THESIS/RESEARCH REPORT APPROVAL PAGE

I have examined the dissertation/research report entitled

IN THE FRAMEWORK OF EUROPEAN SOCIAL POLICY, HOW ARE THE LIFELONG LEARNING (LLL) AND RECOGNITION OF PRIOR LEARNING (RPL) INTERPRETED AND IMPLEMENTED IN TURKEY AND FRANCE?

presented by

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and hereby state that it is worthy of acceptance.

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In the Framework of European Social Policy, How Are Lifelong Learning (LLL) and Recognition of Prior Learning (RPL) Interpreted and Implemented in Turkey and France?

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Yüksek Lisans

Sosyal Politika

(Avrupa ve Karşılaştırmalı Sosyal Politika)

Avrupa Sosyal Politikası Çerçevesinde, Hayat Boyu Öğrenme (HBÖ) ve Önceki Öğrenmelerin Tanınması (ÖÖT) Türkiye ve Fransa Tarafından Nasıl Yorumlanmış ve Uygulanmıştır?

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SUMMARY

This paper aims to analyse the fields of Lifelong Learning (LLL) and specifically Recognition of Prior Learning (RPL) in the scope of the EU Acquis Chapter “Social Policy and Employment”. Since the Programme is “EU and Comparative Social Policy”, there is the need to examine a field related with a European Social Policy, which is implemented in two different countries. As France is one of the most successful countries and Turkey is newly developing in the aforementioned area, these countries have been selected to be worked on.

In the first chapter, various definitions and the importance of the LLL notion has been analysed to see different interpretations of the concept. In the second chapter, first, the EU LLL Policy has been figured out to show the general framework. Secondly, Turkish perception of LLL Policy has been explained in a more detailed manner and the French interpretation has been shown. In the third chapter, RPL has been analysed as a specific part of LLL. Since RPL is one of the fundamental elements of LLL, its importance for the EU has been demonstrated. Additionally, RPL procedures in France and Turkey have been examined.

As a conclusion, it has been observed that LLL has been considered as a significant tool for education and employment consequently. Different methods of learning shall be taken into consideration and skills, competences, qualifications shall be evaluated accordingly. Moreover, although there are some differences, analysing successful examples can guide our country to find new ways to develop the system.

ÖZET

Bu çalışma; "Sosyal Politika ve İstihdam" müktesabat başlığı kapsamında Hayat Boyu Öğrenme (HBÖ) ve özellikle Önceki Öğrenmelerin Tanımlanması (ÖÖT) hususları temel alınmıştır. "Avrupa Birliği ve Karşılaştırmalı Sosyal Politikalar" alanında yüksek lisans yapılması, Avrupa Sosyal Politika bünyesinde yer alan bir konunun iki farklı ülkedeki uygulamasının karşılaştırılmasını gerekli kılmıştır. Fransa'nın söz konusu alanda en başarılı ülkelerden biri olması ve Türkiye'de bu konuda gelişmelere başlanmış olması, bu ülkelerinin çalışılmasına temel oluşturmuştur.

İlk bölümde, HBÖ kavramına yönelik çeşitli tanımlamalar ortaya konmuş ve kavrama ilişkin farklı yorumlamaların anlaşılması amacıyla HBÖ'nün önemi anlatılmıştır.İkinci bölümde, genel çerçevenin görülmesi için öncelikle Avrupa Birliği HBÖ Politika süreçleri incelenmiştir. Daha sonra, HBÖ politikalarına Türkiye'nin yaklaşımı daha detaylı bir biçimde analiz edilmiş ve Fransa'nın konuyu yorumlama şekli gösterilmiştir. Üçüncü bölümde ise, HBÖ'nün spesifik bir alanı olan ÖÖT hususu incelemeye alınmıştır. ÖÖT, HBÖ'nün temeltaşlarından biri olması sebebiyle, AB'nin konuya verdiği önem ortaya konmuştur. Dahası, ÖÖT husununa ilişikn uygulamalar Fransa ve Türkiye özelinde incelenmiştir.

