and entitlements in place. Existing rights in Wales include:

- Early years education;
- Primary and secondary education until the age of 16; and
- Learning through the medium of Welsh in schools.

In addition, the Learning and Skills Act 2000 places a duty on the Welsh Government to secure the provision of proper facilities for education and training for learners aged 16-19.

The Tertiary Education and Research (Wales) Bill takes this forward, stating that the CTER 'must secure the provision of proper facilities in Wales for relevant education and training for eligible person that is suitable to their requirements' for learners aged 16-19 and those over 19, where proper facilities are sufficient in quantity and quality to meet learner demand (Welsh Government, 2021b: 46, Section 91). The provisions in the Tertiary Education and Research (Wales) Bill and the Learning and Skills Act 2000 may effectively function as an entitlement, while giving the Welsh Government

more flexibility in provision, although learners may not be aware that this entitlement exists.

In the PCET vision the Welsh Government commits to the following outcomes, although without targets, it will be hard to determine the extent to which they will have been achieved:

- Establishing a right to lifelong learning;
- Widening access to skills and knowledge throughout lives and careers;
- Increasing the proportion of PCET learners who are returning to education later in life;
- Offering individuals who are engaging with learning at different points in their lives a wide range of learning opportunities that fit around their family and work commitments; and
- Continual innovations in funding policy to remove barriers to post-compulsory education (Welsh Government, 2020c).

As there is no definition of lifelong learning in the policy statement, it is unclear which rights are included in the PCET vision. However, the 'rights' implicitly contained in these principles seem to be:

- Individuals having access to an improved careers service;
- Greater aspiration for participation among older learners;
- Individuals having access to a wider range of programmes; and
- Funding barriers being removed.

Participation age

Compulsory participation in education in Wales ends at the age of 16 and although an effective entitlement exists for 16-19 year olds participation beyond this point is voluntary. This is in contrast to England, where there is a legal requirement for all 16–18 year-olds to stay in school, college, or to work with training.

The potential for raising the participation age in Wales has been discussed in a report by Maguire (2021), which suggests that raising the mandatory age of participation is less likely to increase participation and attainment than other interventions - such as employment-based training, addressing the problem of students exiting school early, curriculum alignment, and the prevention of young people Not in Education, Employment or Training (NEET). The report argues that enforcement attempts to increase participation are likely to be successful only if government commits to them.

However, there is a risk that other interventions could also be patchy, or fail to achieve their aims, and raising the participation age might put in place an expectation of further education over the longer term. Having a mechanism in place that creates these expectations could lead to increased participation, as suggested by data from England (Thompson, 2018). However, it is not clear whether this is the result of the participation age being raised, as there are suggestions that increases in attendance at school and in further education are a result of lower levels of apprenticeships and work-based training (Maguire, 2021).

The reforms outlined in the PCET vision offer an opportunity for programmes to be put in place over the longer term to encourage participation, whether raising the participation age is enacted or not (Maguire, 2021). In addition, combining support for increased participation with the Young Person's Guarantee proposed by the Welsh Government could help to maximise the numbers of young people in education or training, while acting as a clear entitlement following the end of compulsory education.

This guarantee was announced by the Minister for Economy:

'The Welsh Government is determined that there will be no lost generation in Wales as a result of the pandemic. That's why our Programme for Government commits us to delivering our Young Person's Guarantee, an ambitious programme that will aim to provide everyone under 25 in Wales with the offer of work, education, training, or self-employment.' (Welsh Government, 2021c).

However, an 'offer' is not the same as a right. A more comprehensive rights-based approach that gives people the right to education or training up until the age of 18 could be more beneficial, and result in more young people staying on in education or in a job with training. The duty to secure suitable facilities and curriculum entitlements to meet the needs of 16-19 year old learners proposed in the Bill is a necessary step in this direction (Welsh Government, 2021b: 46, Section 91). However, securing facilities is not sufficient to establish a right, particularly as it does not place an expectation on a young person to participate in education, or to get a job with training. Additionally, it may not encourage others, such as careers staff, to raise aspirations.

Basic skills

In England, there is an entitlement to free adult English, maths, and digital education up to and including level 2 and the GCSE examination, with some mayoral combined authorities including sign language and lip reading.

There is no formal position in Wales. A reduced fee provision for some lower-level courses is made available through various funding routes, but adults sitting GCSE examinations are charged the full adult fee. However, some means tested support is available.

There is no right to higher education in either Wales or England. However, student numbers have continued to rise as funding structures (including tuition loans) have supported provider growth and an expanded offer. England's Skills and Post-16 Education Bill going through Parliament aims to give a lifelong guarantee to a four-year loan for level 4 and above education, and there is a new initiative to offer free high economic value level 3 programmes to those who do not already hold a level 3 (UK Parliament, 2021).

Recommendations

While a legal right or entitlement to education does give stability to institutions, as it encourages individuals to participate in education, it is not sufficient. An entitlement needs to be underpinned by appropriate infrastructure and resources that support successful implementation. It must be accompanied by clarity of purpose and good planning, publicity, and promotion. There also needs to be available funding, a trusted base of quality service providers, performance delivery management, stakeholder engagement, and consistent government messaging. And there must be a long-term commitment to the entitlement policy.

The Labour government of 1997–2005 introduced several entitlements that made a difference to participation. Michael Barber, previously the Director of Tony Blair's Delivery Unit, outlined the importance of government having clear intent, targets, and programme management to ensure policy outcomes are met (Barber, 2021). This type of robust action is needed by the Welsh Government to effectively implement policy.

Building on the schools' Curriculum for Wales, and working on the premise that the definition of lifelong learning includes all ages, the Welsh Government should consider:

- Confirming and restating the existing offer;
- Expanding the offer to cover 16-18 year-olds and low-skilled adults;
- Recognising informal learning and using learning to promote a preventative approach to health; and
- Underpinning the offer with a set of entitlements.

On the basis of this review of the existing rights and entitlements and appraisal of what is happening in other countries, it is recommended that the Welsh Government develop expanded rights and entitlements. The new set of rights would cover all ages and provide appropriate progression routes and place Wales in a good position to meet the skills and life challenges of the future.

Recommendation 4: Building on the Curriculum and Assessment (Wales) Act 2021 and the Well-being of Future Generation (Wales) Act 2015, the Welsh Government underpins the vision for lifelong learning with a new and expanded set of rights and entitlements which are made tangible and accessible through readily available and relevant provision at various levels, in English and Welsh, and supported by appropriate affordability policies.

Box 2: Proposed rights and entitlements

The new and expanded rights and entitlements would cover the following:

- **A right to education in English and Welsh at nursery, school, college, or work with training until 18 years of age (25 for Children with additional learning needs).**
- **A right to higher education (full, part-time, and modular) at any age funded through loans and grants and individual contributions.**
- **A right to post-18 education, training, and community learning funded through loans, grants, or personal contributions with an entitlement to the following being free:**
 - o **literacy (English and Welsh), numeracy, lipreading/signing, and English for speakers of other languages (ESOL) programmes up to and including level 2 GCSE.**
 - o **level 2 vocational courses for those without a qualification at this level.**
 - o **level 3 vocational course for those without a qualification at this level.**
- **A right to participate in an employed apprenticeship.**
- **A right to ask for time off work for training with an expectation that employers will agree.**
- **A right to career advice (vocational and educational) at life change points (progression at 16, employment, redundancy, midlife career change).**
- **A right to a joined-up government response to lifelong issues with Education, Work and Pensions, Health and other departments working**

together with holistic solutions for individuals, including older people, families, and workers and employers.

