

## Abstract

### 21st Century Trend Analysis in Global Education Reform(IV): The Innovation of Lifelong Learning in the Aged Society

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#### 1) Introduction

In about year 2025, Korea is expected to enter into the era of 100 ageing society, which requires new solutions to a wide variety of social problems and issues. One of the solutions is the lifelong learning policy, which is closely related to the demand of the times to deal with the future society. The lifelong learning, which plays a critical role in securing national competitiveness, is also regarded as a driving force and a necessary condition of national development to improve local communities by promoting sustainable growth of people in the knowledge-based society. At the time of paradigm shift to the era of 100 ageing society, the establishment of the nation of lifelong learning shall be regarded as the best strategy to achieve sustainable development of the nation and the education for happiness, and thereby promoting lifelong learning and securing good labor force shall be introduced as a primary development plan<sup>121)</sup> for the nation.

While the industrial society in the past focused on the balance between growth and

distribution, competition and integration compose the policy discourse in the current information-based society(Green, 2002). In this context, the lifelong learning policy forms the field of national education and training as well as the policy agendas which are being expanded to diverse areas. Internationally, lifelong learning policy is divided into two categories in national level. One is the neo-liberal models of America, emphasizing human capital and competitiveness, and the other is the social market models of Nordic countries, focusing on social inclusion and fairness (Eun-sook Kim and Don-min Yeom, 2011). These policy discourses work as prospective problem activators which enable to respond actively to the new demand of the knowledge-based and ageing society, with double-sided educational values of economic competitiveness focusing on human capital and social inclusion focusing on social capital. In this sense, current lifelong learning must be utilized as a strategy which will enable to achieve both sustainable development of the nation and the wellbeing of individual citizens in the era of 100 ageing society, in which the measurement on whether it will be either 'blessing' or 'disaster' can be made with the purpose of individual achievement, social inclusion, active citizens, employment prospect, regional regeneration and restoration of productivity, by playing an important role to change the society with publicity of not being 'consumer good,' but 'productive resources .'<sup>122)</sup>

This research, with the premise of considering lifelong learning policy important in balanced development of human and social capital to respond to the arrival of the era of 100 ageing society, aims to analyze the current status of Korea's lifelong learning policy and the global trends in major advanced countries and international organizations, and to suggest the system and policy issues for lifelong learning which fit for Korea's circumstances.<sup>123)</sup> To this end, the research presents a range of issues according to population ageing and policy implications of lifelong learning in accordance with the

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121) For the United States, it is the American Graduation Initiative; For Germany, Federal Government Qualification Initiative; For Japan, Basic Promotion Plan for Education; And for China, China's National Plan.

122) Lifelong learning is revealed as a factor which accounts for 13.9% of physical health, 20.4% of emotional activity and 13.9% of cognitive activity of middle-aged and old persons (Jeong-hyun Byun, 2011).

123) This research is the fourth research on the 21<sup>st</sup> century trend analysis in global education reform, started from 2013. The previous researches, 21<sup>st</sup> Century Trend Analysis in Global Education Reform (I, II and III), have covered 'Education for Happiness (2013),' 'Creative Character Education (2014),' and 'Higher Education (2015)' respectively.

global environment in the 21st century. It also analyzes lifelong learning policy trends of various international organizations, including OECD and UNESCO, and the current status of lifelong learning policy of Korea to cope with the ageing society. In particular, it evaluates the status and effectiveness of lifelong learning policy in Korea by conducting international comparison between the standards of lifelong learning in Korea and the status of accumulation of human and social capital with the Programme for the International Assessment of Adult Competencies (PIAAC).

To analyze policy and cases of lifelong learning in major countries, the research utilizes 5 frameworks of policy analysis, including policy, implementation, finance, participation and quality assurance, suggested by the UNESCO. Based on those frameworks, it has discovered various policies and specific innovative cases in the United States, the United Kingdom, Germany, Japan, Finland and New Zealand, in which lifelong learning policy is actively promoted. The case study has been conducted by holding conferences with experts of lifelong learning in international organizations and advanced countries, requesting articles and data, and interviewing experts via e-mails. Moreover, the research has analyzed and included the latest status of lifelong learning policy of each advanced country according to the Global Report on Adult Learning and Education (GRALE), which has recently issued by the UNESCO Institute for Lifelong Learning.

