



**EDUCATION FOR EMPLOYMENT IN NORTH MACEDONIA**

*Analysis of*  
**THE FINANCING  
OF NON-FORMAL  
EDUCATION  
AND TRAINING  
IN THE REPUBLIC OF  
NORTH MACEDONIA**

Skopje, 2019



Schweizerische Eidgenossenschaft  
Confédération suisse  
Confederazione Svizzera  
Confederaziun svizra

Swiss Agency for Development  
and Cooperation SDC

A programme by the Swiss Agency for Development  
and Cooperation, implemented by HELVETAS North  
Macedonia, Macedonian Civic Education Center and  
Economic Chamber of Macedonia





*Analysis of*  
**THE FINANCING  
OF NON-FORMAL  
EDUCATION  
AND TRAINING  
IN THE REPUBLIC OF  
NORTH MACEDONIA**

Skopje, 2019

# Acknowledgements

The authors would like to express their gratitude to all collaborators included in the analysis who through their answers enabled the collection of relevant data regarding the situation, especially to the following: verified training providers, the Employment Service Agency of Republic of North Macedonia, the Employment Service Agency offices in Tetovo, Strumica, the Economic Chamber of Macedonia, as well as the interviewed providers in Skopje, Strumica, Tetovo and Shtip.

The authors are thankful to the Project Unit of E4E@MK for the practical advice, the provided additional documents and the expert support in the research and preparation of this analysis.

## **Authors:**

Misho Domkanovikj, PhD  
Darko Spasevski, PhD  
Katerina Shapkova Kocevska, PhD  
Sanja Gichevska, MSc

## **Translation:**

Sofija Glavinova

This analysis has been prepared by the Institute for Strategic Research and Education – ISIE.

The positions expressed in the analysis are the sole responsibility of the authors and do not necessarily represent the opinions and the policy of the Project, the project implementing bodies or the donor.

# Abstract

**T**his document presents the key findings and recommendations in relation to the financing of non-formal education and training in the Republic of North Macedonia that resulted from the empirical research conducted by the Institute for Strategic Research and Education – ISIE in the period December 2018 – March 2019, within the Education for Employment in North Macedonia Project (E4E@MK).

The document is consisted of research methodology (data collection, instruments, timeframe and structure of respondents); key trends in the development of non-formal education, as well as the results of the conducted research. The results refer to the verification process, organization of the non-formal education process, selection and structure of the training participants, cooperation with other institutions, monitoring of the quality, inclusiveness, as well as financing of non-formal education and training).



# Abbreviations

<b>ESARNM</b>	Employment Service Agency of the Republic of North Macedonia
<b>APE</b>	Agency for Promotion of Entrepreneurship
<b>EC</b>	European Commission
<b>EU</b>	European Union
<b>ZELS</b>	Association of the Local Self-Government Units
<b>LAE</b>	Law on Adult Education
<b>LOCULL</b>	Law on Open Civic Universities for Lifelong Learning
<b>MISA</b>	Ministry of Information Society and Administration
<b>MoES</b>	Ministry of Education and Science
<b>MLSP</b>	Ministry of Labour and Social Policy
<b>NFAE</b>	Non-formal adult education
<b>OP</b>	Operational Plan for active employment programs and measures and labor market services for 2017
<b>EI</b>	Educational institutions
<b>RIC</b>	Roma Information Center
<b>WB</b>	World Bank
<b>ECM</b>	Economic Chamber of Macedonia
<b>VET</b>	Vocational education and training
<b>SVS</b>	Secondary vocational schools
<b>SWC</b>	Social Work Center
<b>CVET</b>	Center for Vocational Education and Training
<b>AEC</b>	Adult Education Center
<b>UNDP</b>	United Nations Development Program





# Content

ABBREVIATIONS .....	5
BASIC FINDINGS OF THE RESEARCH .....	8
INTRODUCTION.....	19
<b>1 RESEARCH METHODOLOGY.....</b>	<b>22</b>
<b>1.1.</b> Tools for collecting data and respondents.....	<b>23</b>
<b>1.2.</b> Timeframe and respondents' structure .....	<b>25</b>
<b>2 KEY TRENDS IN NON-FORMAL EDUCATION .....</b>	<b>26</b>
<b>2.1.</b> Trends in the offer of non-formal adult education programs .....	<b>28</b>
<b>2.2.</b> Adult education.....	<b>31</b>
<b>3 RESULTS FROM THE CONDUCTED RESEARCH ON THE FINANCING OF NON-FORMAL ADULT EDUCATION .....</b>	<b>36</b>
<b>3.1.</b> Process of verification .....	<b>37</b>
<b>3.2.</b> Organization of the non-formal education process .....	<b>41</b>
<b>3.3.</b> Selection and structure of training participants .....	<b>46</b>
<b>3.4.</b> Cooperation with other institutions.....	<b>48</b>
<b>3.5.</b> Monitoring the quality during realization of adult education program .....	<b>49</b>
<b>3.6.</b> Good practices .....	<b>51</b>
<b>3.7.</b> Inclusiveness of the non-formal education process .....	<b>52</b>
<b>3.8.</b> Financing the non-formal education and training .....	<b>55</b>
BIBLIOGRAPHY .....	65



*Basic findings*  
**OF THE RESEARCH**

**T**he aim of this research was to analyze the current situation and the challenges, with a focus on the legal framework, resources and financing of the non-formal education in seven sectors (health and social care, personal services, hospitality, agriculture, food processing, machinery and electrotechnical – IT profiles) in four planning regions in the Republic of North Macedonia (Southeast, Southwest, Polog and Skopje). The listed sectors and regions are the focus of the project Education for Employment in North Macedonia E4E@MK, in its first phase (March 2018 - March 2022).

More precisely, this research of the initial situation included:

- 1)** Data collection and analysis of the current trends in the non-formal education in the four planning regions in the country (Southeast, Southwest, Polog and Skopje);
- 2)** Analysis of the legal framework under which the non-formal education is conducted and recommendations for its improvement for the purpose of vocational skills development;
- 3)** Data collection and analysis of the financing of the non-formal education, available resources, as well as distribution/use thereof;

Part of the collected and analyzed quantitative data, especially the data related to the financing of NFAE, refers to 2017, mainly due to the following:

- ➔ 2017 is the year before the project started;
- ➔ the request for access to public information refers to the whole calendar year; and
- ➔ the financial reports (balance sheets and income statements) of the service providers from the Central Registry refer to the entire calendar year.

The researchers gladly confirm that the respondents did not provide socially-desirable answers.

The main constraint that the research team faced during the data collection process was the limited access to information on the total revenues structure of training providers. The providers were not very responsive regarding questions related to private funding for non-formal adult education in 2017.

Specific components in this research were the following: the verification process of the non-formal education and training providers and programs; the organization

of the non-formal education process, the selection and structure of the training participants, the cooperation with other institutions, quality provision, good practices, inclusiveness, as well as the financing of non-formal education.

The table below includes key findings and recommendations, arising from the research, for each of the mentioned components.

COMPONENT	CONCLUSIONS	RECOMMENDATIONS
<b>Verification</b>	<ul style="list-style-type: none"> <li>▶ The principal legal regulation that regulates this segment is the Law on Adult Education.</li> <li>▶ The providers have excellent cooperation with AEC in terms of the programs verification. According to the organizations interviewed, the Center promptly replies to the proposals for new programs, and the procedure is completed in a period of 2-3 weeks.</li> <li>▶ There is a room for improvement of the cooperation between the providers and MoES.</li> </ul>	<ul style="list-style-type: none"> <li>▶ To strengthen the coordination capacities of AEC in relation to the providers, MoES and its role with regard to ESA.</li> <li>▶ To improve the procedures in MoES with the aim to accelerate the process and increase the efficiency in the verification of institutions for non-formal education and training.</li> <li>▶ To simplify the procedures by introducing digital tools and platforms by following the example of already existing digital platforms in the Republic of North Macedonia (e.g. e-registration of companies). Thus, the verification procedure will be accelerated and the expenses for providing information to providers will be reduced.</li> </ul>

COMPONENT	CONCLUSIONS	RECOMMENDATIONS
<p><b>Verification</b></p>	<ul style="list-style-type: none"> <li>▶ The conducted interviews produced the conclusion that the issue of delay in the programs verification and licensing should be addressed as soon as possible. This process has a significant impact on the opportunities for medium and long-term internal strategic planning of the providers.</li> <li>▶ Clearly defined country strategy regarding the question: Who should be the competent authority for non-formal education? is absent. For this reason, due to involvement of several entities (MoES and MLSP, and ESA, AEC, local self-government), there has been instances when the process has been diluted and inefficient (e.g. one entity is responsible for the programs verification, another entities are responsible for providers verification). For this reason, due to involvement of a number of entities (MOES and MLSP, and ESA, AEC, local self-government), there have been instances when the process has been diluted and inefficient (for example, one entity is in charge of verification of programs, and several entities are involved in the process of verification of providers).</li> </ul>	<ul style="list-style-type: none"> <li>▶ To improve access to online database of verified programs and verified institutions, and constant updating of the database, with the purpose making the information easily accessible for the participants. Additionally it would be good to connect this database with information provided by employers or ESARNM, with the purpose of providing adequate directions to the participants when choosing the training and better informing them about the labor market needs.</li> <li>▶ The duration of the verification procedure should be extended (for example, for a period of 5 years or extended period for the programs that have no changes in its content, whereas the programs that have changes in the content should undergo reverification). Additionally, in order to avoid dilemmas in terms of the duration of the verification procedure, a provision thereon should be included in the Law on Adult Education, instead of its regulation under the Rulebook of the AEC that causes dilemmas whether the adoption of such Rulebook has grounds in the Law on Adult Education.</li> </ul>

COMPONENT	CONCLUSIONS	RECOMMENDATIONS
<b>Organization of the non-formal education process</b>	<ul style="list-style-type: none"> <li>▶ Often, the providers design new programs for non-formal education through individual assessment without aligning the programs with ESA parameters for the labour market needs and without communicating with the employers.</li> <li>▶ Relative inertness was noticed on the providers' side in terms of initiatives on changing or amending the existing programs, as well as proposing new programs for adult education.</li> <li>▶ Regarding the manners in which the teaching is organized in the non-formal education, regular teaching methods are dominant (teaching methods that do not include modern methods such as consultative-instructional teaching, consultative teaching with correspondance, open teaching method, tele-teaching methods, distance teaching, multimedia teaching) as methods for transferring the knowledge and the skills to training participants.</li> </ul>	<ul style="list-style-type: none"> <li>▶ The providers should be proactive in innovating the existing programs and developing new programs aligned to the labor market needs.</li> <li>▶ The providers should be insentivized to use new techniques in transferring the knowledge and the skills to the training participants. Above all to consider the options for distance and multimedia teaching, envisaged under the LAE, as well as other possible innovations.</li> <li>▶ A direct link should be established among providers and larger employers, so that the information for needed occupations can be directly delivered to the providers; and longterm planning and partnership should be also established so that the providers can serve the employers, and this will provide financial sustainability of programs offered commercially without state support.</li> <li>▶ New models for financial support should be introduced for the providers, which would mean allocation of funds for providers' investments and equipment, instead of financial support per participant in the programs.</li> </ul>

COMPONENT	CONCLUSIONS	RECOMMENDATIONS
<p><b>Organization of the non-formal education process</b></p>	<ul style="list-style-type: none"> <li>▶ The providers, due to limited capacity, are not properly dispersed, and sometime participants in trainings have to travel from one town (or neighbourhood) to another town to attend a training.</li> <li>▶ The providers do not have sufficient means to invest in equipment needed to organize trainings for occupations that demand high technologies and innovations.</li> </ul>	<ul style="list-style-type: none"> <li>▶ A country strategy for organizational structure of the non-formal education is needed. Based on the interviews, several possible alternatives can be considered: 1) the non-formal education to be organized by secondary vocational schools, 2) the non-formal education to be organized by regional state centers or 3) the non-formal education to be organized by private providers, under revised terms. By all means, the above should correspond to the Strategy for Adult Education 2019-2023, as well as the Concept for non-formal and informal learning from 2015.</li> <li>▶ The integration of providers on regional level, through an organization in a form of centers or other type of organizational forms, is recommended. Furthermore, we believe that a good model, which has been traditionally functional in RNM, are the civic universities for lifelong learning. Therefore, we recommend strengthening the capacities of civic universities for lifelong learning so that they can offer NFAE and cooperate with the employers. Such universities are present in smaller towns, so the access to trainings that lead to employment in the rural areas (where the unemployment is higher) would be increased.</li> <li>▶ The number of occupations needs to be increased. Compared to Germany that has 8000 occupations, the North Macedonia has registered around 500 occupations.</li> </ul>