Striking a balance between universal provision and targeting specific groups

There are several groups who would benefit from further and higher education, particularly within the current context of rapid changes in the workplace that will leave many at the risk of redundancy. The tendency to prioritise one group over another should be resisted, as there needs to be a wide-ranging and comprehensive base offer within an agile delivery infrastructure. In a number of countries this base offer is set in law as a 'right'.

A comprehensive offer is required to support the existing employer base and to enable citizens of all ages and backgrounds to participate in learning for work-related purposes. A comprehensive offer should also provide opportunities to those who would benefit from learning that is not necessarily work related. This might include people with mental health issues, people seeking personal development or fulfilment, or family learning for intergenerational support, which in turn increases attainment levels in children.

This report recommends an all-age approach to lifelong learning and this requires an understanding of the service needs and provision of all age groups. In particular, attention should be paid to adult learners (over the age of 18) where there is not existing statutory provision.

A key consideration in targeting adult learner groups, compared to learners under the age of 16 and 16–18 year-olds, will be the limited scope of state funding. Funding programmes for adult learners will need to involve a mixture of different funding routes, and balancing funding responsibilities between the state, individuals and employers. These questions have been considered in a number of recent reviews and commissions. These include the UK Government's FE White Paper (UK Government, 2021) and the Augur Report (Department for Education, 2019), as well as independent reviews from the Centenary Commission on Adult Learning (2019) and Policy Connect (Kelleher, 2020). There have also been party political reviews

from Labour (2019) and the Liberal Democrats (2019). Due to these limitations, the Welsh Government will wish to consider which groups could be prioritised for state funding and support.

A targeted approach means that government can focus services on – or in some cases limit services to – those who would most benefit. Targeting a group means identifying the criteria that determine a particular group would both benefit from but also *need* the service. Combined with co-funding, individual funding and employer funding, this approach could ensure that those most in need are given state assistance, while the comprehensive offer for all is maintained.

This section reviews how governments can strike a balance between a universal offer or entitlement with targeting the groups that would benefit the most. It discusses different methods of targeting and which groups would benefit most from lifelong education, and explores different funding options.

Targeting those who would most benefit from lifelong learning

There are several key methods for determining target groups, all of which have been applied in the UK in the past 30 years (Keep et al., 2020). Each method has advantages and disadvantages, and they are not mutually exclusive.

The main methods are:

- Government determines the target groups;
- Arms-length organisations are set up by government to do the task, for example, the CTER or a skills observatory;
- Local boards (either skills boards or local authorities) determine the target groups;
- Colleges and local authority providers determine the target groups;
- Through a process of self-selection, individuals choose, and government facilitates their choice through a loan or account system, which is used to target certain courses and/or vocational activities.

Groups who would benefit from lifelong learning to a much greater extent could be defined as those who need:

- Essential skills;
- Upskilling;

- Retraining because their jobs are at risk of redundancy;
- New skills to allow them to work longer; and
- Education to support their well-being, to prevent/improve poor mental health, and to improve confidence.

While these groups could be targeted through any of the methods described above, the systems that have the most purchase and seem to most effective at increasing participation are those that work with the individual and provide an infrastructure that allows them to learn at the pace and time they choose. Within this approach there also need to be clear progression routes and locally-sourced and delivered solutions that foster aspiration.

Devolving prioritisation to areas and/or trusted providers (universities, colleges, adult learning institutes or services) and allowing them to determine local priorities within an overarching Welsh Government framework could achieve this, while ensuring that a basic comprehensive offer is in place across Wales

Targeting can be done through publicity campaigns and public services, which make the public aware of the offer available at public institutions (for example, Jobcentre Plus could inform clients about free English and maths courses at a particular college). Other forms of targeting include inducement either for the student or employer, or through sanctions by using the inclusion or removal of funds.

Funding options

In view of ongoing budget constraints within the Welsh Government, there is a need to explore mechanisms through which those who can afford to fully or partly pay do enrol, and to explore how cross-subsidisation could support other groups and individuals in participating.

Recent reviews (e.g. Department for Education, 2019; Kelleher, 2020) have segmented learner types and offered various funding solutions, while there is general consensus that funding should be the joint responsibility of the state, employers, and the individual. Achieving a balance between the three would depend on the subject of study and the balance between the costs and benefits. For example, if the benefit accrues to the employer and in an area normally funded by the employer, then state support should not be offered. However, if an employee is at risk of redundancy and needs to retrain, then state funding and intervention could help to prevent long-term welfare dependency, thereby reducing the potential overall cost to government. This will need to bear in mind devolution arrangements, including the balance between

Welsh Government expenditure and that which is reserved to the UK government (including welfare).

Co-funding or contributory mechanisms, like the apprenticeship levy, could also be used to encourage employers to support the training of employees, particularly new employees.

Much has been written about personal learning accounts, which provide funding for eligible individuals to undertake further education courses. However, there is little evidence to suggest that, within a capped funding envelope, dispersing public funds through these accounts is more effective than locally planned supportive offers organised by trusted institutions. Good marketing information about entitlements and benefits works just as well. Individual learning accounts present attractive features but they are unlikely to offer solutions that address all the workplace challenges arising, due to factors such as automation and changes in the skills needed in the workplace (OECD, 2019).

Taking these factors into account, and assessing the life benefits and the savings to the state of improving adult skills, the funding responsibility could be divided as suggested in Table 2.

Table 2: Summary of possible funding responsibilities

Groups eligible for Welsh Government (and future CTER) funding	Groups eligible for co-funding via loans, grants, and individual or employer contributions
All 16 to 18 year-olds.	
Individuals Not in Education, Employment, or Training (NEET) between 19-24 years.	Apprenticeships.
Individuals with poor essential skills in English, Welsh, ESOL, lip reading and sign language, maths, and digital skills.	Higher education level 4 and above.
Individuals without a vocational level 2 or 3.	Career-change programmes.
Individuals who are unemployed and non-waged.	Management courses.
Individuals at risk of redundancy.	Master’s and Doctorate degrees.

Individuals who have a learning and/or physical disability and those at risk of isolation.

Enrichment and social prescribing objectives that are not covered by government funding.

Where there are intergenerational benefits resulting from family learning.

Recommendation

Recommendation 5: As part of a comprehensive wide-ranging lifelong learning offer, the Welsh Government should prioritise residents and employees:

- **Aged 16 to 18 and 19 to 24;**
- **With poor essential skills;**
- **Without a vocational level 2 and 3; and**
- **Those at risk of redundancy.**

And put in place a co-funding strategy for enrichment and social prescribing, and for level 4 and above (full-time, part-time, modular, and as part of HEI civic mission activity).

Barriers to learning and participation

Much has been written about barriers to participation that is relevant to Wales. The Learning and Work Institute (and before it the National Institute of Adult Continuing Education) has undertaken annual surveys on this issue since 2002. Respondents have been asked to pick from a list of options grouped into:

- Work or time pressures;
- Childcare or other caring responsibilities;
- Cost;
- 'I feel I am too old';
- Other barriers such as 'too far to travel', 'I don't feel confident enough', 'I don't know what is available'; and
- 'No need to learn', or no barriers.

The Learning and Work Institute summarise the findings as:

'roughly 10 to 15 per cent of adults say that work or other time pressures prevent them from learning, with a similar proportion saying that they feel too old. Fewer than one in 10 adults consistently cite childcare or other caring responsibilities, with a similar proportion saying that cost prevents them [from] engaging. Each year, 18 to 27 per cent of adults say that other barriers are preventing them from learning; for most years around two-fifths say that there are no barriers or that they consider they have no need to learn.' (Learning and Work Institute, 2019: 1).