Sonuç olarak, HBÖ'nün eğitim ve dolaysıyla istihdam için önemli br araç olduğu görülmüştür. Öğrenmede farklı yöntemlerin dikkate alınması ve beceri, yetkinlik ve yeterliliklerin bu kapsamda değerlendirilmesi gerekmektedir. Dahası, kimi farklılıklar olsa da, başarılı örneklerin incelenmesi, yeni sistemler geliştirme husunda ülkemiz için yol gösterici olacaktır.

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INTRODUCTION

Since economic and social changes have been increased and fastened due to the impacts of globalisation, the European Union (EU) has aimed to become an information society and to strengthen its economic compatibility. Therefore, they have underlined the importance of lifelong learning (LLL). Individuals are able to sustain their life in accordance with the society and to follow the developments closely in the professional life by renewing themselves. Self-renewal of an individual can only be provided via LLL.

As an important part of social and education policies, LLL is a broad concept covering formal, informal and non-formal education, thus the concept will be examined from different perspectives. The concept has been relatively common in the European Union; however, it is pretty new for Turkey. Therefore, development of the familiarity to the concept of LLL shall be important for Turkey.

Although the other benefits will be mentioned, this essay will focus on the benefits of LLL in the framework of economic compatibility and employability since the European Union gives more importance to the relationship between LLL and economic development. In this context, since there is need for the labour force that is high capacity in education, knowledge and competencies, the aim can be achieved only through LLL. Since LLL requires interrelation and recognition of different systems, both in education and employment, free movement and mobility of the people are supported by the EU.

Moreover, since the prior learning is one of the most significant elements of LLL, recognition of prior learning systems of Turkey and France will be examined. Different examples will be analysed to be able to demonstrate the importance and the benefits of this recognition process. With regard to RPL, the qualification system in Turkey and France will be summarised and the procedures will be described.

My research question is; ‘In the framework of European social policy, how are the LLL and RPL interpreted and implemented in Turkey and France?’. It can be stated that, since the system of recognition of qualifications has been successfully implemented in France, the country is selected as a good example to be analysed in

this paper. Moreover, the membership status of the countries and their success in the RPL area has been taken into account for the comparison. That is to say, since the participation rate in LLL and the extent of the implementation of RPL processes is better in France and worse in Turkey, the two countries will be compared to see the differences and the similarities in the perceptions and implementations of European LLL policy.

To draw a general framework, it can be argued that, in this essay, education policy is taken as a part of social policy and LLL is considered as an element of education and training policy. Thus, the content of a European policy will be analysed and two countries will be compared accordingly. It will be indicated that the French LLL and adult education participation data show the success of France as a founder member of the EU. As a candidate country, Turkey's implementation of LLL will be compared.

In this paper, firstly the historical background and importance of LLL concept will be demonstrated. Secondly, under the chapter of policy context, LLL policies of the EU, Turkey and France will be explained. Thirdly, as one of the main objectives of LLL, recognition of prior learning will be analysed. The implementation process of the EU, Turkey and France will be examined. Finally, the common and the different points of LLL and RPL policies will be compared for Turkey and France.

1. HISTORICAL BACKGROUND AND IMPORTANCE OF LLL CONCEPT

Firstly, since the meaning of the concept has been dramatically changed over the years, the historical background of LLL definitions will be analysed in this part. The shift from education to learning and the general perception of LLL will be shown.

Secondly, since the content of the concept is so broad and continues to include several aspects, the importance and the benefits will be summarised in this section. Moreover, despite the other benefits of LLL, such as social inclusion, social justice, active citizenship, the relation between LLL and employability and economic compatibility will be underlined in the social policy framework.

1.1. Definition of the Concept

Since LLL concept covers two notions, ‘learning’ and ‘lifelong’ shall be examined separately. First of all, ‘learning’ is an individual and social process, which affects not only children but also adults. Thus, individuals demand to learn more about their social life and develop themselves according to the requirements of regional, national and global changes. In other words, individuals are learners, who want to explore different environments in order to be able to become more qualified person. Moreover, since prior knowledge affects further sills and competences, learning process cannot be limited by school. In other words, since learning is an endless process, LLL has become to be increasingly essential for the education policies (Medel-Annuevo et al., 2001). Furthermore, learning is about knowing how to use the present skill and knowledge (European Commission, 2002a). Thus, learning is an important process that underlines the significance of knowledge in the LLL policies.