An expert workshop have been held in order to draw directions and promotion issues for lifelong learning to respond to the changes in global environment and ageing society. Before the workshop, an expert meeting was held for experts from home and abroad to make presentations and have discussions, so that the primary discussion on policy visions and directions could be discussed. Subsequently, visions, directions and promotion issues have been presented through the workshop, and we have come up with various outcomes by TAIDA analysis, such as the analysis on the current status of the response of lifelong learning to the social changes in the future, the scenario of changes of lifelong learning in accordance with social changes, policy visions and directions of lifelong learning, and their detailed promotion issues. The detailed outcomes are as follows.

## 2) The Global Trends and the Status of Korea in Lifelong Learning<sup>124)</sup>

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124) This research considers the ageing issue as an important one caused with the changes in global environment.

In chapter II, article 1, the outcomes of the analysis on global environment in the 21st century are suggested. It is anticipated that a variety of the changes in global environment shall occur, including advancement of new technology, changes in the society and jobs, deepening of income disparity, change of population structure, ageing society, increase of immigrants, social inclusion and expansion of demands on welfare. As for the advancement of new technology, it is expected that the society shall face a dramatic change due to the cutting-edge science technology and the 4th industrial revolution. In this light, it is essential to establish the lifelong learning system which will allow to learn knowledge, skills and attitudes continuously necessary to catch up the advancement of science technology.

Second, as for the changes in the society and jobs, the research suggests some points that the purposes of having jobs are various, including self-realization and maintaining social status, and that there is a possibility that new jobs may occur in accordance of social changes. Thus, it is necessary to establish the lifelong learning system to enable people to adapt to the new jobs and work in the future business world. Third, as income disparity deepens, it will be more difficult to redistribute the income among people, which will increase economic inequality among classes and may cause social polarization; and therefore it is imperative to build the lifelong learning system to increase participation rate of the whole population in lifelong learning and to expand the opportunity of participation in learning.

Fourth, as for the change of population structure and ageing society, Korean society is experiencing dramatic changes in population structure due to continuous ageing, and is in need of a sharp increase of social investment in various areas, such as pension and jobs. The solution to the increase of aged population is to increase possibility of employment by providing people with lifelong learning which will allow continuous skill development and increase the quality of and satisfaction with life. In addition, as domestic foreign labor force increases, the social inclusion is regarded as a major social issue, which will require socially-integral lifelong learning that will provide foreign workers with education for social adjustment, vocational competency, literacy and democratic citizen.

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The changes in global environment and ageing population are closely related. Therefore, the research not only investigates the ageing issue, but seeks to suggest the directions for lifelong education.

Finally, with the expansion of the demand on welfare, it is requested every year to reform the social insurance programs and expand welfare projects and programs. For the plans of social policy, while the need of lifelong learning increases in accordance with the increase of the demand on welfare, it is expected that the awareness of the fact that provision of opportunities for participation in lifelong learning is social welfare will also increase. The changes in global environment in the 21st century occur not only in foreign countries, but also in Korea, the necessity of establishment of effective lifelong learning system is increasing.

The articles 2 and 3 in chapter II analyze lifelong policies promoted by international organizations such as the UNESCO, OECD and EU. The UNESCO, which has been established to increase cooperations between nations in education, science and culture, has promoted education and lifelong learning through various agendas in line with its purpose of foundation. Among the global educational goals of the UNESCO, the one with lifelong education is to 'ensure inclusive and quality education for all and promote lifelong learning.'

This research introduces important cases of lifelong learning in each country and the future prospect of lifelong learning suggested in three areas of health and wellbeing, employment and labor market, and civic community in the context of balanced development between human and social capital by GRALE of the UNESCO. The UNESCO plays an important role in increasing practical cooperations with international society in the UN. The UNESCO has been endeavoring to spread the idea of lifelong learning internationally by providing quality education to the remote and discriminated people and supporting developing countries, rather than providing with elite education.