The three main types of barriers to lifelong learning faced by adults are attitudinal, situational, and institutional (Cross, 1981; Hyde and Phillipson, 2014):

- 1 Attitudinal barriers reflect negative perceptions which learners hold about their ability, interest, and motivation in developing new skills or obtaining new knowledge; this could also include cultural and language barriers, and might be mirrored by negative perceptions on the part of providers;

- 2 Situational barriers include things which are beyond the control of individual learners, such as health concerns, family or care responsibilities, and time/financial pressures.
- 3 Institutional barriers are those which result from inflexible, complex, or inaccessible practices on the part of providers and organisations, which sometimes reflect the needs of younger, full-time students, rather than older learners.

Further barriers are:

- 4 Insufficient essential skills: including English, Welsh, maths and digital literacy; and qualifications that may be required to access certain courses.
- 5 Employment training: where employees worry that upskilling their employees to the point where they have a recognisable qualification will make them more attractive to other employers, and they will lose them to a competitor.
- 6 Information barriers: lack of information about the educational opportunities available for would-be adult learners.

Overcoming barriers to adults learning

Helping adult learners overcome these barriers is not an easy task, and it is essential that effective and enduring measures are taken. It takes time for adult learners to seek out and decide on a course, so there needs to be consistent messaging with an offer that has longevity. Adult learners need long-term support, local access to courses, and support at work.

People often face multiple barriers, whether they are in work or unemployed. There can be barriers related to: cost, including maintenance support to cover living costs, or access to universal credit; time; childcare; and whether the form of delivery is appropriate to their lifestyle.

Fees and funding to cover living costs are major concerns for learners. It is often the lack of maintenance funding, and the need to continue working, that act as barriers to higher education. The availability of universal credit, and whether it is possible to claim it while attending college, will influence student participation. In order to enhance adult community learning provision, more needs to be done to develop a creative and innovative mix of means-tested course fees and learner support, so that cross-subsidisation allows for expansion and caters for a wider social representation of learners.

Another underlying factor that can act as a barrier is previous educational success. The higher the qualification level a person has, the more likely they are to be self-

motivated and seek out further training. This has been demonstrated again through the pandemic, and is documented in recent reports published by the Learning and Work Institute (2019), and Centre for Social Justice (2020).

More self-motivated learners are looking to the government to have a trusted delivery structure in place, providing learning programmes and infrastructure built around the time and place that fit into their lives. Adults with low skills, and who are likely to be less self-motivated, need support in taking the first step, which is why community-based local structures are necessary.

Recommendations

Recommendations 6, 7, and 8 relate to how the Welsh Government might expand adult learning by removing barriers that keep would-be adult learners away from education, despite a desire to attend.

Recommendation 6: To overcome barriers, as well as carrying on with existing interventions, there should be a multi-pronged strategy that increases awareness, encourages would-be adult learners, and incentivises educational institutions and employers to accommodate these students.

Recommendation 7: To increase participation for post-18 and adult education, there needs to be equitable geographical coverage of learning opportunities, so that there is no ‘postcode lottery’ of activity, whether that be adult community education or higher education.

Recommendation 8: Review the fees and payments systems to ensure that those courses that are not eligible for loans are open to all.

This may lead to a mixed fee base (full cost and subsidised) which in turn will improve integration and community involvement.

Operational proposals

To support these recommendations and to facilitate the overcoming of barriers, the following practical actions are suggested:

- A multimedia campaign could be rolled out to raise awareness among adults and change negative attitudes around adult learning;
- Educational institutions/colleges and centres need to develop programmes that accommodate life commitments, such as evening and weekend classes or part-time study programmes with flexible and online attendance;

- Providers should not be penalised if adults defer their programmes or break off learning due to work and family commitments;
- Increase the essential skills offer in communities and consider place-based initiatives;
- Improve public childcare services and encourage educational institutions to offer low-cost childcare, especially for those taking night classes;
- Provide financial support to adult learners via loans, paid leave, or study allowances and/or expand learner accounts or skills wallets;
- Consider developing a charter for adult learners;
- Continue research into distance and digital learning and its potential for adult learners; and
- Encourage educational institutions to offer flexible online and offline arrangements that provide adult learners with the choice that best suits them.

The Welsh Government should:

- Demonstrate that there is a government-wide approach to lifelong learning;
- Provide better information about skills needed for jobs;
- As stated in the Curriculum and Assessment (Wales) Act 2021, encourage children to engage in learning outside formal education and to understand learning as a part of life;
- Over and above the student support package consider offering incentives;
- Develop a learner charter in line with the work being taken forward by UNESCO;
- Develop a new outcomes framework that covers both productivity and individual well-being; and
- Place a duty on providers, via the CTER, to work together to ensure wide-ranging and geographically comprehensive lifelong learning opportunities in English and Welsh.

Institutions should:

- Review whether they can provide or enhance their existing offer;
- Demonstrate clear progression routes for learners;
- Make accommodations for adult learners regarding part-time or flexible study;

- Have financial arrangements for low-income adult learners (such as pay-by-module, instalments, and financial assistance);
- Work together, and with other bodies such as libraries, cultural organisations, and voluntary organisations, to provide a rich, innovative, and varied lifelong learning offer; and
- Develop and promote lifelong opportunities that improve the economic, social, environmental, and cultural well-being of Wales as part of civic mission activities, as set out as in the Tertiary Education and Research (Wales) Bill (2021).

Balancing economic and social objectives

This section looks at how to strike a balance between the economic and social objectives of lifelong learning, largely through understanding them as being complementary to each other. There is a need to refocus institutions, increase their community presence, and provide activities that support the holistic nature of lifelong learning.

The economic value of lifelong learning

The economic value of lifelong learning to both the learner and the economy has been well documented. (Gambin et al., 2014; Centre for Social Justice, 2020), with the post-16 sector receiving most of the focus. There are clear economic benefits to participating in lifelong learning at all ages, both at the wider societal level and at the individual level.

Many reviews have concentrated on putting a monetary value on specific levels of education, and the general conclusion has been that while the return on investment increases with qualification level, only level 3 and above really provide increased economic value to the learner and the economy. However, more recent research shows that gaining one extra grade in GCSEs can have positive economic consequences. It has become clear that level 2 qualifications not only give increased economic value but can also lead to sustainable jobs, with people being less dependent on welfare policies. (Hayward and Lord 2014; Centre for Social Justice, 2020). The return on investment was calculated in a report for the House of Commons Education Committee:

'...[A]dults over 25 with a full level 2 qualification benefit from an average 8% increase in earnings following their course of study, which increases to 10% for adults with a full level 3 qualification. The return on investment increases with qualification level. For a vocational level 2 qualification, the return on investment is £16.17 per £1 invested, which rises to £20.70 per £1 invested for vocational level 3 qualifications, and to £31.47 for degree holders.' (House of Commons, 2020).

Educational institutions need access to good labour market information, and they also need to have good local relationships with other institutions and government, and a flexible agreement about what they can provide and when and how they can provide it. Regional Skills Partnerships could be mobilised to respond to this need.

The social value of lifelong learning

The goals set out in the Well-being of Future Generations (Wales) Act (2015), and other recent analyses that have sought to redefine wealth, such as the Bennett Institute's Wealth Economy Project (Cambridge University, 2021), point to indices of prosperity and societal well-being that go beyond historical measures of economic value. In the same vein, lifelong learning should be seen as a key contributor to, and enabler of, these wider conceptions of prosperity and wealth.

There is 'good evidence of wider benefits of adult skills and lifelong learning (health, employment, social life, community), some of which support significant fiscal savings across Government' (Department for Education, 2020: 7). For older adults (aged 50–69), adult learning is associated with increased well-being, with possible reasons being that learning provides social contact or a sense of purpose, as well as improving well-being through 'the joy of learning' (What Works Wellbeing, 2017).