COMPONENT	CONCLUSIONS	RECOMMENDATIONS
<b>Selection and structure of training participants</b>	<ul style="list-style-type: none"> <li>▶ The statistics shows that for every participant to a verified program, average-ly, the providers provide service to 1,5 participant for a program that is not verified pursuant to the legal norms.</li> <li>▶ In terms of the monitoring and the attendance of the participants, the practice shows that the participants do not leave the training most often due to the financial benefit.</li> <li>▶ In terms of the providers' capacities, it has been concluded that for specific occupations that use advanced technologies, the providers do not have sufficient resources and capacities to organize such trainings.</li> <li>▶ Furthermore, the dilemma is whether for occupations that involve advanced technologies, the mentors or trainers have sufficient knowledge and skills.</li> </ul>	<ul style="list-style-type: none"> <li>▶ To educate participants on the other benefits arising from successful realization of the trainings, aside from the financial compensation provided by the ESARNM.</li> <li>▶ An organized approach is needed to combine the resources and the capacities of a number of providers, so that advanced and technologically intensive trainings can be provided;</li> <li>▶ To include the providers in the selection process for training candidates.</li> <li>▶ To raise the interest among adults, primarily among unemployed, to participate in the programs for training for additional qualification or prequalification.</li> </ul>
<b>Cooperation with other institutions</b>	<ul style="list-style-type: none"> <li>▶ During the interviews, the need of better quality labour market needs assessment was emphasized.</li> <li>▶ Part of the providers suggested that there was a strong political influence in the companies and that it affects the development of the non-formal education and trainings.</li> </ul>	<ul style="list-style-type: none"> <li>▶ Comprehensive inclusive approach when conducting analysis for the labour market needs, as well as strengthened role of ESARNM with the use of reliable methodological tools.</li> <li>▶ We recommend for the competent institutions to react to the abuse of the political influence in the employment and education.</li> </ul>



COMPONENT	CONCLUSIONS	RECOMMENDATIONS
<b>Monitoring the quality</b>	<ul style="list-style-type: none"> <li>▶ It is encouraging that 80 percent of the providers have established system and procedures for quality check.</li> <li>▶ According to the data obtained from ESARNM, the average percent of employment of participants to the Training for occupations in demand, a measure that refers to non-formal education, is around 40 percent, depending on the occupation.</li> <li>▶ The providers do not have a system to monitor the trained persons after their graduation.</li> </ul>	<ul style="list-style-type: none"> <li>▶ Solutions to be adopted with the use of digital tools (specialized software) that would enable more transparent distribution of the funds.</li> <li>▶ Better control over the realization and the quality of the trainings, as well as improvement of the system and the procedures used by providers. The greater quality of providers should be considered as an advantage for any succeeding verification.</li> <li>▶ To strengthen the capacities of the competent institutions for inspection control (SMI) and expert control (AEC).</li> <li>▶ To strengthen the monitoring conducted by ESARNM.</li> </ul>
<b>Good practices</b>	<ul style="list-style-type: none"> <li>▶ The trainings for servicing sewing machines, as well as for garage mechanic for modern vehicles, can be considered as most successful profiles, or trainings. A popular training, which the participants perceived as a potential for going abroad, was the training for geriatric nurses.</li> <li>▶ The providers included in the research have no experience in organizing training of a larger group custom-made for an initiator.</li> </ul>	<ul style="list-style-type: none"> <li>▶ To stimulate success stories and better promotion thereof in the public.</li> <li>▶ To innovate procedures for organizing a training by allowing and stimulating custom-made trainings, among other things, through the development of modular competences within one type of training.</li> </ul>

COMPONENT	CONCLUSIONS	RECOMMENDATIONS
<b>Inclusiveness of the non-formal education process</b>	<ul style="list-style-type: none"> <li>▶ The inclusion of persons with disabilities in the non-formal education is the weakest.</li> <li>▶ A total of 46 percent of the respondents replied that their trainings were attended by persons with unfavorable social and economic status.</li> <li>▶ Almost two-thirds of the providers verified under the LAE pointed out that the trainings they organize were attended by persons coming from rural areas as well.</li> <li>▶ More than half of the providers replied that their trainings were attended by persons from the Roma community.</li> </ul>	<ul style="list-style-type: none"> <li>▶ The inclusion of persons from marginalized groups should be improved, above all, the participation of persons with disabilities in the trainings of non-formal education should be increased.</li> <li>▶ When developing future programs and measures, the inclusion of vulnerable groups in the non-formal education should be mandatorily taken into consideration.</li> <li>▶ To promote civic universities for lifelong learning, as providers that are available in smaller towns.</li> </ul>
<b>Financing the non-formal education</b>	<ul style="list-style-type: none"> <li>▶ The NFAE is mainly financed by the state, and conducted through the OP.</li> <li>▶ A total of 987 persons attended verified programs for adult education through ESARNM in 2017, in each of the regions included in the E4E@MK project. A total of 562 persons attended nonverified programs through ESARNM (including trainees in the Component C and Component D of IPA "Youth Employment Support" project).</li> </ul>	<ul style="list-style-type: none"> <li>▶ Private initiative should be stimulated; the providers should independently organize, innovate and finance the trainings in the non-formal education.</li> <li>▶ ESARNM should continue to be included through the OP in the financing of the non-formal education, however the tendency should be for the state support to be gradually reduced and replaced by privately financed sustainable non-formal education.</li> <li>▶ More adequate promotion of the opportunities offered by the EU-funded programs referring to the non-formal education in the country is needed.</li> </ul>

COMPONENT	CONCLUSIONS	RECOMMENDATIONS
Financing the non-formal education	<ul style="list-style-type: none"><li>▶ In 2017 OP, five measures, or programs, were identified, directly or indirectly related to NFAE: training for demanded occupations; IPA project “Youth Employment Support” -Trainings for demanded occupations on the labor market; training with known employer; pilot training program for meeting the local needs of qualified labor force; and training for crafts.</li><li>▶ In 2017, in the regions of interest to the E4E@MK project, a total of 252 persons participated in trainings organized under some of the OP five measures/programs. The total amount of allocated funds is 13.484.042 MKD, out of which 52,4 percent were paid to providers and 47,6 percent for the participants in the trainings. On average, 53.508 MKD were spend for a participant in a training.</li></ul>	



# Introduction

**T**he non-formal education has a great potential to provide skilled persons to the labour market in every country. The non-formal education usually is outside the frame of the regular (formal) educational system; however, it is institutionalized and realized by professionally qualified teachers and trainers, it has defined educational program and contributes to the increase of the knowledge of individuals. This type of education is a significant instrument through which, in relatively short period, the unemployed can develop skills and competences that will help them to be more competitive on the labour market.

The following factors have an impact on the development of the non-formal education in the Republic of North Macedonia: decrease of the number of participants, bad economic situation in the country, divided competences in this system of education among a number of institutions, and on different levels as well, unharmonized legal regulations and absence of complete application thereof, absence of interest on the part of the business community for better inclusion and support for the NFAE; and the global transformative processes, especially the changes in the type of jobs and its nature thereof, the changes in the qualifications demand; as well as the need of new skills among young persons.

In this type of education in the Republic of North Macedonia, in 2012, a process of verification of special programs for adult education began (non-formal education programs) through which the participants obtain qualification or partial qualification. In 2016, a Strategy for Adult Education was prepared which identified the challenge of exceptionally low percent of participation of adults in non-formal education (only 0.71% of the total active population participated in educational activities outside the

regular education system in 2015).<sup>1</sup> This issue was identified as priority in the recently adopted national document Strategy for Education 2018-2025 and the Action Plan.<sup>2</sup>

Within the years-long cooperation with and support from the Swiss Agency for Development and Cooperation (SADC) in the Republic of North Macedonia, in the beginning of March 2018, the project Education for Employment in North Macedonia (E4E@MK)<sup>3</sup> began. The main objective of the project is to contribute to a more decent employment of young persons, especially the vulnerable groups, in an inclusive and sustainable manner. This is expected to be achieved through a systemic approach which will aim to provide development of vocational skills that are more market-oriented through the non-formal education and training, improved cooperation between the secondary vocational education and the employers, especially in the practical training of students, and improved legal framework for vocational skills development. In its first phase (2018-2022), seven sectors are in the project focus (health and social care, personal services, hospitality, agriculture, food processing, machinery and electrotechnical – IT profiles) in four planning regions in the country (Southeast, Southwest, Polog and Skopje). The project is being implemented by Helvetas North Macedonia, the Macedonian Civic Education Center and the Economic Chamber Macedonia, in close cooperation with the Ministry of Education and Science, the Ministry of Labour and Social Policy, the Adult Education Center, the business sector and many other relevant governmental and non-governmental organizations.

---

1 Strategy for Adult Education 2016 – 2020, Skopje, 2016 available at [http://www.mon.gov.mk/images/AE\\_STRATEGY\\_MK\\_Final\\_1-min.pdf](http://www.mon.gov.mk/images/AE_STRATEGY_MK_Final_1-min.pdf) [visited on 22 February 2019], p. 13.

2 Republic of North Macedonia, Strategy for Education 2018-2025 and Action Plan, available at <http://mrk.mk/wp-content/uploads/2018/10/Strategija-za-obrazovanie-MAK-WEB.pdf> [visited on 23 February 2019]. p. 15.

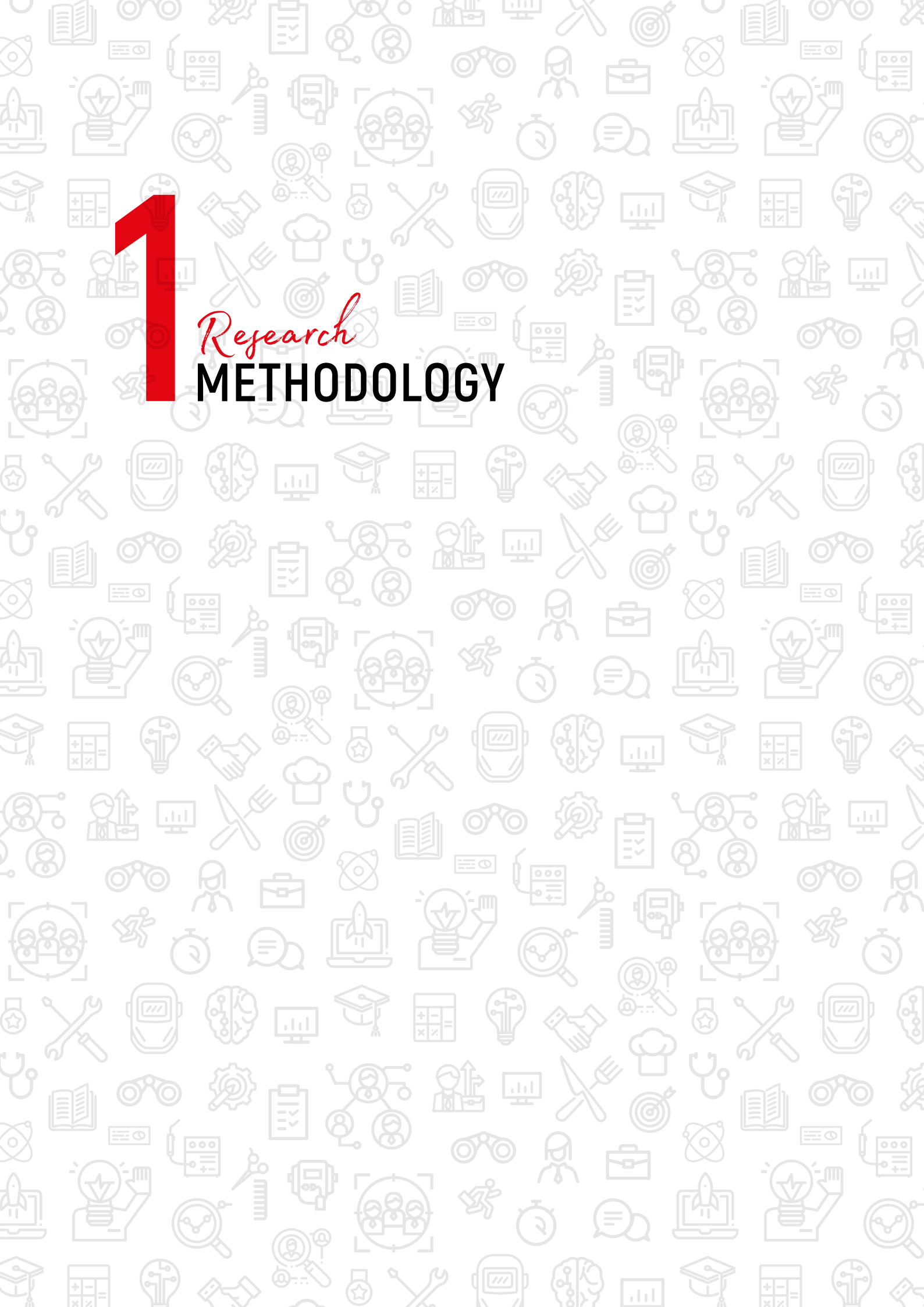
3 Hereinafter the Project or E4E@MK.

The project E4E@MK engaged the team of the Institute for Strategic Research and Education (ISIE) to prepare an analysis of the current situation and challenges with a special focus on the legal framework, the resources and other processes and competences in the non-formal education. The analysis is based on empirical research conducted in the period December 2018 – March 2019.