The OECD, which is the international group of economic cooperation and development, has been playing an active role in promoting economic growth, financial stability and economic development of member states. With the recent innovation in science technology and global economic paradigm shift, the OECD is required to take part in education area. In this sense, the organization has been focusing on lifelong learning to overcome the limits of school education, including primary, secondary and higher education, to increase opportunities for lifetime education, and to expand adaptability and productivity of workers in labor market. Particularly, it has been putting its efforts on long-term and systematic expansion of lifelong learning to resolve various issues of decrease of national productivity,

such as reduction in a producing population, increase in aged population. Besides, the OECD has been investigating the solutions to inequality issues of gender, social and economic background and classes, which may hinder economic development.

The EU has traditionally been implementing various policy agendas and projects to promote learning of adults. Although the EU was initially founded as the economic community, it has recently been suggesting a wide range of policies not only in legislation, jurisdiction and administration, but also in education for prosperity and development of the European Union. The lifelong learning policies promoted by the EU are based on growth of economic power, standardization of education and formulation of partnership among stakeholders. For example, it seeks economic development through vocational education, career guidance and promotion of lifelong learning in companies. The standardization of education means to design plans for mutual acknowledgement of academic career and qualifications among the member states. In addition, the EU is expanding lifelong learning through the social communication among various social bodies, such as large and small companies, public organizations and labor unions by formulating partnerships.

The article 4 evaluates the current status of Korea in lifelong learning through PIAAC. This research first examined the current status of human and social capital by member countries of the OECD, and then analyzed the implications on lifelong learning policy in Korea by comparison with the group type of human and social capital. The result of the analysis shows that despite high level of core competency such as literacy and reading comprehension ability, the human resource is underutilized due to lack of proper working condition to use competency of workers. For examples of the youth or female workers, it is difficult to utilize their human capital because of the issues of labor market. According to the comparison with Finland, which has high rate of aged population, Korea is experiencing the lack of plans to utilize high-competency aged population.

As for social capital, while there is small gap between educational levels, the accumulation of social capital is small in accordance with low participation in labor market. Moreover, the process of accumulating social capital of adults needs continuous improvement since its form is simple and its action is unclear compared to the level of accumulation of human capital. It is an important issue to reduce the gap between human and social

capitals as they appear in diverse forms by educational level and economic and social backgrounds. As the social capital has recently attracted the attention from people, it is essential to establish the lifelong learning system to effectively improve it.

This research investigated the implications for lifelong learning policy by types in accordance with group analysis by the achievement level of human and social capitals based on PIACC. The group analysis on human and social capitals of major countries suggested 5 groups. The types of groups include the type of social deprivation and isolation in learning, the type of citizen with core competence, the intellectual and individualistic type, the realistic type and the type of underemployment and low competency. The comparison was made with the United States, the United Kingdom, Germany, Japan, Finland, New Zealand and Korea, which are also the targets for case study. While there is the highest population of the type of social deprivation and isolation in learning in Korea, there is high rate of the type of citizen with core competence in Finland, the realistic type in the United States, the intellectual and individualistic type in the United Kingdom. New Zealand showed the similar result to the United States' and Germany to Korea, while Japan showed high rate of underemployment and low competency. The result suggests that Korea must give efforts for lifelong learning to eliminate the social deprivation and increase the opportunity of learning.

The article 5 investigates the current status of domestic lifelong learning policy. Since the establishment of the first Lifelong Education Promotion Plan in 2002, the 3-phase plans have been implemented for the last 17 years. In the first phase, Korean government promoted policies to train knowledge laborers for knowledge-based society, to foster quality human resources and to prepare for the ageing society. In particular, several tasks were conducted to prepare for the retirement of middle and old aged people so that they may be supported in self-realization and receiving social inclusion education. In the second phase, the tasks to utilize education for each life stage and lifelong learning for middle and old aged people. Specifically, the major tasks were to foster lifelong learning center colleges and local lifelong learning institutes. The third phase presented tasks to provide life-changing learning in accordance with the era of 100 ageing society, to expand the job competency of middle and old aged people and to increase the possibility of employment. This research investigates the problems and policy directions for lifelong learning in the

future by analyzing previous policies (The Ministry of Education, Science and Technology, 2013).