Adult learning has been found to have '...its greatest impacts in the domain of health and mental health'; with formal learning participation being associated with a reduction in GP visits (Dolan et al., 2012: 7). For adults aged 33 to 42, participating in one to two courses was related to a 3% increase in the probability of giving up smoking; and three to ten courses increased exercise participation from 38% to 45% of people (Feinstein and Hammond, 2004).

There is also evidence to support the claim that lifelong learning results in stronger, more caring communities, measured by a higher sense of belonging and inclusion, higher levels of volunteering and political engagement. After taking a course with the Workers' Educational Association, 36% of learners reported a greater sense of community belonging, and 15% took up community volunteering (Workers' Educational Association, 2019).

Lifelong learning and individual well-being

Lifelong learning has been linked to enhanced mental well-being, and has resulted in recovery from mental health illness amongst 52% of people with clinically significant symptoms (Ipsos MORI et al., 2018).

Furthermore, high completion rates were found amongst learners with mental health difficulties, with a rate of 76% being recorded; and Highbury College in Portsmouth reported retention rates of approximately 95% amongst young people with severe and enduring mental health problems. This disputes the argument that low retention rates among people with mental health difficulties arise: for example (Ipsos MORI et al., 2018).

Results like these suggest that a more integrated approach in the planning and commissioning of education and health services and a closer relationship between local health and adult community learning provision could make a positive contribution to the Welsh Government's Programme for Government achieving its goal of providing 'effective, high-quality and sustainable healthcare.' (Cara, 2021).

The economic and social reasons for lifelong learning support one another. The reasons to continue learning are many and the evidence indicates that lifelong learning is not simply an economic necessity, but a social, emotional and physical one as well. The Foresight Team in the UK government's Department for Business Innovation and Skills brought together evidence of the wider benefits (Schuller, 2017). This reported that informal learning leads to increased confidence, work tasks being better performed, and higher productivity; formal learning can improve productivity and income. Therefore, there may not be a need to view different types of learning separately, but to concentrate on the needs of individuals, and provide or facilitate what they need at particular junctions in their lives.

Insufficient recognition of the social value of learning

One of the discerning features of lifelong learning that makes it different from other skills training interventions is that it is about the individual and can address the changing nature of work for individuals over their lifespan. Over the past ten years, there has been a tendency to focus on learning for skills, rather than individual personal development. However, it should not be a choice between the two as they underpin one another.

This is evident in premises and campuses not being open to community activity, resulting in fewer adults joining classes and lower participation. At the same time, community education systems have had reduced resources to meet this unmet demand. Low levels of community learning in Wales (see RCU, 2021) could in turn contribute to lower levels of formal vocational learning, as learners do not see campuses as places to go to support their needs, contributing to reduced skills and productivity.

A review conducted in Scotland found that by college education being shown 'as the bridge to the labour market', students have concluded that learning is equal to acquiring the skills necessary to fulfil qualifications for employment (Scottish Funding Council, 2020). Specifically, larger colleges have become pragmatic spaces for qualification acquisition, rather than communal places where students can build social and human capital. Colleges have focused on acquiring funding and meeting performance indicator goals, rather than fostering a well-rounded learning experience

for students. In contrast, smaller colleges were found to be more successful in ensuring community-focus and increasing the number of students.

Mergers of colleges and this pragmatist view of learning may have contributed to the reduction in adult education participation in Wales. Another reason for this trend may be the perceived nudge coming from the language used by the Welsh Government over the use of funding, and the movement to monitor outcomes. This may lead institutions to jobs and earnings performance of their leaders may be linked to future funding. To overcome this, the Welsh Government could introduce performance indicators that measure personal well-being in addition to economic outcomes.

Recommendation

Recommendation 9: The Welsh Government should create an enabling environment and treat lifelong learning as a unified system that looks at the holistic needs of learners despite their ages or backgrounds, provides better information, and provides better support for local authorities, educational institutions and learners.

Roles and responsibilities

This section explores the role of government in creating an enabling environment for lifelong learning, the role of the CTER in agenda-setting and incentivising good practice, and the role of other stakeholders in the system.

The role of the government in creating an enabling environment

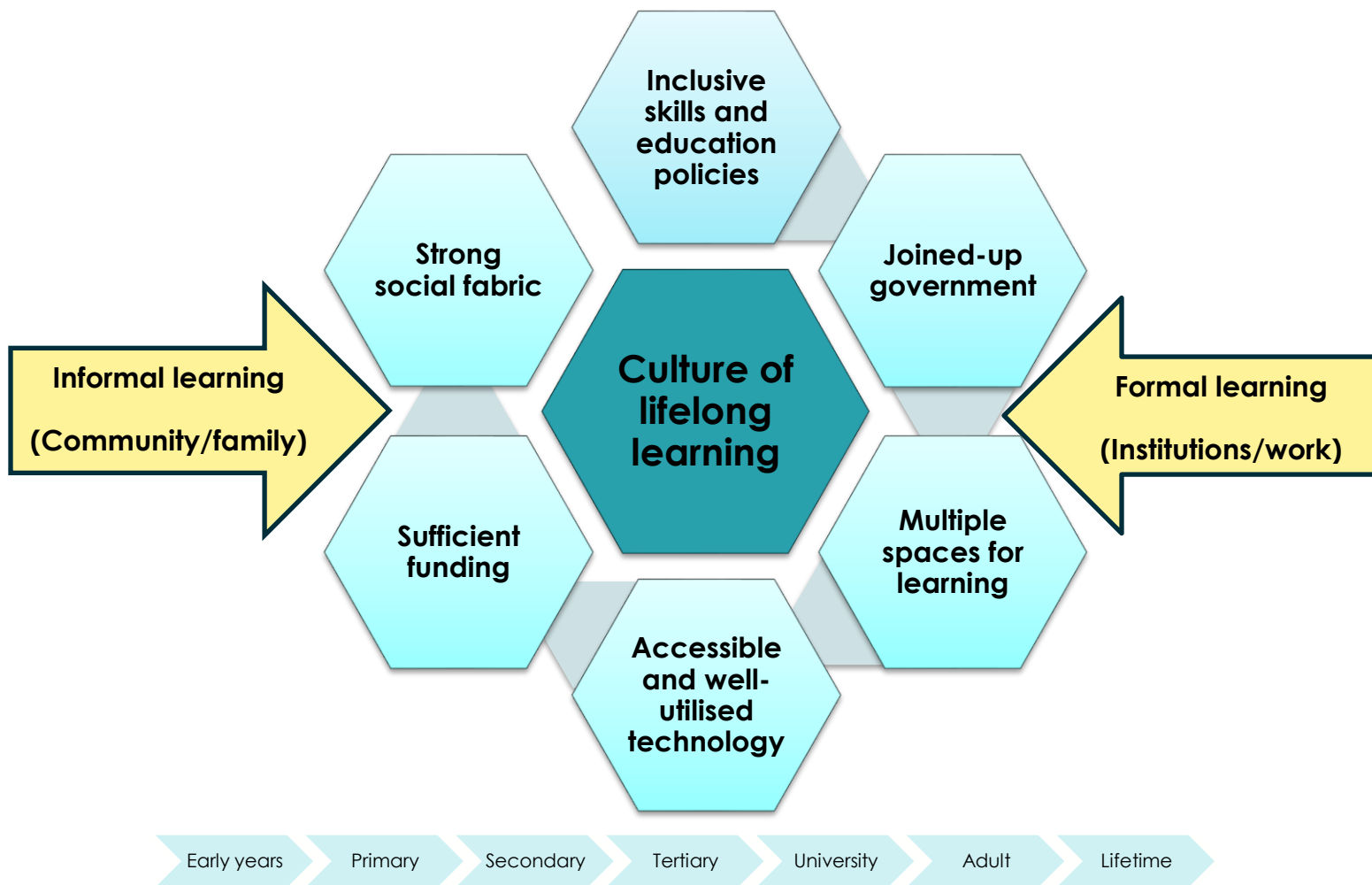
Government has a key role in creating an enabling environment and providing a consistent narrative on lifelong learning that starts with pre-nursery education and continues throughout life. UNESCO (2020) identify several key elements needed to create the culture for lifelong learning to thrive (see **Figure 4**):