This study is a follow-up on a previous research and study “Analysis of the legal framework, resources and other processes and competences in the system of formal vocational education and training in the Republic of North Macedonia” conducted within the same project.

1

*Research*  
**METHODOLOGY**





In relation to the research methodology, the authors guiding principle was that in order to determine the efficiency of the existing policies it is exceptionally important to analyze quantitative data and qualitative information/positions and opinions of categories of respondents to whom these policies apply.

## **1.1. TOOLS FOR COLLECTING DATA AND RESPONDENTS**

Considering the necessity of quantitative and qualitative information, the following five types of instruments were used for data collection in the research:

- (1)** requests for access to public information were sent to the competent institutions;
- (2)** a questionnaire for online survey of the verified providers that were active in 2016 and 2017;
- (3)** a questionnaire for semi-structured interview with representatives of key institutions on different levels;
- (4)** protocol for analyzing financial statements; and
- (5)** protocol for analyzing documents that regulate the system.

Table 1 provides more information for each of the tool, connected to the research sample, as well as the response rate.

**TABLE 1. TOOLS FOR COLLECTING DATA**

TOOL	DESCRIPTION OF TOOL	SUBMITTED TO	RESPONSE RECEIVED FROM
Request for access to public information	<ul style="list-style-type: none"> <li>▶ 35 questions related to financing and the educational process</li> </ul>	ESARNM and to 11 local employment centers	Since the service is centralized, response to all the questions was received directly from ESARNM, including the responses on the situation in the local centers
Questionnaire for verified training providers in 2017	<ul style="list-style-type: none"> <li>▶ 33 questions</li> <li>▶ the questionnaire was delivered via courier or e-mail</li> </ul>	15 providers	33% of the providers
Questionnaire for verified training providers in 2016	<ul style="list-style-type: none"> <li>▶ 25 questions</li> <li>▶ online questionnaire</li> </ul>	70 providers	16% of the providers
Semi-structured and if needed in-depth interview with representatives of key institutions	<ul style="list-style-type: none"> <li>▶ 5 to 10 general questions</li> <li>▶ in average, 10 questions specific to the institution</li> </ul>	Conducted interviews with 11 representatives of ESARNM, ESARNM – Tetovo and Strumica, the Economic Chamber of Macedonia, and 6 providers (in Skopje, Strumica, Tetovo and Shtip).	
Financial statements (balance sheets and income statements) of the service providers	<ul style="list-style-type: none"> <li>▶ annual statements obtained from the Central Register (balance sheet and income statement)</li> </ul>	Balances for 23 legal entities were requested and obtained (information from the Adult Education Center for legal entities active in the relevant sectors and regions were provided priorly)	
Protocol for analyzing documents that regulate the system	<p>The following was analyzed:</p> <ul style="list-style-type: none"> <li>▶ 2 laws</li> <li>▶ 2 strategies and concept notes</li> <li>▶ Operational Plan of ESARNM</li> <li>▶ regulations, reports and other relevant documents</li> <li>▶ Adult Education Survey from SSO, etc.</li> </ul>		

## 1.2. TIMEFRAME AND RESPONDENTS' STRUCTURE

The survey with providers (administering survey questionnaire) was organized in the period 11 January – 8 February 2019. 16 providers replied to the questionnaire, 11 of them verified in 2016, and 5 providers verified in 2017. Most of the providers that responded to the questionnaire are located in the Skopje planning region (8 in total), 3 providers from the Polog region, 2 providers from the Southeast region and 1 provider from the Southwest region. The remaining 2 providers did not reply to which planning regions they belong. In terms of the educational profile, or the vocation they offer, the structure of the providers included in the survey is as follows:

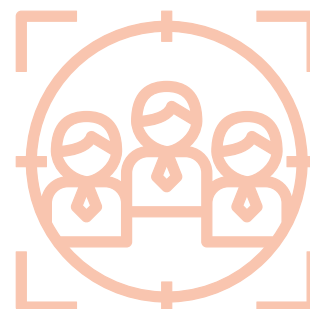
**TABLE 2. TRAININGS OFFERED BY VERIFIED PROVIDERS OF NON-FORMAL EDUCATION, ACCORDING TO THE EDUCATIONAL PROFILE/VOCATION**

EDUCATIONAL PROFILE/VOCATION	PERCENT OF THE PROVIDERS
Personal services	55,6%
Hospitality	16,7%
Agriculture	5,6%
Machinery and electrotechnical	11,1%
Health and social care	5,5%
No reply	5,5%

13 providers replied to the question on *the number of employees in the organization/provider*. According to the received replies, 121 persons are employed in these 13 providers, or in average, one provider has 9 employees.

*The interviews* were conducted in the period 20 January – 7 March 2019. When conducting the interviews, it was requested for the interlocutors to have higher position in the institutions and be authorized to present the position of the institution (managers, heads of sectors, etc.). In addition, this choice enabled different regions in the country to be represented, and the selection of interlocutors was adjusted to the form and timeframe of the research.

Several requests for access to public information were sent to the competent institutions in the area of non-formal education for the needs of this research.





2

*Key trends*

**IN NON-FORMAL  
EDUCATION**

**T**he adult education system in the Republic of North Macedonia is composed of three alternative forms: (1) formal education, (2) non-formal education and (3) informal learning. The formal adult education is institutionalized education conducted in state and private institutions as regular and extramural education, with adequate teaching programs and curricula.<sup>4</sup> Non-formal adult education is composed of organized learning processes aimed at equipping the adults with the skills necessary for different social activities or personal growth.<sup>5</sup> Informal adult education is made of activities in which adults accept the positions and positive values, skills and knowledge from everyday experience and other impacts from their surrounding.<sup>6</sup>

This chapter includes relevant data and information that refer to the trends in the offer of NFAE from 1.1.2012 to 31.7.2018 obtained from the Adult Education Center and the Economic Chamber of Macedonia, as well as data from the Adult Education Survey from 2016.

---

4 Article.3 from the Law on Adult Education (Official Gazette of RNM no. 7/2008, 17/2011, 51/2011, 74/2012, 41/2014, 144/2014, 146/2015, 30/2016 and 64/2018).

5 *Ibid.*

6 *Ibid.*

## 2.1. TRENDS IN THE OFFER OF NON-FORMAL ADULT EDUCATION PROGRAMS

In the non-formal education, adults can improve and educate themselves by following special programs for acquiring knowledge and skills. In the period 1.1.2012 – 31.7.2018, the Adult Education Center (AEC) verified a total of 328 programs

from all 15 professions pursuant to the National Qualifications of Occupations.<sup>7</sup> The table below presents data for each individual program/occupation in the period 2012-2018. The biggest number of verified programs is in 2016 (73 programs in total).

**TABLE 3.** NUMBER OF VERIFIED PROGRAMS BY AEC, BY VOCATION (2012-2018)

VOCATION	2012	2013	2014	2015	2016	2017	2018	TOTAL
Health	2	1	1	4	5	3	4	20
Textile-leather	/	1	1	7	2	3	1	15
Graphic	/	/	/	1	/	/	/	1
Electrotechnics	1	2	/	1	7	3	/	14
Personal services	9	5	9	17	21	18	5	84
Hospitality	2	2	4	8	2	7	2	27
Construction	2	3	5	8	4	4	4	30
Traffic	3	1	/	1	7	3	4	19
Veterinary	/	3	/	/	/	/	/	3
Forestry-wood processing	1	1	/	2	2	2	2	10
Physical culture	/	/	/	1	/	1	2	4
Geology - mining	/	/	/	/	2	/	/	2
Chemical	1	2	1	3	3	3	2	15
Mechanical	2	4	7	8	8	4	8	41
Legal - economy	/	1	4	1	6	7	6	25
Other	/	1	1	3	4	2	7	18
<b>TOTAL</b>	<b>23</b>	<b>27</b>	<b>33</b>	<b>65</b>	<b>73</b>	<b>60</b>	<b>47</b>	<b>328</b>

Source: Adult Education Center (AEC).

Note: The data for 2018 refer to the period 1 January – 31 July 2018.

<sup>7</sup> Naional Qualification of Occupations, Skopje: State Statistical Office of RNM, 2015. Available at: <http://www.stat.gov.mk/KlasifikacijiNomenklaturi.aspx?id=15> [visited on 10 March 2019]

Only 4 of the 328 programs refer to persons with disabilities. In 2015, a program for vocation in the healthcare sector was verified entitled – Therapist for visually impaired persons.<sup>8</sup> In 2016, two programs in the mechanical sector were verified – Argon welder<sup>9</sup> and Water plumbing fitter<sup>10</sup> and one program in the area of chemical and technical vocation - Pastry chef<sup>11</sup>, intended for hearing impaired persons.

Most of the verified programs in the period 2012-2018 are for personal services (84), predominantly in the period 2015-2017 (17 programs, 21 programs and 18 programs respectively). Followed by the programs in the machinery sector (41 programs) and construction (30 programs).

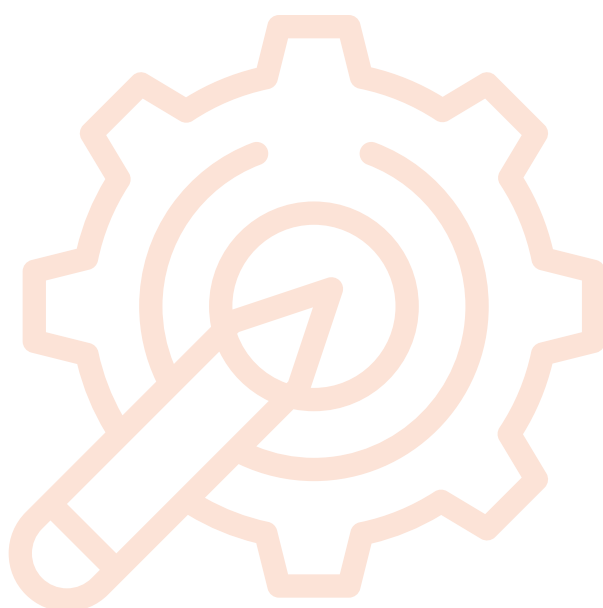
In 2012-2018, the total number of participants in the programs verified by AEC was 2.518. Table 4 presents details regarding the number of participants in terms of the vocation and the program year.

8 Available at: <http://cov.gov.mk/course/масер-терапевт-за-лица-со-оштетен-ви/> [visited on 20 March 2019]

9 Available at: <http://cov.gov.mk/course/модуларна-обука-за-аргон-заварувач-за/> [visited on 20 March 2019]

10 Available at: <http://cov.gov.mk/course/инсталатер-и-монтер-за-водоводна-инст/> [visited on 20 March 2019]

11 Available at: <http://cov.gov.mk/course/изработувач-на-бели-печива-за-лица-со-о/> [visited on 20 March 2019]



**TABLE 4. NUMBER OF PARTICIPANTS IN VERIFIED PROGRAMS BY VOCATION (2012-2018)**

VOCATION	2012	2013	2014	2015	2016	2017	2018	TOTAL
Health	/	17	10	54	59	205	125	<b>470</b>
Textile-leather	/	/	7	25	10	24	/	<b>66</b>
Graphic	/	/	/	/	/	/	/	<b>/</b>
Electrotechnics	/	10	/	5	/	/	20	<b>35</b>
Personal services	23	20	63	27	271	463	100	<b>967</b>
Hospitality	/	21	7	31	48	58	/	<b>165</b>
Construction	/	6	10	14	2	13	26	<b>71</b>
Veterinary	/	14	/	28	13	/	/	<b>55</b>
Traffic	/	/	/	/	/	57	/	<b>57</b>
Forestry-wood processing	/	/	/	2	9	/	10	<b>21</b>
Physical culture	/	/	/	/	22	16	/	<b>38</b>
Geology - mining	/	/	/	/	12	20	/	<b>32</b>
Chemical	8	/	14	10	10	/	/	<b>42</b>
Machinery	/	10	6	5	42	53	17	<b>133</b>
Legal - economic	/	/	/	71	17	90	105	<b>283</b>
Other	/	/	14	18	51	/	/	<b>83</b>
<b>TOTAL</b>	<b>31</b>	<b>98</b>	<b>131</b>	<b>290</b>	<b>566</b>	<b>999</b>	<b>403</b>	<b>2 518</b>

*Source:* Adult Education Center (AEC).

*Note:* The data for 2018 refer to the period 1 January – 31 July 2018.

The biggest number of participants in verified programs was registered in 2017, when a total of 999 persons were trained. In terms of the vocation selection, the participants show most interest for programs in the area of personal services, followed by healthcare, legal and economy sector and hospitality. So, in the analyzed period, the number of participants to programs for personal services is 967

(the highest in 2017 – 463), for healthcare profiles 470 participants (205 in 2017), for legal and economy profiles 283 (105 in 2018) and in the area of hospitality 165 participants (the highest number in 2017 – 58 participants).