### **3) The Analysis of Lifelong Learning in Major Countries: In Policy, Implementation, Finance, Participation and Quality Assurance**

Chapter III presents the analysis on policy and cases of lifelong learning in major countries. The article 1 suggests the case of the United States. The United States has been promoting lifelong learning, based on the Workforce Innovation and Opportunity Act, the Adult Education and Family Literacy Act and Wagner-Peyser Act. Other institutions have also been supporting lifelong learning, including federal organizations such as the Department of Labor, the Department of Education, the Department of Health, the Department of Defense and the Department of Justice as well as state organizations such as Workforce Investment Board and One-stop Career Center, and local organizations such as civil associations, lifelong education center in each college, local colleges and library associations. These organizations secure budget and develops plans for expenditure according to the acts above. In addition, the United States government has been operating various lifelong learning programs of basic literacy education, vocational training, culture and arts, and citizen participation programs. Those programs are under quality assurance according to the Workforce Innovation and Opportunity Act.

The United Kingdom is expanding lifelong learning with Education and Skills Act, national qualification system, Academic Qualification and National Vocational Qualifications. The major promotion organizations include the Department for Business, Innovation and Skills, local governments, national adults continuous education organizations, Skills Funding Agency (SFA), Higher Education Funding Council for England (HEFCE) and UK Commission on Employment and Skills (UKCES). The United Kingdom government spends 5.5% of its GDP on lifelong learning. 20% of the whole citizens participate in lifelong learning and a variety of educational programs such as vocational education and civil education are utilized. The organizations such as Skills Funding Agency (SFA) and the Office for Standards in Education (Ofsted) are working for quality assurance.

Germany has been promoting lifelong learning, based on National Strategy for Literacy and Basic Education and National Pact for Training and Young Skilled Staff 2010-2014.

Lifelong learning is promoted by the German government. The whole process of formulation, implementation and evaluation of the policy for adult learning and education are done by the discussion among the stakeholders. The government arranges finance for the policy in accordance with each law. 50% of the adult learners in Germany are participating in lifelong learning. The government is operating the DEQA-VET system for quality assurance.

Japan has been promoting lifelong learning in accordance with various acts, including Social Education Act and Lifelong Learning Promotion Act. The main bodies of promoting lifelong learning are the Ministry of Education, Culture, Sports, Science and Technology, Prefectures of Japan (regional local authority) and Japanese Municipalities (primary local authority). The Japanese government is utilizing a variety of programs, including educational committees, facilities related to lifetime learning, school-type lifetime educational learning facilities, private lifetime learning and the place of learning. The types of programs include civil education, liberal arts, culture, social welfare and social education. As for finance and quality assurance, local authorities secure and execute budgets and grant subsidies, and they also take charge of quality assurance.

Finland has been promoting lifelong learning in accordance with the development plan for education and Finnish National Programme for Ageing Workers (FINPAW). The promotion bodies include the department of adult education and training in the Ministry of Education, National Education Committee, individual institutions, local governments and non-governmental organizations. Those relevant organizations are operating a wide range of programs, such as foreign languages, qualification certificates, vocational competency, civil education and job competency enhancement education. While the finance and the budget for the programs are designed by relevant organizations, the evaluation and quality assurance are conducted to decide the programs to focus on and allocate the budget to the programs. In particular, civil society organizations and labor unions establish a partnership to support lifelong learning policy in Finland.

New Zealand has established the system for lifelong learning through the Education Amendment Act and National Qualification System. The Ministry of Education takes the initiative in promoting lifelong learning with the assistance from the Office of Qualification and Higher Education Professional Committee. 15% of the whole budget is allocated to education, and its 32% is spent on lifelong learning. The main programs include vocational

competency enhancement programs, the programs for the disadvantaged and the programs for vulnerable social group. New Zealand government has introduced the concept of life competence for quality assurance. The government has been evaluating the programs from the perspective of career support service, and conducting quality assurance through national qualification system.