Secondly, the term ‘lifelong education’ was first used in 1965 by UNESCO to enable the parallel use with the French term ‘éducation permanente’ (Lee et al., 2008). Here, it can be stated that there was a shift from ‘lifelong education’ to ‘lifelong learning’ since the emphasis have recently been on the personal development achieved by individual learning process. In other words, ‘education’ is more societal; however, ‘learning’ process is more personal (Medel-Annuevo et al., 2001).

Although, there is no universal consensus on the definition of the concept, it can be argued that, LLL covers all the learning process throughout life and which guides people to reach different education types (Bagci, 2011). Moreover, it is suggested that LLL shall not be limited by the economic part of adult learning since it also has personal and social aspects, which includes different levels of education and various places of learning (Institut National de la Jeunesse et de l’Education Populaire, 2012).

Furthermore, LLL does not only mean vocational education or adult education. It may refer to any kind of learning since learning is a process; which starts by birth and continue until the end of the life. Moreover, since the school is not the only place to teach people, there are some other institutions to be counted as a part of LLL, such

as family, church, etc. It is suggested that people learn informally from their family between the age 0-5 years; they learn mostly in a formal manner in the educational institutions between the age 6-24 years; and between the age 25-60 years the adults learn informally and they demand continuous education (Laal et al., 2013).

According to Malcolm Shepherd Knowles, LLL would be the fundamental principle of all the education types and would be used more often. Moreover, continuing education and professional development are the concepts that have been used as synonyms of LLL. Since people continuously learn and gain knowledge in different places, such as school, family, work place, they develop themselves throughout life (Laal et al., 2013).

Furthermore, according to Philippe Tissot (2004), formal learning is structured and institutionalised, non-formal learning is mostly related to vocational skills and informal learning is non-intentional experience gained from daily life activities (Laal et al., 2013). On the other hand, according to the World Bank (2003), formal education is accredited by the national system, non-formal education may not be fully accredited by the national education system and informal education refers to any learning process.

In addition, as Bagci (2011) defines, LLL is not only a type of learning that covers formal, non-formal and informal education, but also a principle identifying the way in which all these opportunities are possible and accessible. Moreover, it can be also added that, LLL cannot be limited with economic framework since it refers not only to vocational education or employability, but also to human resources development that can ensure the creation of modern society in which people have better living standards (Gulec et al., 2012). Here it can be argued that, LLL is a concept that refers to the learning paths that includes personal goals, social issues, societal problems and employability (Gvaramadze, 2007).

To clarify the characteristics of the concept, it can be also added that, LLL covers all the people without concerning their cultural differences, life can be shaped by LLL, it provides several solutions for different problems, learning has been shifting from

traditional to modern systems and more time is needed for more learning since LLL focuses on process (Medel-Annuevo, et al., 2001).

To compare the LLL perceptions of the EU and OECD, Tuschling and Engemann (2006) claims that, early OECD definition is minimalist; however, the EU follows maximalist approach. That is to say, the minimalist view focuses on voluntary accessible adult education opportunities and demands adequate funding for it. However, according to maximalist approach, the main concern is the importance of learning outside of formal education institutions and it described as a way of life. Moreover, as Lee et al. (2008) states, UNESCO is considered as maximalist since LLL is seen as involving an essential transformation of each individual in order to create a learning society.

With regard to the impact of the organisations, it can be suggested that, the EU's legitimate power is stronger than the other international institutions, such as UNESCO and OECD since the EU is influencing international LLL discourse and the implementation of LLL system based on the Maastricht Treaty. That is to say, European LLL policy experience has been a model for Asian-Pacific and southern countries (Lee et al. 2008).

Finally, it can be stated that the most common usage of LLL refers to adult education since the Eurostat calculations have been made for the persons aged 25 to 64 and stated that they received education or training in the four weeks preceding the survey. While the researches are conducted by the Eurostat, the following description is provided: 'The denominator consists of the total population of the same age group, excluding those who did not answer to the question 'participation in education and training'. 'Both the numerator and the denominator come from the EU Labour Force Survey. The information collected relates to all education or training whether or not relevant to the respondent's current or possible future job' (Eurostat). As a result, it is important to clarify that, although the concept includes formal, informal and non-formal education from the birth to death, the recent use of the concept refers adult education and training that address prior learning and future job.