The total number of trainings held by providers verified by AEC, from 2012 to 31 July 2018, is 225.



**TABLE 5.** NUMBER OF TRAININGS HELD BY  
VERIFIED PROVIDERS (2012-2018)

YEAR	NUMBER OF TRAININGS
2012	4
2013	15
2014	16
2015	26
2016	60
2017	82
2018	46
<b>TOTAL</b>	<b>225</b>

*Source:* Adult Education Center (AEC).

*Note:* The data for 2018 refer to the period  
1 January – 31 July 2018.

## 2.2. ADULT EDUCATION

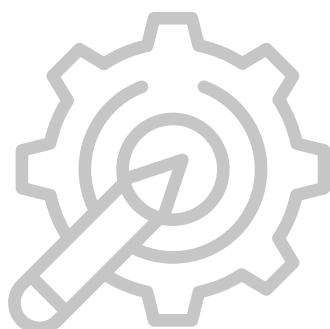
For the purpose of determining the situation with the educational activities in the process of formal and non-formal adult education<sup>12</sup>, the State Statistical Office, in 2016, conducted the Survey on Adult Education<sup>13</sup>. The comparisons within this survey are aligned to the methodological standards and recommendations determined by Eurostat and the regulations of the European Commission.<sup>14</sup> The survey is planned to be conducted once in five years, and findings from 2016 are used for this survey (in the meantime in the Republic of North Macedonia there have not been intensive activities with significant impact on the situation, and most of the findings are still considered statistically relevant).

According to the data of the State Statistical Office, obtained from the Survey on Adult Education, the total number of people, aged 25-65, that

12 According to the methodology used by the State Statistical Office, the category adults includes people in the age group 25-64.

13 Survey for Adult Education, 2016. Skopje, State Statistical Office. Available at: <http://www.stat.gov.mk/PrikaziPublikacija.aspx?id=78&rbr=680> [visited on 15 February 2019]

14 EC Regulation (EU) no. 823/2010, no. 1175/2014 and Regulation (EC) no.452/2008.



attended formal education<sup>15</sup> in 2016 was 47 082, a total of 122 567 persons were included in the non-formal education system<sup>16</sup>, whereas a total of 795 089 persons were included in the informal education<sup>17</sup>.

15 The formal education is an education compliant to the laws on education in the country (laws on primary, secondary and higher education), institutionalized education as regular and extramural education. In order to be included in the regular (formal) education, the education activity should lead to a qualification recognized by the national authority and be part of hierarchically structured scale of education and training, or part of the educational system in the country, and with completion of a level of education the person obtains certificate, diploma or other type of document (Survey for Adult Education, 2016, p.8).

16 The non-formal education is institutionalized education (it is conducted in the civic universities, schools for foreign languages, computers, music, dances, it involves participation in seminars, conferences, workshops) conducted by professionally qualified teachers of trainers and teaching curricula and contributes to the increase of knowledge of persons, but is outside the regular educational system (Survey for Adult Education, 2016, p.8).

17 The informal education is intentional, but less organized and structured compared to the formal and nonformal education (it is not institutionalized). It can include activities for learning within the family, at work and in everyday life of persons (for e.g. searching on the internet manual to repair house appliances, watching documentaries, reading magazines, books, visiting museums, etc.) (Survey for Adult Education, 2016, p.8)

In terms of the age structure of persons attending non-formal education, most of them belong to the age group of 25 to 34 years (38,5%), whereas persons at the age of 55 to 64 are least included in the non-formal education (10,6%). Detailed information on the age structure of persons included in the non-formal education system in the country is presented in the following table.

**TABLE 6. PERSONS THAT ATTENDED NON-FORMAL EDUCATION (BY AGE)**

AGE	NUMBER OF PERSONS THAT ATTENDED NON-FORMAL EDUCATION	PERCENT OF THE TOTAL NUMBER
25 – 34	47 168	38,5%
35 – 44	36 888	30,1%
45 – 54	25 544	20,8%
55 – 64	12 967	10,6%
<b>TOTAL</b>	<b>122 567</b>	

*Source:* Adult Education Survey from the State Statistical Office (2016).

The data referring to non-formal education also show clear distinction in the educational structure of beneficiaries of this type of education. So, most of the persons that attend non-formal education, almost 61 percent from the total number, have previously completed higher education (first, second and third cycle of studies). Also, the percent of persons with completed secondary education is high (36,4%). The data for the educational background of persons aged 25 to 64 that use the non-formal education system is presented in Table 7.

**TABLE 7.** PERSONS THAT ATTENDED NON-FORMAL EDUCATION (BY EDUCATIONAL BACKGROUND)

EDUCATIONAL BACKGROUND	NUMBER OF PERSONS	PERCENT OF THE TOTAL NUMBER
No education, uncompleted primary and primary education	3 697	3%
Secondary education	44 558	36,4%
Higher education	74 312	60,6%
<b>TOTAL</b>	<b>122 567</b>	

*Source:* Adult Education Survey (2016).

In terms of the economic activity, the participation of employed persons is convincingly highest, 87,6 percent of the total number of persons aged 25 to 64 that attend non-formal education. This is a concerning data if the following is considered: number of unemployed persons in the North Macedonia and the labor market needs on one hand, as well as the favorable opportunities for gaining qualifications/skills for employment through the non-formal education that could lead to employment on the other.

**TABLE 8.** PERSONS THAT ATTENDED NON-FORMAL EDUCATION (BY ECONOMIC ACTIVITY)

STATUS OF ECONOMIC ACTIVITY	NUMBER OF PERSONS	PERCENT OF THE TOTAL NUMBER
Employed	107 390	87,6%
Unemployed	6 370	5,2%
Inactive population	8 807	7,2%
<b>TOTAL</b>	<b>122 567</b>	

*Source:* Adult Education Survey (2016).

Most of the persons attending non-formal education come from urban areas (93 839 persons, or 77%), and the total number of participants in non-formal education coming from rural areas is 28 728. This can be an indication for the providers and decision makers to take into consideration the availability of non-formal education in the rural areas, where the social and economic situation of persons that could participate in NFAE is worse.

In terms of the gender structure, men participate more than women for 7,4 percentage points.

**TABLE 9.** GENDER STRUCTURE OF THE PARTICIPANTS TO NON-FORMAL EDUCATION

GENDER	NUMBER OF PERSONS	PERCENT OF THE TOTAL NUMBER
Men	66 008	53,8%
Women	56 560	46,2%
<b>TOTAL</b>	<b>122 567</b>	

*Source:* Adult Education Survey (2016).

The Adult Education Survey includes several types of educational activities: (1) courses, (2) workshops and seminars, (3) on-the-job training and (4) private lessons. Assuming that one person can attend more than one field of activities simultaneously, persons that participated in two or more activities for non-formal education provide detailed information related to two randomly selected activities. The participation in non-formal education, by type and number of educational activities is presented in table 10.

**TABLE 10. PARTICIPATION IN NON-FORMAL EDUCATION, BY TYPE AND NUMBER OF EDUCATIONAL ACTIVITIES**

TYPE OF EDUCATIONAL ACTIVITIES	FIRST ACTIVITY FOR NON-FORMAL LEARNING (NUMBER OF PERSONS)	SECOND ACTIVITY FOR NON-FORMAL LEARNING (NUMBER OF PERSONS)
Courses	34 389	14 965
Workshops and seminars	69 480	4 019
On the job training	41 483	21 758
Private lessons	4 443	0
<b>TOTAL</b>	<b>122 567</b>	<b>50 779</b>

*Source:* Adult Education Survey (2016).

The data presented in the table show that the highest interest is in the non-formal education organized in the form of workshops and seminars. The number of persons (a total of 63 241) whose first or second activity is on-the-job training should not be underestimated as well, whereas the private lessons are least needed.

Table 11 includes data on the number of persons that attended NFAE by type of provider - institution. It can be concluded that for almost half (46,7 percent) of the total number of beneficiaries, providers of educational activities, were verified institutions for non-formal education and training, as well as employers.

**TABLE 11. PARTICIPATION IN NON-FORMAL EDUCATION, BY TYPE OF ENTITY/PROVIDER**

ENTITY THAT CONDUCTS THE EDUCATIONAL ACTIVITY	TOTAL NUMBER OF PARTICIPANTS
Formal education institutions	16 746
Non-formal education and training institutions	42 058
Commercial institutions where the non-formal education and training are not main activity	6 309
Employer	30 654
Employers' organizations, chambers of commerce	11 236
Non-profit organizations (e.g. cultural associations, political parties)	2 739
Individuals (e.g. students providing private lessons)	2 100
Non-commercial institutions where the non-formal education and training are not main activity (e.g. libraries, museums, ministries)	5 517
Other	4 204
<b>TOTAL (25-64)</b>	<b>122 567</b>

*Source:* Adult Education Survey (2016).

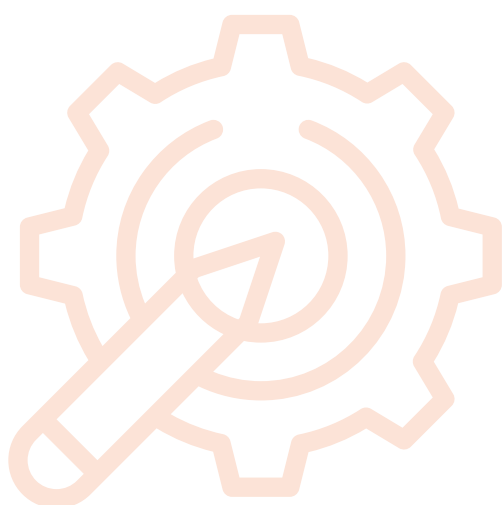
The Ministry of Education and Science (MoES) also keeps records of the number and type of programs of verified institutions for the realization of special programs for adult education. So, according to the data obtained from the Sector for secondary education, adult education and lifelong learning within MoES: the total number of verified providers in 2017 with valid programs is 62 entities, whereas the total number of programs is 165. In addition, most of the verified programs are realized in Skopje, followed by Bitola and Tetovo.

**TABLE 12. NUMBER OF REALIZED PROGRAMS BY MUNICIPALITY**

NUMBER OF REALIZED PROGRAMS BY MUNICIPALITY	TOTAL NUMBER OF PROGRAMS
Bitola	23
Gostivar	3
Kavadarci	2
Kriva Palanka	1
Krushevo	1
Kumanovo	5
Makedonska Kamenica	1
Negotino	9
Pehchevo	4
Prilep	3
Radovish	1
Resen	2
Sveti Nikole	1
Skopje	75
Struga	2
Strumica	5
Tearce	1
Tetovo	16
Shtip	10
<b>TOTAL</b>	<b>165</b>

*Source:* Ministry of Education and Science

In terms of the financing of the participation in the educational activities, the Adult Education Survey for 2016 for persons aged 25-64, showed that 76 percent of the participation in the programs, due to its connection to the job, was financed by the employer.



A dense, repeating pattern of light gray icons covers the entire background. The icons include symbols for education (graduation caps, books, lightbulbs), technology (laptops, gears, circuit boards), and business (handshakes, briefcases, charts).

3

*Results from*  
**THE CONDUCTED  
RESEARCH ON  
THE FINANCING  
OF NON-FORMAL  
ADULT EDUCATION**

**T**his chapter presents the results on the financing of non-formal education and training in the Republic of North Macedonia arising from the conducted empirical research and obtained through research tools described in 1.1. in this document. The findings are organized in several thematic areas: the process of verification, the organization of the non-formal education process, the selection and the structure of the training participants, the cooperation with other institutions, monitoring of the quality, inclusiveness, as well as the financing of the non-formal education. These are analyzed through the prism of the listed primary and secondary sources of the research.

## **3.1. PROCESS OF VERIFICATION**

An important element for the functioning of the non-formal education is the program verification.

The principal legal regulation that regulates this segment is the Law on Adult Education<sup>18</sup>. In this context, the following entities are defined as providers, or entities that offer adult education services, pursuant to Article 2, paragraph 1, item 2 from this Law: 1) institution for adult education (school, higher-education institution, as well as specialized institutions for adult education) and 2) adult education institution which is a legal or natural entity and has registered activity for adult education. In addition, the providers are elaborated in Article 5 from this Law. From nomotechnical point, it is recommendable for these provisions, Article 2 (1) (2) and Article 5, to be intergrated in one

---

18 „Official Gazette of RNM“ no. 7/2008, 17/2011, 51/2011, 74/2012, 41/2014, 144/2014, 146/2015, 30/2016 and 64/2018

single standard. Additionally, the Open Civic Universities are special providers and regulated under separate *lex specialis*.<sup>19</sup>

Within the verification process, pursuant to the laws, the providers mostly cooperate with the Adult Education Center (AEC) and the Ministry of Education and Science (MoES). Namely:

- according to Article 7 paragraph 1 line 4, as well as Article 22 from the Law on Adult Education, MoES verifies institutions for adult education;
- according to Articles 21a and 21b, the Center for Adult Education, verifies the programs for adult education.