- **‘Strong social fabric: an agreement by all actors to work together against poverty, discrimination, and inequality.**
- **Sufficient funding and resource mobilisation: an understanding of each partner’s funding responsibility – individual, state and employers have a role.**
- **Accessible and well-utilised technology: open-access digital infrastructures and protection of primary rights.**
- **Cultural shift towards lifelong learning: in education systems, institutions, and people’s minds.**
- **Communal value of education and learning: lifelong learning as a social good not a commodity.**
- **Inclusive education policies: to ensure needs-based planning and programming.**
- **Multiple spaces for learning: use of all the existing infrastructure for learning – school, university, college, employer, community premises, and digital environments.**
- **Critical use of social media: counteracting misinformation and promoting collective learning.’** (UNESCO, 2020: 16)

To this list, we might also add:

- **Joined up government:** an education policy that is connected at the national, regional, and local levels, through systematic support and promotion.

Figure 4 Creating an enabling environment for lifelong learning



Source: Adapted from UNESCO (2020)

The role of arms-length bodies in the lifelong learning system

The areas that are highlighted in the literature and guidance documents that support effective set-up and operation of arms-length bodies are:

- Accountabilities and clarity on roles and responsibilities;
- Clear scoping documents and guidance; and
- Shared values relationship management (Rutter et al., 2012).

The Commission for Tertiary Education and Research

The Tertiary Education and Research (Wales) Bill published on 1st November 2021 outlines one of the strategic duties of the CTER as being to promote lifelong learning, Box 3.

Box 3: Lifelong learning in the Tertiary Education and Research (Wales) Bill (2021)

Promoting life-long learning

The Commission must promote tertiary education for the people of Wales that—

(a) provides opportunities for people to participate in tertiary education throughout their lives from the age of 16;

(b) includes a variety of levels of study and types of qualification;

(c) includes a variety of educational settings and modes of study;

(d) is organised coherently to facilitate movement of learners through different stages of tertiary education and into employment or business; and

(e) otherwise meets the different requirements of those who may wish to undertake tertiary education.

Source: Welsh Government, 2021b

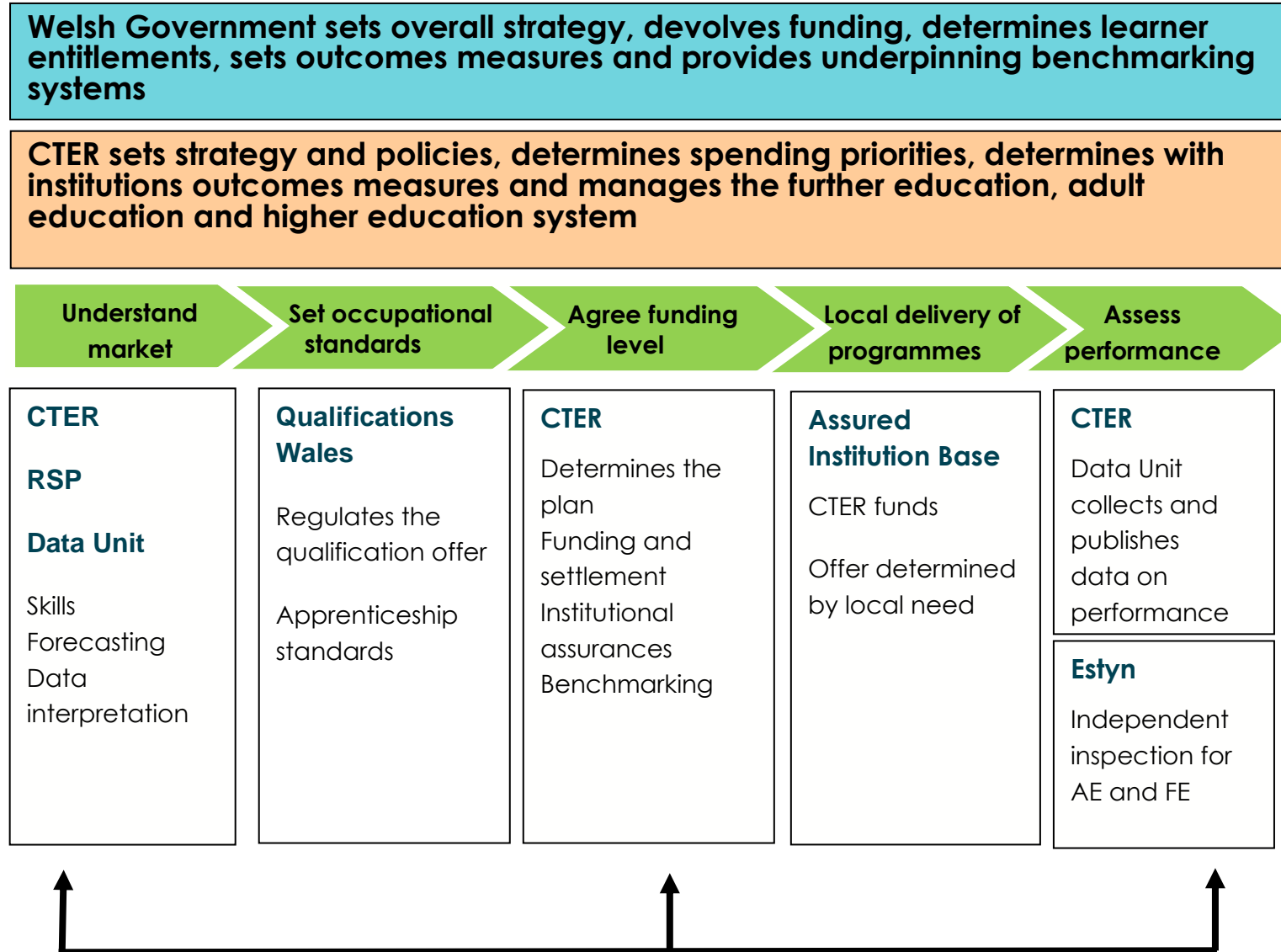
The introduction of a plan for ACL will be important to ensure that the range of benefits from all types of lifelong learning are fostered. To guide implementation, future documents would need to highlight the importance of adult learning, and proposals discuss how to bind the voluntary and informal adult education sectors into the new PCET framework. An important piece of additional legislation will define the ‘proper facilities’ which the 2021 Bill makes provision for in Section 91.

The Welsh Government should consider drawing together key government departments to inform and assist the CTER on all matters to do with lifelong learning. Although the PCET vision does clarify roles and responsibilities, the Welsh

Government should expand those statements in the formal commissioning documents. It may also be beneficial to draw on best practice advice on creating and developing non-department public bodies, including Barber (2021) and Rutter et al. (2012).

The clarity of roles and the relationships between all the players are key to the whole system functioning effectively. **Figure 5** shows how the roles could be divided. In this system, the key roles would be taken up by CTER and Estyn, with the post-18 institution base seen as a key trusted partner and joint owner of policy and implementation, rather than just a contractor or provider.