1.2. The Importance of LLL

As LLL provides several benefits and opportunities to the individual, its significance shall be mentioned in detail. Since the technical knowledge is becoming quickly old in the modern world, there is an endless need for improving knowledge, thus LLL is expected to fulfil this requirement (La Documentation Française, 2008). As Laal et al. (2013) state, the need for improving skill through LLL opportunities has been increased due to the developments in the fields of access to information, fast technology, global relations, industrial changes and skill requirements. In other words, LLL provides required and updated knowledge for individuals; hence it increases their personal, academic and professional capabilities; enhances their economic power and improves their quality of life. Moreover, it is suggested that LLL plays a special role to maximize the life chances of the individuals and minimise their cost to the state by the emphasis on individualisation. That is to say, LLL is self-determination and self-responsibility including the financial part of the education process (Tuschling and Engemann, 2006).

Furthermore, since the school is not the only way to learn, bibliography of individual has not been determined as before; on the contrary, it is ready to be updated and changed often (Medel- Annuevo, et al., 2001). It is suggested that the link between the education and employment can be created by an appropriate analyses of the needs of the labour market. Therefore, unless the relation between the learning providers, especially higher education institutions, and business sector strengthens, there will be serious differences between required labour force and provided education. Moreover, since higher education cannot be sufficient to fulfil the business requirements, the experiences gained out of the school can be more precious for employers. Hence, today, formal education cannot be regarded as the only way of learning or getting job because updated information and work experience may be more welcome in business area (Yorke, 2006). As Gulec et al. (2012) points out, since knowledge can become old or insufficient even right after the graduation, people shall improve their skills and renew their qualifications according to the needs of the modern world. Moreover, as Peng (2002) states, due to the impacts of globalisation, no educational

institution is irreplaceable and dominant institutions are in favour of employing people, who are always open to learning.

Additionally, as Green (2002) notes, LLL is increasingly important due to demography and the ageing population; the effects of global economic restructuring on skill demands and cultural and social changes. Regarding the issue of population ageing, it is suggested that, the demand for education shifts through the age groups; the cost of education is raising since the experience of teachers increases due to their average age and the skills of workforce need to be updated. Therefore, LLL policies aim to increase general level of skills and qualifications and to ensure the promotion of continuing education in order to cope with these global economic changes. Furthermore, it can be also noted that, 'cultural globalisation' has affected the structure of the society, so lifestyles become more individualistic. Since young people continue their education longer, young women marry and have child later, people prefer part-time jobs and there is a decline of nuclear family, LLL policies providing flexible training opportunities help to respond these global cultural changes.

With regard to financing LLL, Green (2002) states that, informal learning is needed since it can be delivered in a flexible manner and formal learning may be too expensive for the state. Hence, it is argued that, when the state cannot afford the expenditures for learning, it invents the learning society to share the cost of education. In other words, it can be stated that, learning society and knowledge economy are complementary to each other to fulfil the current requirements of new societies. Consequently, LLL is seen as a key element to struggle with the problems of the modern globalised world. Flexible and comprehensive training opportunities allow people to update their knowledge and to increase their qualifications. Moreover, since LLL emphasises on individualistic processes, it ensures the financial participation of the individual.

2. POLICY CONTEXTS

This chapter will draw the general framework of the policy context. Firstly, LLL policy of the EU will be shown with the historical background. Since the perception of the term has changed over time, the policies, the benchmarks and the expectations from the LLL have been revised accordingly.

Secondly the Turkish LLL policy will be explained on the basis on the National Strategy Paper. The priority axis and the related measures will be demonstrated in order to understand the perception of Turkish government.

Thirdly, the French policy will be analysed according to the perspective of French LLL implementation. The tradition of LLL and the legal basis of the system will be seen in this chapter.

2.1. EU Policy Context

In the policy framework, different documents will be summarised to show the historical development of EU's LLL perception. The Faure Report (1972) is seen as the milestone of the developments in education since LLL has been defined as the key point for people to learn their economic, social, political and cultural rights. Moreover, it is suggested that the report reflects a radical feature of international education policy as it critiques uniform education systems of the 1960s and it is affected by the French version of LLL advocated by the Council of Europe in 1970 (Lee at al., 2008).