According to the Rulebook on the manner of verification of adult education programs, created by the AEC in 2016, the programs verification is valid for a period of 3 year. The Law on Adult Education does not contain a provision regulating the period of program validity, and this is regulated under the Rulebook of AEC. Since a provision within the Law on Adult Education regarding the validity period for a verified program is absent,

the legal basis for the regulation of this period under a rulebook is questionable<sup>20</sup>. The absence of legal grounds in the Law on Adult Education brings into question the Rulebook of AEC as well. Therefore, a special provision should be introduced that will regulate the validity period of the program verification in the Law on Adult Education itself. In this direction, and with the purpose of facilitating the process, it would be more adequate for the period to be longer, for example, at least five years (if one considers the period for reaccreditation of a study program in higher education). In addition, it is recommendable to introduce short procedure (fast track procedure) for subsequent reaccreditation of programs that have no changes in its contents when compared to the last reaccreditation. The programs that do not have any changes in its contents, after the expiry of the fifth year, can be reaccredited with a statement (notification) from the provider to the AEC that the program has not underwent any changes and that the same program will be implemented.

From the conducted interviews, it can be concluded that the interlocutors in Skopje, Strumica and Tetovo have generally similar positions that the *cooperation with the AEC in terms of the*

19 Law on Open Civic Universities for Lifelong Learning („Official Gazette of RNM“ no. 36/2011, 41/2014, 145/2015, 55/2016 and 64/2018).

20 For example, the accreditation period (reaccreditation) of study programs in higher education is explicitly regulated under the Law on Higher Education (Article 48, paragraph 1) item (6)) that states “the Accreditation Board decides upon accreditation of study programs for a period of five study years”.



*program verification is excellent.* According to the respondents, the *Center promptly replies to the proposals for new programs, and the procedure is completed in a period of 2-3 weeks.*

On the other hand, suggestions were made on improvement of the cooperation with and the involvement of the Ministry of Education and Science and the role of this institution in the entire process. It was pointed out, during the interviews, that the verification of providers in the ministry *someti* MoES took more than 3 months which actually shortens the duration of the verification. There was even a case where the procedure in MoES took 7-8 months – which burdens the work of the providers. The conducted interviews produced the conclusion that the issue of delay in terms of the verification

should be addressed as soon as possible. Introduction of a quality provision system could be considered as one of the possible solutions to this issue, and such system could include: self-assessment of the provider within a determined period, inspection and expert supervision (based on ready-made indicators, criteria and tools); and after receiving positive reports and recommendation, to have the option for rapid procedure for verification - or re-verification.

Finally, the need of the verifications to be valid for a longer period (e.g. 5 years) was indicated. Additional reason mentioned within the context of this suggestion arose from the fact that due to the long procedure, particularly in MoES, the validity of the verified programs realistically lasts 2 years.



**TABLE 13. CONCLUSIONS AND RECOMMENDATIONS  
IN RELATION TO THE VERIFICATION PROCESS**

PROCESS OF VERIFICATION	
<p><b>CONCLUSIONS</b></p> <ul style="list-style-type: none"> <li>▶ The basic legal regulation that regulates this segment is the Law on Adult Education.</li> <li>▶ The providers have excellent cooperation with AEC in terms of the programs verification. According to the interviewed organizations, the Center promptly replies to the proposals for new programs, and the procedure is completed in a period of 2-3 weeks.</li> <li>▶ The cooperation between the providers and MoES should be improved.</li> <li>▶ The conducted interviews produced the conclusion that the issue of delay in terms of the programs verification and licensing should be addressed as soon as possible. This process has a significant impact on the opportunities for medium and long-term internal strategic planning of the providers.</li> <li>▶ Clearly defined country strategy regarding the question who should be the competent authority for non-formal education is absent. For this reason, due to involvement of a number of entities (MOES and MLSP, and ESA, AEC, local self-government), there have been instances when the process has been diluted and inefficient (for example, one entity is in charge of verification of programs, and several entities are involved in the process of verification of providers).</li> </ul>	<p><b>RECOMMENDATIONS</b></p> <ul style="list-style-type: none"> <li>▶ To strengthen the coordinating capacities of AEC in relation to providers, MoES and its role with regard to ESA.</li> <li>▶ To improve the procedures in MoES with the aim to accelerate the processing and improve the efficiency in the verification of non-formal education and training institutions.</li> <li>▶ To simplify the procedures by introducing digital tools and platforms by following the example of already existing digital platforms in the Republic of North Macedonia (e.g. e-registration of companies). Thus, the verification procedure will be accelerated and the expenses for providing information to providers will be reduced.</li> <li>▶ To improve the accessibility to online database of verified programs and verified institutions, as well as its constant updating, with the purpose of facilitating the accessibility to information for the programs' participants. Additional connection of this database to information provided by employers or ESARNM is needed, with the purpose of providing adequate directions to participants when choosing the training and better informing the participants about the labor market needs.</li> <li>▶ The duration of the verifications should be extended (for example, in a general period of 5 years or extended period for the programs that have no changes in its contents, whereas the programs that have changes in the contents should undergo reverification). Additionally, in order to avoid dilemmas in terms of the duration of the verification, a provision thereon should be included in the Law on Adult Education, instead of its regulation under the Rulebook of the AEC that causes dilemmas whether the adoption of such Rulebook has basis in the Law on Adult Education.</li> <li>▶ To initiate processes for quality provision in the NFAE, as well as to put into function the processes for validation of the non-formal and informal learning, for which the AEC, with the support of the European Training Foundation, has started activities since 2014.</li> </ul>

### 3.2. ORGANIZATION OF THE NON-FORMAL EDUCATION PROCESS

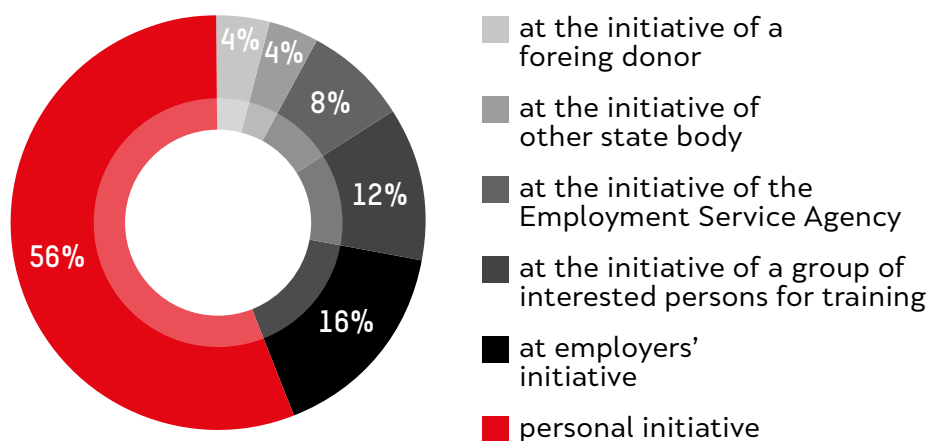
The organization of the non-formal education process includes several phases: preparation of new programs, program promotion, and realization of the informal training. This process can be quite complex. The providers are expected to follow the market needs, based on which they would develop and verify programs for non-formal education. In the next phase, the providers apply for support through the Operational Plan and if provided, they start realizing the trainings and the formal certification of acquired education.

These matters exactly were in the focus of our interest, especially in terms of the manner the providers are encouraged to start new or amend current programs, as well as the manner in which they organize the teaching and the communication with the training participants.

The conducted online survey with providers of non-formal education brought us to the conclusion that most of the programs offered are initiated by the provider itself (56 percent of the replies). Only small segment of the providers are motivated by employers to develop and offer a program (16 percent), and the rest of the programs are result of the initiatives from the Employment Service Agency, other state bodies or foreign donors. Within the semi-structured interviews, related to the proposal of new programs, it was established that providers often receive information on the needs of new non-formal education programs through individual assessment of the market needs. The Law on Adult Education contains a definition on verified or publicly-recognized programs and it defines them as programs for formal education of adults adopted or approved by the competent state body (Article 2, paragraph 1, item 7); and that refer to programs for primary, secondary or higher education adjusted to adults' needs and capacities (Article 17, paragraph 1).

**CHART 1. INITIATIVES FOR INTRODUCING PROGRAMS FOR NFAE**

At whose initiative have the programs you offer been introduced?



Relative inertness was noticed on the providers' side in terms of initiatives on changing or amending the existing programs for adult education. Although the market needs, especially in the seven sectors under the focus of this research, assume the need of constant innovations and constant following of the latest achievements in the respective areas, according to the respondents, less than half of the providers (44 percent) had suggested a change in the existing programs. The same can be concluded for the proposal of new programs for adult education, where 56 percent of the respondents replied that they had proposed new program for adult education.

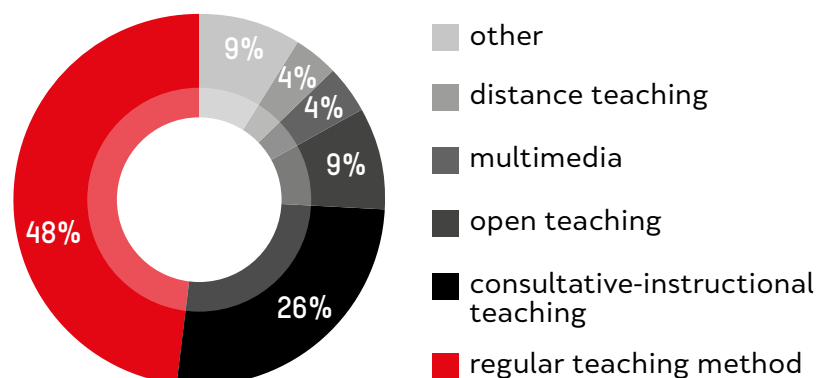
The providers often plan to initiate a procedure for reverification of existing programs. Only individual cases consider offering new and more innovative programs (e.g. person competent for diagnostic accuracy). Most of the providers determine the programs they verify based

on the measures contained in the state programs for support (most often in the Operational Plan of ESARNM). This type of planning means that the providers are dependent on state policies or that the providers basically don't show interest in introducing programs that would be commercially functional and sustainable through the compensation from training participants.

In terms of the teaching methods in the non-formal education, according to respondents' replies (48 percent) the method used for transfer of knowledge and skills to training participants is the regular teaching method that rarely includes modern and interactive methods for knowledge transfer. Although the Law on Adult Education includes other creative ways to organize the time and the teaching, such as consultative teaching, open teaching, distance teaching, multimedia teaching etc., these options are rarely used.

**CHART 2. TYPES OF TEACHING METHODS FOR NFAE**

Which teaching method do you apply in the adult education program?



For the providers there is no clearly defined - who is the authority for non-formal education. In this direction, several alternatives were identified through the interviews as recommendations: 1) the non-formal education to be organized by secondary vocational schools, 2) the non-formal education to be organized by regional state centers or 3) the non-formal education to be organized by private providers. This is particularly important due to the obvious need of the private providers to be able to plan their longterm investments.

The information received regarding the payment of trainings by participants is interesting. It was concluded that providers are reluctant to answer the question on the amount of fees. Only 8 providers answered to this question, and half of the respondents answered that the participants needed to pay certain fee to participate in training and the fees were different with different providers.

Part of the received answers to this question indicated the total fee for the entire training, and part of the providers indicated the monthly amount of the fee. The answers provided from eight providers are presented below:

- Respondent 1: 3.075 MKD (50 EUR) per participant, monthly;
- Respondent 2: 9.600 – 39.000 MKD;
- Respondent 3: 6.000 MKD monthly;
- Respondent 4: Depending on the training duration, 9.225 MKD (150 EUR) and 18.450 MKD (300 EUR);
- Respondent 5: In 2016 we had promotional training for Operators of excavator and this training was free of charge.
- Respondent 6: 12.800 MKD;
- Respondent 7: 15.000,00 – 48.000,00 MKD; and
- Respondent 8: 24.000 MKD;

No general conclusion can be made on the training price since the providers did not give information on the training duration.

For the organization of the non-formal education process, adequate teaching personnel or competent trainers are needed to work with the participants in the adult education. The engagement of competent personnel and investments in improving the competences of the training personnel, the organization of teaching and exams, as well as the adequate safety conditions, all of which contribute to implementation of the process without any restrains, are related to resources. The details regarding providers' expenses are presented in the table 14.

**TABLE 14. TYPES OF EXPENSES BORNE BY PROVIDERS**

TYPE OF EXPENSE	YES (% of providers)	NO (% of providers)
Do you have any additional expenses for the preparation and improvement of the competences of the teaching/training personnel included in the work with participants in adult education program/training?	81,3%	18,8%
Do you have any expenses for the organization and conduct of the exams intended to check the knowledge, skills and capacities of the participants to your trainings?	87,5%	12,5%
Have you faced any additional expenses related to provision of safe working conditions within the adult education process?	56,3%	43,8%

In relation to the preparation of programs, most of the interviewed interlocutors emphasized that they had additional expenses since they engaged external experts.