#### **4) Assessment of Lifelong Learning in Korea and Future Directions: Expert Workshop**

Chapter IV shows the result of the expert workshop to discuss the lifelong learning system and its tasks to respond to the changes in global environment and ageing society. The policy suggestions and tasks from the workshop are as follows. At the workshop, the experts of lifelong learning discussed the directions of lifelong learning in the era of 100 ageing society, established a variety of scenarios and endeavored to come up with realistic tasks. To this end, the research utilized TAIDA method and designed the tasks by classifying policy, implementation, finance, participation and quality assurance in accordance with the classification system of the UNESCO.

#### **5) Conclusion and Policy Suggestions**

Chapter V suggests the results from the expert workshop, as well as policy directions, strategies and tasks according to the areas of policy, implementation, finance, participation and quality assurance of lifelong education based on qualitative and quantitative data on environmental analysis and the status of Korea in lifelong learning. Four important policy directions for lifelong learning are worth consideration: First, the establishment and implementation of lifelong learning policy for balanced development of human and social capital; Second, securing the finance for lifelong learning based on fiscal sustainability and efficiency; Third, maximizing access to lifelong learning for various demands; And fourth, establishment of quality assurance system and securing the utility of outcomes of learning.

Meanwhile, based on these policy directions, 2-3 strategies (and promotion tasks for each strategy) in 5 areas are presented. First, in the area of policy, the suggestions are as follows: 1) Substantialization of lifelong learning policy for quality (establishment of monitoring and evaluation of lifelong education policy, and requirement analysis on lifelong

learning policy); 2) Arrangement of a consultative body in upper level for complete implementation of the policy (cooperation in relevant projects, and promoting public-private joint projects); And 3) diversification of the contents for lifelong learning policy (development of balanced value of both human and community capital and one-stop service for the disadvantaged). Second, the area of implementation suggests following items: 1) Decentralization of lifelong learning implementation structure and distribution of authority to local governments (financing local lifelong learning center and enhancing human resources and financial capacity for implementing lifelong learning); And 2) establishment of effective partnership among government agencies for implementation (constructing the integrated system for lifelong learning budget and improving the effectiveness of policy implementation through social learning net).

Third, the area of finance presents following suggestions: 1) Security of finance based on demand (analysis on demand for lifelong learning and finance by life stages, securing finance utilizing long-term care insurance and stipulating the legal finance for lifelong learning); 2) Inducement of expansion of finance for privately led lifelong learning (operation of programs by the sizes and types of companies, expansion of projects with financial support related to lifelong learning centers in colleges and partnership with private lifelong learning organizations); And 3) expansion of social overhead capital in ageing society (connecting to basic lifelong learning expenditure and securing finance for lifelong learning for active ageing). Fourth, in the area of participation, the suggestions are as follows: 1) Expansion of lifelong learning considering the characteristics of each generation (active participation of teenagers, the youth, the middle aged and the old in lifelong learning); 2) Implementing lifelong learning considering occupational characteristic (active participation of job applicants, the unemployed and job seekers in lifelong learning); And 3) utilization of lifelong learning by educational contents (participation in literacy education and interest-occupation programs). Finally, the quality assurance area presents following suggestions: 1) Establishment of basic framework for evaluation in national level (systematization of evaluation, commission of authority to evaluate, enhancement of expertise and establishment of process-centered evaluation standards); 2) Official certification of lifelong learning experience (utilization of account system for lifelong learning and quality assurance of lifelong learning outcomes); And 3) introduction of

integrated national certification system (certification of lifelong learning institutions, establishment of information disclosure and research on certification of informal learning).

**Key words:** Global Trend of Lifelong Learning, Ageing, Lifelong Learning Policy, Implementation, Finance, Participation, Quality Assurance, The Status of Kores in Lifelong Learning