Figure 5: Lifelong learning system for Wales



However, one drawback of the proposal in **figure 5** is that it asks CTER to determine priority skills areas, inform on need, and monitor performance. This may put strain on the new organisation, as they will be tasked with monitoring their own performance. This needs further reflection and consideration, particularly regarding whether Regional Skills Partnerships can fulfil the lifelong learning observatory role, and whether they should be tasked to collect and consider data on place, skills gaps and demand, and highlight mismatches between demand and supply. This could include NEETs and learner places, and/or skills gaps and training, university places, well-being and the lack of social prescribing activity, and/or shortage of family learning provision for school children and parents.

Recommendations

Embedding these working practices within institutions is important for delivering and creating a culture of lifelong learning; a role that falls to the Welsh Government. The institutions include the CTER, Estyn, careers services and through strategic partnerships, funding and frameworks, with nurseries, schools, colleges, universities, and adult community learning settings, and employers and unions to deliver and create a culture of lifelong learning.

The Welsh Government also has a role in ensuring all relevant UK government departments are signed up and present opportunities for enhancing lifelong learning. For example, working with the Department of Work and Pensions on ensuring the unemployed can receive meaningful training; or with large infrastructure projects, ensuring the procurement process has a clause that any contractor should commit to employing apprenticeships. The Welsh Government should also be innovative in drawing upon the capacities and reach of other bodies and institutions in developing a comprehensive lifelong offer, and a culture of learning. It can collaborate with educational and cultural institutions such as the National Museum of Wales, public libraries, the National Library, the Learned Society of Wales, local history societies, the voluntary sector, sports bodies, and the University of the Third Age.

The division of governance responsibilities

It is suggested that for the post-16 lifelong learning system for Wales, an effective division of responsibilities would be:

- **The Welsh Government:**
 - Determines overall cross-government strategy;
 - Devolves funding to institutions via a block grant;
 - Determines learner entitlements;

- Sets outcomes measures; and
- Provides underpinning benchmarking systems.
- **Commission for Tertiary Education and Research:**
 - Sets strategy and policies;
 - Determines spending priorities;
 - Determines provider outcomes measures; and
 - Manages the further education, adult education and higher education systems and relationships.

Outcomes, values and roles

To ensure the underpinning systems are effective, it is recommended that key outcomes, a shared value base and key roles are developed jointly between the Welsh Government and key stakeholders, including learners. The underlying values should be based on collaboration and partnership, including the social partnership; reflect local and national priorities, including areas of strategic importance to the economy and society; and include a monitoring and learning system with short term and long term reviews that support system improvements.

Shared goals and outcomes

- Culture of lifelong learning;
- Economic growth through global competitiveness;
- Social inclusion and cohesion; and
- Efficient use of public funds.

Shared values

- Proportionate regulation - risk based, low burden, intervention to support learners' needs;
- Learner and employer led;
- Collaboration - social partnership;
- Support focused on local and national priorities; and
- Action to ensure capacity to respond to areas of strategic importance to the economy and societal need.

The role of the Commission for Tertiary Education and Research

- Ensure increased and more effective take-up of education by disenfranchised and disadvantaged groups;
 - Increase employer-led involvement;
 - Ensure greater alignment between individual and employer demand;
- Forecast future skills needs informed by student voice;
- Match need with programmes;
- Ensure that a greater percentage of population has essential skills;
- Ensure the provision of proper facilities for eligible people aged 16-19 and over 19;
- Promote the economic and social well-being of Wales;
- Contribute to a sustainable and innovative economy; and
- Promote improvement in education and research.

The role of universities, colleges and learning institutions

- Organise responsive provision that meets current and future skills and well-being needs;
- Establish a system for learner voices;
- Ensure teachers and tutors are valued;
- Increase innovation and diversity of provision;
- Increase support for learners;
- Provide clear progression routes;
- Provide performance data;
- Reach into the community to ensure those furthest away from society or work participate;
- Be innovative in the use of digital technologies and platforms, including Massive Open Online Courses (MOOCs), to disseminate the knowledge produced in Welsh universities; and
- Work collaboratively to enhance the overall offer, to secure progression and obtain the best value.

The CTER and institutions should work collaboratively, according to the shared values, and with the shared goals and outcomes in mind.

Recommendation 10: The Welsh Government should task the Commission for Tertiary Education and Research to establish an agreed set of outcomes for the lifelong learning system that measures skills, employment, and the wider benefits of learning; through partnerships based on shared values; and setting out roles and responsibilities for each part of the system.

Supporting institutions to increase participation

This section considers how institutions and stakeholders can best be supported to extend provision and increase participation in lifelong learning.

The current education system seems to favour those who did well at school. Those people who need to be supported in the community and through outreach are having very little spent on their education and skills requirements. There is little acknowledgment that these (often older) adults also require forms of wrap-around support like mentoring, confidence building, mental health support, and support related to substance dependency, such as drugs and alcohol.

The themes and issues that are regularly raised by post-16 sector representative bodies on how government can support institutions and stakeholders to deliver are: increased funding, consistency of message, advocacy of education and skills, and long-term vision with funding to match intention. It should also be recognised that institutions know their area and their students, and are best placed to determine what the local workforce needs are. They are capable of working collectively and collaboratively to ensure there are clear pathways and progression routes for learners.

Consistency in sustaining key messages and narrative: Institutions are keen to see government providing consistent messaging on lifelong learning that is underpinned by a supportive guiding framework. If a consistent lifelong learning narrative were already in place, education institutions would be more confident in resourcing and planning for expanding provision.

Long-term vision and funding certainty: Institutions are facing funding uncertainties. Without long-term key information on funding and capital resources, it is difficult to forward plan, which in turn makes it difficult to expand curricula. Therefore, if government were to offer three-year indicative budget allocations that facilitate growth, it would remove the requirement to bid through pilots, and it would create the stability needed for providers to grow their offer.

Acknowledge that institutions are best placed to determine need: Although there is a need for a national observatory and to bring together key information about change points, institutions are best placed to work with employers and/or social enterprises and other areas such as healthcare to determine needs and create their offer. When considering how they can be helped to extend their provision, they need

regional and national data on new trends, financial support, and support in their role of determining their own offer, within a regional plan or framework. It must be noted that there is concern among some stakeholders that the new CTER will try to perform this function centrally for the whole of Wales, and impose a national offer without consulting with the institutions in the sector.

Joined-up government: Many of the outcomes of lifelong learning have a beneficial impact on the work of other departments. So to support institutions in delivering learning, there needs to be a sense of joined up government at every life stage and through interactions with public services, including health and social care, welfare and employment support, and libraries and communities, as well as the formal education system..

Collaborative working: There is already good collaboration in Wales, where Regional Skills Partnerships bring together further education colleges and local authority adult learning providers to determine what is needed, and which institutions are best placed to provide it. Many FE colleges have financial agreements with local authority providers to deliver their outreach, entry-level and level 1 work. This makes best use of a limited budget and supports adults who are not ready for college programmes. This type of relationship should be encouraged with higher education institutions, where resources are shared with other institutions, and with the community.

Learner progression routes: Collaborative working would help to ensure clear pathways and progression routes for learners. Institutions and their representative organisations are keen that this is achieved. This approach would help the learner and give government the confidence that funding is not being duplicated.

Recommendations

Recommendation 11: The Welsh Government should support institutions through national promotion and advocacy, while continuing with local planning and supporting local institutions to determine and provide for local and national needs.

Recommendation 12: Institutions should enter into voluntary partnerships to ensure a full range of lifelong learning opportunities are provided and their facilities and knowledge are shared with their colleagues and communities. The Welsh Government should keep these voluntary partnerships under review and, if needed, be ready to legislate.