Here, it is important to emphasize that part of the providers have no precise ideas how they would finance themselves without the funds they receive from the state. Furthermore, for the funds provided by the state, an indepth analysis of the real expenses for the organization of training is needed. The interviews show that for some occupations these funds are sufficient, for some they are insufficient when considering the investments and ongoing expenses, whereas for some occupations the means are above the amount at which such trainings are commercially offered to third persons. In this context, it is recommendable to prepare a methodology that would be used to determine the costs for the realization of training, so that state funds could be rationally and efficiently spent.

**TABLE 15. CONCLUSIONS AND RECOMMENDATIONS IN RELATION TO THE ORGANIZATION OF NFAE PROCESS**

ORGANIZATION OF THE NON-FORMAL EDUCATION PROCESS	
<p><b>CONCLUSIONS</b></p> <ul style="list-style-type: none"> <li>▶ Often, the providers design new programs for the non-formal education through individual needs assessment without aligning the programs with ESA parameters for the labour market conditions and without communicating with the employers.</li> <li>▶ Relative inertness was noticed on the providers' side in terms of initiatives on changing or amending the existing programs, as well as proposing new programs for adult education.</li> <li>▶ Regarding the manners in which the teaching is organized in the non-formal education, regular teaching methods are dominant (teaching methods that do not include modern methods such as consultative-instructional teaching, consultative teaching with correspondance, open teaching method, tele-teaching methods, distance teaching, multimedia teaching) as methods for transferring the knowledge and the skills to training participants.</li> <li>▶ The providers, due to limited capacity, are not adequately dispersed, and training participants from one town (or neighbourhood) have to travel to another town to participate in training.</li> <li>▶ The providers do not have sufficient means to invest in equipment needed to organize trainings for occupations that demand high technologies and innovations.</li> </ul>	<p><b>RECOMMENDATIONS</b></p> <ul style="list-style-type: none"> <li>▶ The providers should be proactive in innovating the existing programs and developing new programs aligned to the labor market needs.</li> <li>▶ The providers should be motivated to use new techniques in transferring the knowledge and the skills to the training participants, above all to consider the options for distance and multimedia teaching, envisaged under the LAE, as well as other innovations.</li> <li>▶ A direct link should be established among providers and larger employers, so that the information for needed occupations can be directly delivered to the providers; and longterm planning and partnership should be established so that the providers can serve the employers, which will provide financial sustainability of programs offered commercially without state support.</li> <li>▶ New models for financial support should be introduced for the providers, which would mean allocation of funds for providers' investments and equipment, instead of financial support by participant in the programs.</li> <li>▶ A country strategy for organizational structure of the non-formal education is needed (possible alternatives: 1) the non-formal education to be organized by secondary vocational education schools, 2) the non-formal education to be organized by regional state centers or 3) the non-formal education to be organized by private providers, under revised terms. By all means, the above should correspond to the Strategy for Adult Education 2019-2023, as well as the Concept for non-formal and informal learning.</li> <li>▶ The integration of providers on regional level, through an organization in a form of center or other type of organizational forms, is recommended. Furthermore, we believe that a good model, which has been traditionally functional in RNM, are the civic universities for lifelong learning. Therefore, we recommend strengthening the capacities of civic universities for lifelong learning so that they can offer NFAE and cooperate with the employers. Such universities are present in smaller towns, so the access to trainings that lead to employment in the rural areas (where the unemployment is higher) would be improved.</li> <li>▶ The number of occupations needs to be increased. Compared to Germany that has 8000 occupations, the North Macedonia has registered around 500 occupations.</li> </ul>

### **3.3. SELECTION AND STRUCTURE OF TRAINING PARTICIPANTS**

The information on the number of participants in NFAE training was important for this research as well. The respondents replied that the total number of persons that attended training in verified programs in one year was 500. On the other hand, the number of training participants in programs that are not verified under the Law on Adult Education in one year is 749. Which means that for every participant to a verified program, averagely, the providers provide service to 1,5 participant to a program that is not verified. In terms of the regular attendance of the participants, the practice shows that the participants do not abandon the training (most often due to the financial benefit, namely the participants receive funds for regular attendance).

The question whether the minimum number of participants in a group, which is a precondition to organize training, is an obstacle to organize trainings for occupations that are not attractive and for which it is difficult to form a group, was raised as well. The respondents believe that this is a limiting factor, so the recommendation is for the occupations that are not popular (and on the other hand still needed) or that are specific, the minimum number of participants should not be a requirement to organize

training. In addition, the providers could jointly organize such trainings. Such model would be beneficial and financially profitable in small local/rural areas.

In terms of the providers' capacities it has been concluded that for specific occupations connected to specific technologies and specific skills, the providers do not have sufficient resources and capacities to organize trainings. Namely, the providers do not have the adequate equipment, and the procurement of such equipment is a burden to them, and the companies/employers are not sufficiently open for cooperation. Furthermore, the dilemma is whether for occupations that involve advanced technologies, the mentors or trainers have sufficient knowledge and skills.

During the interviews the selection of training participants was also brought to light. Some of the providers believe that they should choose the participants or that they should participate in the selection together with the Employment Agency.

In terms of the locations where trainings are held, it should be emphasized that most often, providers offer non-formal education programs in one town. A positive example is a provider that offers programs in 7 municipalities and 11 centres.

Finally, in this part we should note the fact that the providers and participants were paid on regular basis.



Some general matters were discussed with the providers, such as market-orientation: whether the non-formal education (and formal education) programs follow the real restructuring of the Macedonian economy; the national policies for attracting foreign investors; whether occupations demanded by foreign

investors are taken into consideration. In this respect, it is important to mention the conclusion that there is no direct connection between providers and foreign investors, and as a result, the possibility for joint planning and partnership is reduced.

**TABLE 16. CONCLUSIONS AND RECOMMENDATIONS IN RELATION TO THE SELECTION OF TRAINING PARTICIPANTS AND THE STRUCTURE OF PARTICIPANTS**

**SELECTION AND STRUCTURE OF TRAINING PARTICIPANTS**

**CONCLUSIONS**

- ▶ The statistics shows that for every participant to a verified program, averagely, the providers provide service to 1,5 participant to a program that is not verified pursuant to the legal norms.
- ▶ In terms of the monitoring and the attendance of the participants, the practice shows that the participants do not give up the training most often due to the financial benefit.
- ▶ In relation to the providers' capacities, it has been concluded that for specific occupations which use advanced technologies, the providers do not have sufficient resources and capacities to organize the trainings.
- ▶ Furthermore, the dilemma is whether for occupations that involve advanced technologies, the mentors or trainers have sufficient knowledge and skills.

**RECOMMENDATIONS**

- ▶ To educate participants on other benefits arising from successful completion of trainings (aside from the financial compensation provided by the ESARNM), and mostly on the possibility for decent employment;
- ▶ An organized approach is needed for the purpose of combining the resources and the capacities of a number of providers, so that advanced and technologically intensive trainings can be provided; and trainings should be combined – especially for groups with participants below the minimum;
- ▶ To include the providers in the selection process of candidates for trainings.

### 3.4. COOPERATION WITH OTHER INSTITUTIONS

The need of better cooperation with local authorities, projects that work in this area, as well as with local companies was emphasized during the interviews. In this direction, the positive experience of OGUDU-Tetovo was mentioned in terms of the excellent cooperation with the companies Ekolog and Jugohrom.

During the interviews, the need of better quality labour market needs assessment was emphasized. Almost all respondents

emphasized the need of more active monitoring of the labor market situation. In this direction, it was emphasized that the absence of quality analysis of the labor market needs reduces their options as providers to create more suitable offers. It was also mentioned that the operational plan does not completely meet the market needs.

However, part of the providers suggested that there was a strong political influence in the companies and that it affected the development of the non-formal education and training.

**TABLE 17. CONCLUSIONS AND RECOMMENDATIONS IN RELATION TO THE COOPERATION WITH OTHER INSTITUTIONS**

COOPERATION WITH OTHER INSTITUTIONS	
<p><b>CONCLUSIONS</b></p> <ul style="list-style-type: none"> <li>▶ The market needs analysis is not detailed, comprehensive or done on time.</li> <li>▶ Part of the providers suggested that there was a strong political influence in the companies and that it affected the development of the non-formal education and trainings.</li> </ul>	<p><b>RECOMMENDATIONS</b></p> <ul style="list-style-type: none"> <li>▶ Comprehensive approach when conducting analysis for the labour market needs, as well as strengthen role of ESARNM with the use of reliable methodological tools.</li> <li>▶ We recommend for the competent institutions to react to the abuse of the political influence in employment and education.</li> </ul>

### **3.5. MONITORING THE QUALITY DURING REALIZATION OF ADULT EDUCATION PROGRAM**

Regular monitoring and measuring the program realization quality is expected to provide longterm benefit, for the provider and the training participants, as well as for the entire non-formal adult education system. In this respect, it is encouraging that 80 percent of the providers have established system and procedures for quality check. Most often, the providers use evaluation forms that are completed by training participants, as well as other mechanisms known in the practice, such as tests and external monitoring.

The possibility of persons who completed training successfully to find job easier is taken as an indicator for success of the non-formal education programs. According to the data obtained from ESARNM, the average percent of employment of participants to the Training for occupations in demand is around 40 percent, depending on the occupation.

A conclusion that occurred in terms of the role of the providers after the completion of the non-formal training, is that the providers do not have a system or capacities for tracing of the trained participants after their certification.

A challenge that occurs is the fact that after completing the training some of the trained persons open their own business, however they do not register the activity which they usually perform in their hoMoES - and thus they create unfair competition (to the providers themselves as well). In this direction, it was emphasized that the law should be respected and the inspection controls should be strengthened.

Another challenged which was discussed was the control of the real implementation of the programs by the providers. Pursuant to the Law on Adult Education, competent entities for control and monitoring, indicated in Article 43, are the State Education Inspectorate (for inspections and monitoring of the work quality of institutions, or the adult education institutions), as well as the Center for Adult Education (competent for expert monitoring of the work of the institutions, or the adult education institution). However, these two institutions do not have concise rules and their capacities for quality control of the program implementation by providers need to be further strengthened.

The interviews and field analysis show that some MoES some of the program participants are motivated by the financial benefit provided through the Operational Plan measures, but show no interest and dedication during training. In this direction, coordinated monitoring of the training realization process is needed.

During the interviews, respondents gave ideas and suggestions how the non-formal education can be improved.

- 1) The need to increase the number of occupations was pointed out. Just for comparison, in Germany there are 8000 occupations, and North Macedonia has registered around 500 occupations.
- 2) It was suggested that the possibility for modular competences with qualifications of training participants should be considered. In other words, the participant not to be obliged to attend all modules of training, but to have the opportunity to choose what he/she considers to be most suitable for his/her needs. This would mean greater flexibility of programs and easier adjustment to the employers' needs.
- 3) In terms of the state transfers (financing), it was pointed out that not all should depend on the transfers from the state ("***this is one of the reasons why many service providers collapse***" - interview with a provider), on the other hand, part of the providers emphasized that "***Some experiences show that the adult education is impossible without state support***".
- 4) Some of the providers participate in EU mobility programs and have great experience, so the need of more adequate promotion of the opportunities offered by these programs was brought to light.
- 5) Some of the providers emphasized the need of more transparent distribution of funds as well as better control over the implementation and the quality of the trainings.



**TABLE 18. CONCLUSIONS AND RECOMMENDATIONS IN RELATION TO THE QUALITY MONITORING PROCESS**

MONITORING THE QUALITY	
<p><b>CONCLUSIONS</b></p> <ul style="list-style-type: none"> <li>▶ It is encouraging that 80 percent of the providers have established system and procedures for quality check.</li> <li>▶ According to the data obtained from ESARNM, the average percent of employment of participants to the Training for occupations in demand, a measure that refers to non-formal education, is around 40 percent, depending on the occupation.</li> <li>▶ The providers do not have a system to monitor the trained persons after their graduation.</li> </ul>	<p><b>RECOMMENDATIONS</b></p> <ul style="list-style-type: none"> <li>▶ Solutions to be adopted with the use of digital tools (specialized software) that would enable more transparent distribution of the funds.</li> <li>▶ Better control over the quality of the training realization, as well as improvement of the system and the procedures used by providers. The better quality of the providers should be considered as an advantage in subsequent verifications.</li> <li>▶ To strenghten the capacities of the competent institutions for inspection control (SMI) and expert control (AEC).</li> <li>▶ To strenghten the monitoring conducted by ESARNM.</li> </ul>

### 3.6. GOOD PRACTICES

Several good practices were mentioned during the interviews in relation to the non-formal education in the four regions that can be used as basis for further development of this concept.

A good success was achieved with the trainings for servicing sewing machines, as well as for garage mechanic for modern vehicles. Also, the training for geriatric nurses is popular. Part of the trainings were conducted for already-employed persons, where unemployed persons were included as well.