Recommendation 13: Government should, through the Commission for Tertiary Education and Research, strive to provide a clear vision for lifelong learning, advocate learning for life, provide three-year funding certainty and build a trusted provider base which can determine, with advice from the RSP, the local offer.

Comparing the Welsh offer to other parts of the UK

This section gives a comparative perspective on further education, higher education, adult education, non-formal education, and support areas, with a focus on developments in England compared to Wales. Developments in other UK nations can affect Wales for a number of reasons, including:

1. Residents' expectations of what the education and skills offer, which can be influenced by what Welsh residents see in the UK media generally;
2. Students' attendance at institutions across the border; and
3. The effects of changes on areas like teacher training.

Each UK nation has most of the components of a formal lifelong learning strategy. In different forms, each has six stages of education: early years, primary, secondary, further education, higher education, and adult education.

The law states that full-time education is compulsory for all children until the age of 16, starting between the age of four or five. However, in England, compulsory education or training has been extended to 18 for those born on or after 1 September 1997 (see section on rights and entitlements).

Further education

Further education 16–19 covers A levels, Business and Technology Education Council (BTECs), and non-advanced education, which can include tertiary education and be taken at further (including tertiary) education colleges and schools. Adult education provision is often encompassed within the further education sector literature and covers all activity (formal and informal) post-18. It is within further, adult, and higher education where these intersect, and differences are most apparent.

In England, there is a push to change the offer for 16–18 year-olds. This started with a change to GCSEs and A levels, and is now focused on bringing in new vocational Technical Levels (T Levels).

In all UK countries provision for adults is delivered by general further education colleges, the adult community learning sector and the independent sector. The main funding route is through a funding agency (which may be part of a government department or arms-length body in England) that has been enhanced by direct

funding by the DfE through procurement processes. These new funds are part of the UK Government's white paper, 'Skills for jobs: lifelong learning for opportunity and growth' (2021). This sets out reforms to post-16 technical education and training to support people to develop the skills needed to get good jobs and improve national productivity. It proposes a lifetime skills guarantee, which would allow everyone access to a loan to fund the education and training they need throughout their lives. This new entitlement will be part of a set of entitlements that already exists, which includes free English, maths and digital skills training up to and including level 2, and first level 2 for 19–24 year-olds. There is also a free level 3 offer for those who do not have a level 3 in 400 subject areas that are seen as having high economic value. This offer is not available in Wales, and consideration should be given to introducing a similar entitlement for level 3.

In response to the pandemic, England has also initiated three new programmes: Boot Camps in digital; Kickstart run by DWP; and incentives for Apprenticeships. All these initiatives have been advertised intensively on social media, including Wales.

The Apprenticeships programme is a major initiative that impacts on Welsh residents and employers, and is for all ages. The apprenticeship levy system is operated differently in Wales compared to England, and there are now differences on standards, format, and use of levy that large UK wide employers are raising, which in time will need to be solved.

Higher education

Higher education is defined in all UK countries as study beyond A levels or BTECs (and their equivalent) which, for most full-time students, takes place in universities and other higher education institutions and colleges. There are eight universities and 15 further education colleges and institutions in Wales.

The English HE loans system has led to more funding being available to support other post-18 programmes, such as those for learners with poor basic skills, free level 3s and learner support. There is also a budget for community learning and those particular local authority providers have been allowed to grow using other funding streams.

The Welsh Government subsidy is more generous than in England but does not go as far as Scotland, where higher education is still free and covered by grants. The pilot in Wales, that covers maintenance costs, is progressive and is leading the way for the rest of UK.

Other than costs and who pays, the other intersect lies around qualifications being numerical (England) or letters (Wales). There is also a difference around vocational qualifications with T Levels dominating, and English universities being encouraged to accept them. There is no evidence yet that Welsh young people will be at a disadvantage but, if English universities start building their programme offer to continue the T Level journey, and Welsh students do not cover the same content, they may be at a disadvantage. Whether the reforms to GCSE in England would be helpful to Wales in driving up performance and achievement is yet to be evidenced, but the change to grading (from letters to numbers) should be considered as it confuses national employers and complicates university applications.

Adult education

Welsh Government-funded adult education is provided by local authority adult education services, Adult Learning Wales, general FE colleges, some universities, and several independent providers deliver adult apprenticeships. The offer for adults ranges from access to university, GCSEs, A levels and vocational courses, to courses for personal well-being and enrichment. An Adult Personal Learning Account which provides access to skills development opportunities has been piloted.

Funding comes from different funding lines. ACL is treated by the Welsh Government as a particular type of education provision which it funds via the Community Learning Grant (CLG) to local authorities. This is also used to fund Adult Learning Wales (a pan-Wales further education institution). The priorities for funding via the CLG are set out in the 2017 policy statement, Adult Learning in Wales. These are:

- The development of essential skills in communication (including in English for speakers of other languages, ESOL), application of number, and digital literacy, to ensure that adult learners are best placed to access work opportunities or to progress while in employment;
- The development of essential employability skills;
- Programmes to enable older learners to improve their skills and employability, and social engagement programmes to enable them to informally participate in learning whilst having a positive effect on their health and well-being;
- Programmes to support parental engagement activity and to re-engage adults with learning; and
- Welsh-medium provision.

A course being a priority does not mean these courses are offered free or that they are available to all residents; although a Welsh resident could travel to England to

avoid paying for a course. However, the English funding rules do state that colleges are not expected to recruit large numbers, and the rules request that colleges do not advertise in Wales.

In England, the present system for adult education is directed by government through a series of legal entitlements, a legacy policy statement on adult skills, and guidance and funding rules which providers must observe. Over the last five years, there has been an initiative to move funds from central government to combined authorities working with their local enterprise partnerships in eight areas; and Manchester, Sheffield, Peterborough and Cambridge, and London all have a Skills Deal.

A large proportion of the adult education budget in England is now devolved to Combined Authorities. It is expected that the devolution white paper will expand it into other areas and work programmes, and other areas of England, with some of the larger counties becoming involved. Scotland undertook a review and major landscape reform several years ago, and is now working through implementation and developing a new adult education lifetime strategy.

As well as the changes to be brought about by devolution of the adult education budget to Combined Authorities and the FE White Paper (UK Government, 2021), the UK government has an extensive reform programme which will impact providers. This programme is set to drive up quality, establish an apprenticeship system funded through employer levy and, through a review of tertiary funding, establish a fairer system to support higher education. England does not have a lifelong learning narrative or plan, but there is a proposed lifelong learning loan entitlement.

The FE white paper in England proposes a new infrastructure and revised business process: for example, three-year funding, simplified funding methodology, levelling up, new accountability processes that would allow the Secretary of State to intervene in failing colleges, and a support mechanism through expansion of the role of the FE Commissioner. These changes will give English colleges further freedoms while providing a tighter accountability system. (UK Government, 2021).

The white paper confirms the role of local authorities and GFE Colleges, and the reforms are intended to ensure the adult skills funding system is 'simpler, outcome focused and more effective' (UK Government, 2021: 10):

'Therefore, as now, grant funding of colleges and local authority education providers will be the main funding flow in our new system for adult skills. The apprenticeship model, with a lead role for employers, will remain unchanged.' (UK Government, 2021: 39)

The proposals are to:

- Establish a new Skills Fund to bring together all direct funding for adult skills;
- Ensure the system can support both qualification-based provision and non-qualification provision, so that adults can retrain and upskill in the most effective way;
- Determine a needs-based approach which could be introduced to distribute funding across the country;
- Determine how funding can be most effectively distributed between colleges and local authority providers in non-devolved areas, in particular what a simpler formula might look like if a system based on funding learners: i) is retained; and ii) moved to a lagged funding system;
- Deliver a multi-year funding regime;
- Decide which entitlements and eligibility rules should apply in the new system; and
- Determine how funding for independent training providers and other non-grant funded providers would work in a reformed system.

It should be noted that for adult education these reforms do not have to be adopted by the devolved mayoral combined authorities in England.

Non-formal education

The main deliverers of non-formal education and family learning in Wales are the local authority services and Adult Learning Wales. These providers are partially funded via the Community Learning Grant and individual fees. In England, ACL funding is merged as part of the adult education budget. Many ACL providers have access to the adult education budget and, where needed, provide vocational qualifications up to and including level 3. This gives providers progression routes for their learners, and is seen as part of the skills solution. A key and one of the most impactful parts of an adult community offer is family learning. This is a programme that demonstrates the best of lifelong learning as it is cross-generational, it brings together resources from schools and the adult sector, and supports the implementation of the new curriculum. Throughout the pandemic family learning has proven to be a very helpful initiative. If it had been expanded before the onset of the Covid-19 pandemic, many more parents would probably have been better prepared for home schooling.

Support areas

Teacher training is the area where there is the greatest overlap and intersection among the four nations. Wales has traditionally trained many teachers who have gone on to find jobs in other parts of the UK. However, with increasing divergence from a similar curriculum for young people, the different post-16 qualification framework may have an impact on Welsh qualified teachers finding jobs in England.

Although much of the education sector is the same as in the rest of the UK, Wales has made a progressive leap in bringing in the curriculum for Wales, and now needs a similar initiative for post-16 education and skills. Wales also needs to consider a new offer for adults and expand entitlements, as set out in the second section of this report.

Recommendations

Recommendation 14: The Welsh Government should expand the concept of the new curriculum for all age groups to foster the concept of lifelong learning and consider reviewing the vocational offer for adults and introduce a learner charter following the work of the Global Learners' Network (2009).

Recommendation 15: The Welsh Government should review the balance of all the budgets for post-19 and determine whether too much is now biased towards HE leaving, with very scarce resources for the 20% of adults in Wales who lack essential skills and have poor life chances.

Conclusion

Wales is well positioned to adopt an all-age lifelong learning strategy. The Welsh Government and its resilient institutional base have many of the underpinning policies in place.

This report sets out the benefits of adopting an all-age lifelong learning strategy. The report draws attention to the issues faced by Wales, and how lifelong learning and skills acquisition can help find solutions which will aid the economy and the well-being of Welsh residents.

In the process of building a picture of post-16 education in Wales, we have met many outstanding and professional staff who care about the students and future learners of Wales. Building on the new Curriculum for Wales and the Well-being of Future Generations (Wales) Act 2015, there is motivation to develop an all-age lifelong learning strategy, and it is important to capture key stakeholders' enthusiasm about what the future could be and use this momentum and post pandemic landscape to make Wales the land of learning. The implementation of the CTER following the publication of the Tertiary Education and Research (Wales) Bill 2021 provides an opportunity to achieve this.

The recommendations detailed throughout the report and repeated below relate to the main findings, which are summarised below:

- 1** There is an absence of an overall vision and agreement on the definition of lifelong learning.
- 2** There is no consistent, cross-cutting narrative.
- 3** There is a need to enhance rights and entitlements.
- 4** There is a need to agree on a method on how priorities are to be determined.
- 5** There are organisational issues that need solutions, including:
 - a)** the need to provide clarification on the roles of responsibilities of key actors in the system; and
 - b)** the need to develop working methods that support institutions to continue to provide a quality offer to learners, with systems making it easy for them to offer a collaborative, agile, and responsive programme to students and future learners.

These findings and the associated recommendations point to the need to articulate a positive and cohesive vision for lifelong learning, which builds on the existing solid

foundations; and that the Welsh Government fosters trusting and progressive partnerships with a shared purpose.

Recommendations

Recommendation 1

The Welsh Government adopts and promotes a new all-age definition of lifelong learning with an underpinning vision, set of principles and purposes that convey the benefits to individuals, employers, communities, and wider society, and that encompasses the economic, social, and cultural dimensions of learning.

Recommendation 2

To ensure Welsh residents gain from the wider benefits of learning, the Welsh Government should integrate lifelong learning into wider policy arenas such as health and well-being, cultural policy and climate change policies. It should use other government systems such as planning capabilities and procurement processes to facilitate increased participation and the joint use of facilities.

Recommendation 3

The Welsh Government should contribute to and take a lead in developing a UK-wide response to UNESCO's lifelong learning CONFINTEA VII in 2022.

Recommendation 4

Building on the new Curriculum and Assessment (Wales) Act 2021 and the Well-being of Future Generation (Wales) Act 2015, the Welsh Government fills the policy gaps and underpins the vision for lifelong learning with a new and expanded set of rights and entitlements which are made tangible and accessible through a combination of readily available and relevant provision at various levels, in English and Welsh, and supported by appropriate affordability policies.

Recommendation 5

As part of a comprehensive wide-ranging lifelong learning offer, the Welsh Government should prioritise residents and employees:

- Aged 16 to 18 and 19 to 24;
- With poor essential skills;
- Without a vocational level 2 and 3; and
- Those at risk of redundancy.

And put in place a co-funding strategy for enrichment and social prescribing, and for level 4 and above (full-time, part-time, modular, and as part of HEI civic mission activity).

Recommendation 6

To overcome barriers, as well as carrying on with existing interventions, there should be a multi-pronged strategy that increases awareness, encourages would-be adult learners, and incentivises educational institutions and employers to accommodate these students.

Recommendation 7

To increase participation for post-18 and adult education, there needs to be equitable geographical coverage of learning opportunities, so that there is no 'postcode lottery' of activity, whether that be adult community education or higher education.

Recommendation 8

Review the fees and payments systems to ensure that those courses that are not eligible for loans are open to all.

Recommendation 9

The Welsh Government should create an enabling environment and treat lifelong learning as a unified system that looks at the holistic needs of learners despite their ages or backgrounds, provides better information, and provides better support for local authorities, educational institutions and learners.

Recommendation 10

The Welsh Government should task the Commission for Tertiary Education and Research to establish an agreed set of outcomes for the lifelong learning system that measures skills, employment, and the wider benefits of learning; through partnerships based on shared values; and setting out roles and responsibilities for each part of the system.

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Annex 1 – Contributors

Expert Panel

Jeff Greenidge – Director for Diversity, The Education and Training Foundation and The Association of Colleges

Dr John Graystone – Chair, Adult Learning Wales

Iestyn Davies – Chief Executive, Colegau Cymru

Rob Humphreys CBE – Member, Council of the Higher Education Funding Council for Wales

Roundtable

Professor Alison Fuller – UCL Institute of Education

Rob Humphreys CBE – Member, Council of the Higher Education Funding Council for Wales

Professor David James – Cardiff University

Professor Tom Schuller – Chair, Prisoner Learning Alliance

Professor Sir Alan Tuckett OBE – Former Chief Executive, National Institute of Adult Continuing Education

Professor Andrew Westwood – University of Manchester

Interviews

Professor Sir Adrian Webb – Vice Chair of the National Lottery Community Fund and WCPP Board member

Louise Casella – Director, The Open University in Wales

Professor Sir Alan Tuckett OBE – Former Chief Executive, National Institute of Adult Continuing Education

David Hagendyk – Director, Learning and Work Institute Wales

Kay Smith – Head of Campaigns, Policy and Development, Learning and Work Institute Wales

Shirley Rogers – Director of Delivery and Development, Careers Wales

Deri Bevan – Union Learning and Support Officer, Wales TUC

Amanda Wilkinson – Director, Universities Wales

Kieron Rees – Head of Policy and External Affairs, Universities Wales

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