A positive example is the one of a provider in the Polog Region, who has had several unsuccessful attempts to secure financing of a training program. When this provider got such opportunity in 2017, training of 14 applicants was organized within an approved program and all of the applications were employed afterwards (some in companies, and some opened their own small businesses).

Despite all of this, part of the providers consider that strong support from the state is needed for efficient functioning of the non-formal education system, and only the accountancy training can function commercially.

Possible experience in organizing training for larger group “custom-made for participants” was in the realm of our interest; however the respondents included in this research have no experience with this type of training.

**TABLE 19. CONCLUSIONS AND RECOMMENDATIONS  
IN RELATION TO THE GOOD PRACTICES OF NFAE**

COOPERATION WITH OTHER INSTITUTIONS	
<p><b>CONCLUSIONS</b></p> <ul style="list-style-type: none"> <li>▶ The trainings for servicing sewing machines, as well as for garage mechanic for modern vehicles, can be considered as most successful profiles, or trainings. A popular training, which the participants perceived as a potential for going abroad, was the training for geriatric nurses.</li> <li>▶ The providers included in the research have no experience in organizing training for a larger group tailor-made by the initiator.</li> </ul>	<p><b>RECOMMENDATIONS</b></p> <ul style="list-style-type: none"> <li>▶ To stimulate success stories and better promotion thereof in the public.</li> <li>▶ To innovate procedures for organizing a training by allowing and stimulating tailor-made trainings, among other things, through the development of modular competences within one type of training.</li> </ul>

### 3.7. INCLUSIVENESS OF THE NON-FORMAL EDUCATION PROCESS

The inclusiveness is an important standard in modern democracies that provides for greater inclusion of vulnerable groups of the population in different social processes. The application and respect of this concept when creating education

policies, including adult education and non-formal education, is of importance. The Law on Adult Education, Article 27 paragraph 1, states that a participant in the adult education programs can be person at the age of and above 15 and who meets the other requirements determined in the program. In this context, the research focused on several vulnerable groups of population, above all persons with disabilities, persons with unfavorable social status, persons

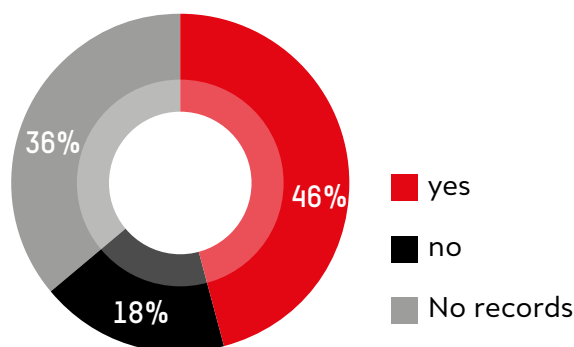
coming from rural areas and persons that belong to the Roma community. The data on these groups were collected from the interviews and the survey with providers, as well as from the answers received from the Employment Service Agency.

The integration of persons with disabilities in the non-formal education is the weakest. A total of 9 percent of the interviewed providers replied that the trainings they organized were attended by persons with disabilities. 73 percent answered that their trainings were not attended by these persons, and 18 percent of the providers have no such records. The answers from ESARNM show that the organized trainings within the Program for training with known employer and the Project program for vocational qualification at the request of employers were not attended by persons with disabilities. In 2017, only one person with disabilities participated in the measure Training for demanded occupations, whereas only 2 (two) persons with disabilities, out of 210 participants, attended the trainings for demanded occupations under the IPA project “Youth Employment Support”.

The integration of persons with unfavorable social and economic status is a bit better. A total of 46 percent of the respondents replied that their trainings were attended by persons with unfavorable social and economic status.

**CHART 3. INCLUSION OF PERSONS WITH UNFAVORABLE SOCIAL AND ECONOMIC STATUS IN NFAE**

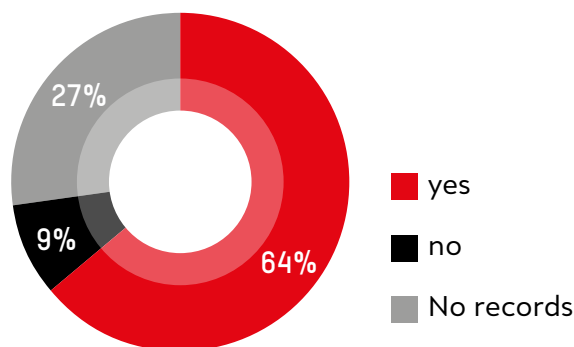
Have persons with unfavorable social and economic status attended the trainings you organize?



Almost two-thirds of the providers pointed out that the trainings they organized were attended by persons coming from rural areas as well.

**CHART 4. INCLUSION OF PERSONS FROM RURAL AREAS IN NFAE**

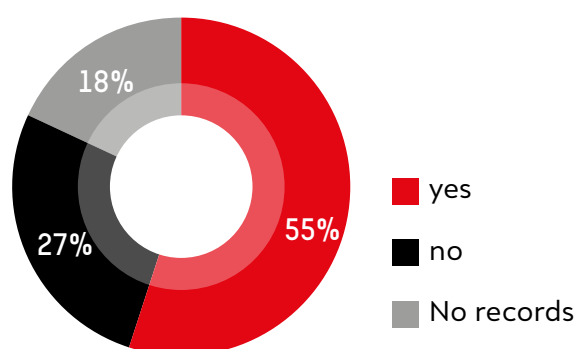
Have persons from rural areas attended the trainings you organize?



In terms of the structure of training participants, the providers themselves indicated during the interviews that the structure is quite diversified. Their education ranges from primary to higher education and the ethnical structure is mixed (Macedonians, Albanians, Turks, Roma). Finally, more than half of the providers replied that their trainings were attended by persons from the Roma community.

**CHART 5. INCLUSION OF ROMA IN NFAE**

Have Roma persons attended the trainings you organize?



Some of the trained persons attended the programs solely for the financial compensation they received. This was emphasized almost by all interviewed providers. It was pointed out that in Strumica the participants were mostly young women with completed secondary education.

**TABLE 20. CONCLUSIONS AND RECOMMENDATIONS IN RELATION TO THE INCLUSIVENESS OF NFAE PROCESS**

#### INCLUSIVENESS OF THE NON-FORMAL EDUCATION PROCESS

##### CONCLUSIONS

- ▶ The integration of persons with disabilities in the non-formal education is the weakest.
- ▶ A total of 46 percent of the respondents replied that their trainings were attended by persons with unfavorable social and economic status.
- ▶ Almost two-thirds of the providers verified under the LAE pointed out that the trainings they organize were attended by persons coming from rural areas as well.
- ▶ More than half of the providers replied that their trainings were attended by persons from the Roma community.

##### RECOMMENDATIONS

- ▶ The inclusion of persons from marginalized groups should be improved, above all, the participation of persons with disabilities in the trainings of non-formal education should be increased.
- ▶ When developing future programs and measures, the inclusion of vulnerable groups in the non-formal education and better accessibility to non-formal education should be mandatorily taken into consideration.
- ▶ To promote civic universities for life-long learning, as providers which are more available in smaller towns.



### 3.8. FINANCING THE NON-FORMAL EDUCATION AND TRAINING

The financing of adult education in the Republic of North Macedonia is secured through public and private means. The public funds for financing NFAE come from the Budget of RNM, or the budgets of the local self-government units. The Budget of RNM provides funds for the following: costs for realization of the programs for mandatory adult education, costs for realization of the programs for secondary education of adults with completed primary education, or other education programs, the maintenance of the adult education institutions founded by the state and the costs for monitoring, promotion and development of adult education.<sup>21</sup> The budgets of the local self-government units provide funds for the following: costs related to the implementation of the programs in the adult education institutions founded by the local self-government units, maintenance of adult education institutions founded by the local self-government units and investments in the adult education institutions founded by the local self-government.<sup>22</sup>

On the other hand, the service providers can provide their own (private) means for financing and promoting adult education. In the case of non-formal education, the providers secure these means mainly through collecting participation fee charged from the training participants or employers whose employees attend the trainings. Part of the NFAE providers is financed by other companies or other sources.

Based on the answers to the survey questions and interviews with providers, as well as on the answers to the questions contained in the requests for access to public information received from ESARNM, it was established that the verified providers in 2017 were mainly financed with public means. The state financing of non-formal education is through the programs and measures included in the Operational Plan for Active Employment Measures and Programs and Labor Market Services for 2017 (hereinafter: OP). The the programs, measures and services for employment contained in the OP are intended to improve the functioning of the labour market, provide support for new jobs creation and increase employment rate among unemployed persons.

21 Article 30 from the Law on Adult Education (Official Gazette of RM no. 7/2008, 17/2011, 51/2011, 74/2012, 41/2014, 144/2014, 146/2015, 30/2016 and 64/2018)

22 *Ibid.* Article 31

The Ministry of Labour and Social Policy manages the OP, whereas its implementation is coordinated by ESARNM, in partnership with:

- Institutions: Ministry of Education and Science (MoES), Ministry of Information Society and Administration (MISA), Center for vocational education and training (CVET), Adult Education Center (AEC), Agency for promotion of entrepreneurship (APE), educational institutions (EI) and social works centers (SWC), and
- Other organizations: United Nations Development Program (UNDP), World Bank (WB), Roma Information Centers (RIC), certified centers for IT training and the local mechanisms for gender equality (coordinators for equal opportunities in the local self-government units)<sup>23</sup>.

The scope of OP in 2017 included the following programs, or measures:

- 1) Development of entrepreneurship;
- 2) Subsidized employment;
- 3) Trainings;
- 4) Community work;
- 5) Pilot programs;
- 6) Employment services;
- 7) Survey for the skills need of the labor market.

The number of participants to training organized within verified programs for adult education through ESARNM is presented below. Almost 1000 persons were trained for demanded skills and employability skills improvement within the measure Trainings for demanded occupations and the IPA project “Youth Employment Support” in the Skopje, Polog, Southeast and Southwest regions. More than 560 persons attended nonverified programs for adult education through the employment agency in 2017.

<sup>23</sup> Employment Service Agency of RNM, Revised Operational Plan for Active Employment Measures and Programs and Labor Market Services for 2017, available at: <http://av.gov.mk/content/%D0%9E%D0%9F/Revidiran%20Operativen%20plan%20za%20izmena%20i%20dopolnuvane%20na%20OP%202017.pdf> [visited on 21 February 2019].

**TABLE 21.** NUMBER OF PERSONS WHO ATTENDED VERIFIED PROGRAMS  
FOR ADULT EDUCATION THROUGH THE ESARNM IN 2017, BY REGION

REGION	TRAINING FOR DEMANDED OCCUPATIONS	IPA PROJECT YOUTH EMPLOYMENT SUPPORT			TOTAL
		Component B: Training for occupations demanded on the labour market	Component C: Support and consultation for entrepreneurship	Component D: Trainings for employment preparation and job search skills	
Skopje region	23	51	180	108	362
Polog region	48	3	249	56	356
Southeast region	10	0	73	51	134
Southwest region	0	4	24	107	135
<b>TOTAL</b>	<b>81</b>	<b>58</b>	<b>526</b>	<b>322</b>	<b>987</b>

Source: ESARNM.

**TABLE 22.** NUMBER OF PARTICIPANTS TO NONVERIFIED PROGRAMS  
FOR ADULT EDUCATION THROUGH ESARNM IN 2017

REGION	PARTICIPANTS IN MEASURE 3.4. TRAINING FOR ADVANCED IT SKILLS	PARTICIPANTS IN MEASURE 3.4. TRAINING FOR ADVANCED IT SKILLS (IPA)	PARTICIPANTS IN MEASURE 3.8.A. TRAINING FOR BASIC SKILLS (FOREIGN LANGUAGES)	PARTICIPANTS IN MEASURE 3.8.B. TRAINING FOR BASIC SKILLS (COMPUTERS)	PARTICIPANTS IN MEASURE 3.8.B. TRAINING FOR BASIC SKILLS (COMPUTERS)
Skopje region	53	93	182	116	444
Polog region	6	16	50	0	72
Southeast region	2	5	2	0	9
Southwest region	6	12	19	0	37
<b>TOTAL</b>	<b>67</b>	<b>126</b>	<b>253</b>	<b>116</b>	<b>562</b>

Source: ESARNM.

Regarding the providers' total revenues structure in 2017, we noted limited responsiveness.

Only four providers (out of a total of 15 respondents) answered the question - *What percentage of the total revenues in 2017 were generated from the following sources: participants in NFAE trainings; budget of the RSM (including the employment programs of ESARNM); budget of local-self government; donations and projects from foreign sources; other sources?*

From the received answers, only two were complete, while two providers responded partially. These are the complete answers of the respondents:

- **Respondent 1:** *From 50 to 60% of the revenues in 2017 were generated through donations and foreign projects, the rest (30% - 40%) are revenues from other sources.*
- **Respondent 2:** *From 70% to 80% of the total income was realized by the participants in adult education who pay a certain fee; the rest are revenues from the central budget (including employment programs of ESARNM).*
- **Respondent 3:** *Revenues from the RSM budget (including employment programs of ESARNM) account for less than 10% of total revenues in 2017.*
- **Respondent 4:** *Less than 10% of the total revenues were generated by donations and projects from foreign sources.*

Eventhough limited responses were given to this question, it can be concluded that funding of NFAE system is not solely from public funds (budget of RSM or budget of the municipality).

For the purpose of this research, we focused on several programs, or measures contained in 2017 OP that are directly or indirectly related to non-formal education. Thus, the following 5 (five) measures, or programs, were identified:

- 1) Training for demanded occupations;
- 2) IPA project "Youth Employment Support" -Trainings for demanded occupations on the labor market;
- 3) Training with known employer;
- 4) Pilot training program for meeting the local needs of qualified labor force; and
- 5) Training for crafts.

In 2017, in the regions of interest to the E4E@MK project, a total of 252 persons participated in trainings organized under some of the OP five measures/programs. The total amount of allocated funds is 13.484.042 MKD, out of which 52,4 percent were paid to providers and 47,6 percent for the participants in the trainings. On average, 25.470 MKD were paid to each participant in training in 2017.

Table 23 presents detailed information about number of participants and allocated (paid) funds from OP in Skopje, Polog, Southeast and Southwest region in 2017.

**TABLE 23.** SUMMARY INFORMATION ABOUT SELECTED MEASURES  
AND PROGRAMS FROM OP REGARDING NFAE IN 2017

MEASURE	NUMBER OF PARTICIPANTS	TOTAL PAID FUNDS (IN MKD)	FUNDS PAID TO PROVIDERS (IN MKD)	FUNDS PAID TO PARTICIPANTS (IN MKD)	FUNDS PAID TO PARTICIPANT (IN MKD)
Training for demanded occupations	81	4.258.981	2.334.998	1.923.983	23.753
IPA project "Youth Employment Support" -Trainings for demanded occupations on the labor market	66	3.087.500	1.899.500	1.188.000	18.000
Training with known employer	19	503.347	22.763	480.584	25.294
Pilot training program for meeting the local needs of qualified labor force	24	1.368.000	720.000	648.000	27.000
Training for crafts	62	4.266.214	2.088.214	2.178.000	35.129
<b>TOTAL</b>	<b>252</b>	<b>13.484.042</b>	<b>7.065.475</b>	<b>6.418.567</b>	<b>25.470</b>

Source: ESARNM.

Note: The data refer to the following planning regions in Republic of North Macedonia: Southeast, Southwest, Polog and Skopje,

### A. Training for demanded occupations

A total of 289 persons applied to the measure Training for demanded occupations in 2017, and 127 persons were included in the measure. The following trainings were conducted within this measure: chef, confectioner, tailor, argon-welder, construction machines operator, forklift operator, car mechanic for modern systems of motor vehicles, manufacturer of locksmith products and constructions, operator of excavator and bulldozers. The total number of participants to the training organized in the cities Skopje, Strumica and Tetovo, was 81.

Within the OP, for the measure Training for demanded occupations, for which the providers had verified programs, a total of 4.258.982 MKD were paid. Around 2.3 million MKD were paid to the providers, whereas the participants received almost 2 million MKD. In the training for demanded occupation the main requirement was for the providers to be verified by MoES, for priority verified program by AEC. The data for distribution per region is provided in Table 24.

**TABLE 24. SUMMARY OF THE REALIZATION OF THE MEASURE TRAINING FOR DEMANDED OCCUPATIONS**

REGION	TOWN	OCCUPATION	NUMBER OF PARTICIPANTS	FUNDS PAID TO PROVIDERS (IN MKD)	FUNDS PAID TO PARTICIPANTS (IN MKD)	FUNDS PAID PER PARTICIPANT (IN MKD)	TOTAL PAID FUNDS (IN MKD)
(in MKD)	Skopje	Tailor, forklift operator; argon-welder	23	624.998	509.529	22.153	1.134.527
<b>Southeast</b>	Strumica	Operator of excavator and bulldozer	10	290.000	229.400	22.940	519.400
<b>Polog</b>	Tetovo	Chef; confectioner; tailor; argon-welder; car mechanic	48	1.420.000	1.185.054	24.688	2.605.054
<b>TOTAL</b>			81	2.334.998	1.923.983	23.753	4.258.981

Source: ESARNM.

In order to determine the entire contribution from the state-supported non-formal education in the form of trainings for demanded occupation, two additional variables were considered in the calculation.

- The first variable calculates the share of the state support for the trainings implementing entities provided via ESARNM in the total revenues of the companies. It is calculated as the ratio between the total allocated funds, including all training providers within one town, and the sum of the total revenues of providers. The data on the revenues are obtained from the income statements included in the Annual report on financial operations for 2017, for each provider individually. The lists of processed annual statements

(balance statements and income statements) were obtained from the Central Registry of the Republic of North Macedonia.

- The second variable is the average amount of means allocated for training participants and it is calculated as the ratio between the amount of paid means from the OP for training participants and the total number of training participants. The calculations were performed for each of the towns where trainings were conducted in 2017, located in the regions of interest of the E4E@MK project (Skopje, Tetovo and Strumica). For this measure, there were no available data on funds allocated to each training provider separately.

**TABLE 25. SHARE OF PAID FUNDS FROM THE OP IN THE TOTAL REVENUES OF THE PROVIDERS IN 2017, BY REGION**

REGION	TOWN	SHARE OF THE TOTAL ALLOCATED FUNDS FROM ESARNM IN THE TOTAL REVENUES OF TRAINING PROVIDERS	FUNDS PAID PER PARTICIPANT (AVERAGE IN MKD)
Skopje	Skopje	0,01%	22.153
Southeast	Strumica	1,26%	22.940
Polog	Tetovo	0,86%	24.689

*Source:* Annual statements of training providers and data obtained from ESARNM.

The table shows that the highest relative share of funds allocated by ESARNM within the program Trainings for demanded occupations in the total revenues of the providers is in the Southeast region, whereas the lowest share is in the Skopje region. This is partially due to the different size of the providers, in different regions, who received funds. On the other hand, the average amount of allocated funds per training participant is highest in the Polog region, and lowest in the Skopje region.

Within IPA project Youth Employment Support, component B: Trainings for demanded occupations on the labour market in 2017, a total of 210 unemployed persons were included, whereas the number of applicants was 861. Four different trainings were conducted in this component: accounting clerk, make-up artist, masseur, and nurse for old and disabled persons in doMoESTic conditions.

In terms of the regions of interest in E4E@MK project, the trainings under the IPA project Youth Employment Support were organized only in Skopje, or the Skopje region. The total number of training participants in Skopje was 66, 35 of them attended the training for accounting clerk, 31 attended the training in the area of personal services (make-up artist or masseur). The total amount of funds allocated for this measure in Skopje is 3.087.500 MKD, 1.899.500 MKD of them allocated to the training providers, and 1.188.000 MKD to the training participants.

In this case, an interesting thing is to compare the share of the funds allocated to the providers to their total revenues, as well as to calculate the average amount of funds per training participant. Thus, the calculations show that the funds received from the IPA project were 1,7% of their total revenues. In average, 18.000 MKD per training participant were allocated within this measure.

### **B. Training with known employer**

In 2017, a total of 28 persons participated within the program Training with known employer. The same year, a total of 77 unemployed persons applied to participate in the program. 19 employers with different business activities participated in the program (processing industry, expert, scientific and technical activities, construction, retail trade and wholesale and other services). The total amount of funds spent for this measure in 2017 is 750.476 MKD, 717.001 MKD of them were paid to the participants and 33.475 MKD were paid to the employers included in the program. The table below presents summarized features of the measure realized in the employment service centers belonging to the planning regions of interest to the project.



**TABLE 26. SUMMARY OF THE REALIZATION OF THE MEASURE TRAINING WITH KNOWN EMPLOYER**

EMPLOYMENT SERVICE CENTERS	APPLICATIONS	CONTRACTS WITH PERSONS	AMOUNT FOR THE PARTICIPANTS (IN MKD)	AMOUNT PER PARTICIPANT (IN MKD)	AMOUNT FOR THE COMPANY (IN MKD)	TOTAL (IN MKD)
Ohrid	7	6	150.545	25.090	6.695	157.240
Skopje	29	4	122.065	30.516	6.695	128.760
Strumica	18	9	207.974	23.108	9.373	217.347

Source: ESARNM.

**C. Pilot program Training for meeting the local needs of qualified labour force.**

A total of 24 persons participated within this pilot program and a total of 48 persons applied to the open call. Two types of trainings were realized within the program, namely: maintenance person for mechatronic systems in Ohrid and baker in Prilep. These programs are not verified under the Law on Adult Education since the pilot program refers to secondary vocational schools, and the objective was to familiarize the teaching personnel to the production processes of employers. A total of 1.368.000 MKD were spent for this program, 720.000 MKD of them were allocated to the training providers, and 648.000 were paid to the training participants.

**D. Training for crafts**

62 unemployed persons were included in the measure Training for crafts, and 104 persons had applied. The conducted trainings were on making jewelry with beads, manual embroidery, painting on glass, making stained glass windows, watchmaker and tinsmith. A total of 4.266.214 MKD were spent on the measure, 2.088.214 MKD were allocated to the training providers, whereas 2.178.000 MKD were paid to the training participants (68.810 MKD per person, in average).



**TABLE 27. CONCLUSIONS AND RECOMMENDATIONS  
IN RELATION TO THE FINANCING OF NFAE**

FINANCING THE NON-FORMAL EDUCATION	
<p><b>CONCLUSIONS</b></p> <ul style="list-style-type: none"> <li>▶ The NFAE is mainly financed by the state, and conducted through the OP.</li> <li>▶ In the region of interest to the E4E@MK project, a total of 987 persons attended a training under verified programs in 2017, and 562 persons participated in nonverified programs through ESARNM.</li> <li>▶ In 2017 OP, five measures, or programs, were identified, directly or indirectly related to NFAE. In the regions of interest to the E4E@MK project, a total of 252 persons participated in trainings. The total amount of allocated funds is 13.484.042 MKD, out of which 52,4 percent were paid to providers and 47,6 percent for the participants in the trainings. On average, 25.470 MKD were paid to a participant in a training in 2017.</li> <li>▶ A total of 4.3 million MKD were spent on the training providers and training participants in 2017 within the measure Training for skills in demand. A total of 81 participants from the regions of interest of the E4E@MK project were included in the measure.</li> <li>▶ A total of 750.476 MKD from the OP were allocated for the training with known employer, attended by 28 persons. A total of 1.368.000 MKD were allocated within the pilot program Training for meeting the local needs of qualified labour force, and were trained 24 persons. The measure Training for Crafts included 62 unemployed persons, and spent a total of 4.266.214 MKD.</li> </ul>	<p><b>RECOMMENDATIONS</b></p> <ul style="list-style-type: none"> <li>▶ Private initiative is needed so that providers would independently organize, innovate and finance the trainings in the non-formal education.</li> <li>▶ ESARNM should continue to be included through the OP in the financing of the non-formal education, however the tendency should be for the state support to be gradually reduced and replaced by privately financed sustainable non-formal education.</li> <li>▶ More adequate promotion of the opportunities offered by the EU-funded programs referring to the non-formal education in the country is needed.</li> </ul>

## BIBLIOGRAPHY

Employment Service Agency of the Republic of North Macedonia, Revised Operational Plan for active employment programs and measures and labor market services for 2017, available at: <http://av.gov.mk/content/%D0%9E%D0%9F/Revidiran%20Operativen%20plan%20za%20izmena%20i%20dopolnuvane%20na%20OP%202017.pdf> [visited on 21 February 2019].

Adult Education Survey, 2016. Skopje, State Statistical Office.

Law on Adult Education (Official Gazette of the Republic of North Macedonia, no. 7/2008, 17/2011, 51/2011, 74/2012, 41/2014, 144/2014, 146/2015, 30/2016 and 64/2018).

Law on Open Civic Universities for Lifelong Learning (Official Gazette of the Republic of North Macedonia, no. 36/2011, 41/2014, 145/2015, 55/2016 and 64/2018).

Concept for non-formal and informal learning from 2015.

EC Regulation (EU) nos. 823/2010, 1175/2014 and Regulation (EC) no. 452/2008.

Republic of North Macedonia, Strategy for Education 2018-2025 and Action plan, available at <http://www.mon.gov.mk/index.php/2014-07-23-14-03-24/vesti-i-nastani/2549-2018-2044> [visited on 23 February 2019].

Republic of North Macedonia, Strategy for Adult Education 2016 – 2020, Skopje, 2016, available at [http://www.mon.gov.mk/images/AE\\_STRATEGY\\_MK\\_Final\\_1-min.pdf](http://www.mon.gov.mk/images/AE_STRATEGY_MK_Final_1-min.pdf) [visited on 22 February 2019].

National Classification of Occupations. Skopje: State Statistical Office of RNM, 2015. Available at: <http://www.stat.gov.mk/KlasifikaciiNomenklaturi.aspx?id=15> [visited on 10 March 2019].