In the beginning of the 1990s, Europe faced with economic problems due to unemployment and skill mismatch and they thought to solve this problem with education. Then, in the mid-1990s, LLL is seen as a solution for these economic problems as well as a manner to tackle with social exclusion. Thus, LLL is started to be considered as the main principle to consult people for education and training and 1996 was declared as the European Year of LLL. Moreover, since 1998, LLL has become a significant part of employment strategy papers (European Commission, 2000). Here, it can be added that there are two major developments that coincide with LLL. Firstly, the enlargement process of the EU and the reappearance of

capitalism in post-socialist Europe. Hence, LLL and higher education have been considered as the main instrument to ensure social equity and develop social inclusion (Riddell et al., 2014).

Furthermore, as Preece (2010) points out, LLL has been important in policy making since the Amsterdam Treaty of 1997 and it was linked to unemployment, income distribution, social exclusion and level of education. Hence, learning is supposed to be life-wide and shall refer more than vocational skills. That is to say, poverty reduction means reducing inequality in the society and increasing LLL opportunities to ensure self-esteem and well-being.

According to the European education policy, active citizenship, employability and developing themselves are complementary to each other. Thus, economic, political and social benefits of LLL have been taken into account for these purposes (The Council for Lifelong Learning, 2010). However, as Lee et al. (2008) notes, according to 1996 European Commission survey, it is seen that the fundamental purpose of LLL was to fight with unemployment since the main concern of the society was employment rather than education and training in the mid-1990s. Therefore, the relation of LLL was closer with employment than education.

The Bologna Declaration of 19 June 1999 was the first step to develop European Qualification System that aims to equalize the competencies of the European citizens by eliminating differences and to increase their employability. Since recognition of qualifications may ensure the mobility of individuals for the purpose of education or job, this declaration was a significant attempt for LLL Process. Then, Delors developed four concepts for LLL: Learning to know; learning to do; learning to live together, learning to live with others and learning to be.

The Commission has declared the significance of LLL with the ‘Memorandum of LLL’ in 2000. Six strategies of the memorandum are the followings:

1. New basic skills for all
2. More investment in human resources
3. Innovation in teaching and learning

4. Valuing/certification of all kinds of learning
5. Revising guidance and counselling services
6. Bringing learning closer to home. For that purpose using the information communication technologies utilization, local and regional based LLL approaches, multi purposed learning centres, information network usage for learning society.

Since the education is very important, it is noted that LLL shall be implemented immediately to obtain the recent information and to increase the employability as well as the adaptability to labour market according to the current needs of the knowledge societies. Moreover, education and LLL is also important in terms of learning social and political rights and ensuring active citizenship in the EU since people are more willing to make individual decisions about their lives.

Since the cooperation between the education institutions and the labour market is essential for fulfilment of the business requirements, on the job trainings and career guidance shall be provided appropriately. Since the employability cannot be ensured by higher education diploma, people need to be trained and develop their knowledge as much as possible. In other words, even after the graduation, the learning process cannot be finalised for tday's dynamic economies and societies. Therefore, education, knowledge and skills have to be updated according to current requirements of the business life.

To summarise the general idea of the legislative documents, it can be stated that, the Commission Report of the 31 January 2001 named 'Concrete Future Objectives of Education Systems' can be described as the first document that provides a consistent approach for the education policies. The Communication from the Commission of 20 November 2002 on 'European Benchmarks in Education and Training', the EU aimed to ease the education and training system by developing measurable criteria. The Copenhagen Declaration of 29-30 November 2002 aimed to promote and increase the quality of vocational education and training. Moreover, mobility and recognition of competences and qualifications have been underlined with this declaration.

Communication to the spring European Council of 2 February 2005 entitled ‘Working together for growth and jobs. A new start for the Lisbon strategy’ figured out the goals have not been achieved especially in the employment area and underlined the importance of keeping active workers in the labour market by developing human resources.

In the ‘Europe 2020, A European strategy for smart, sustainable and inclusive growth’ of 3 March 2010, the importance of employment, productivity and social integration has been underlined.

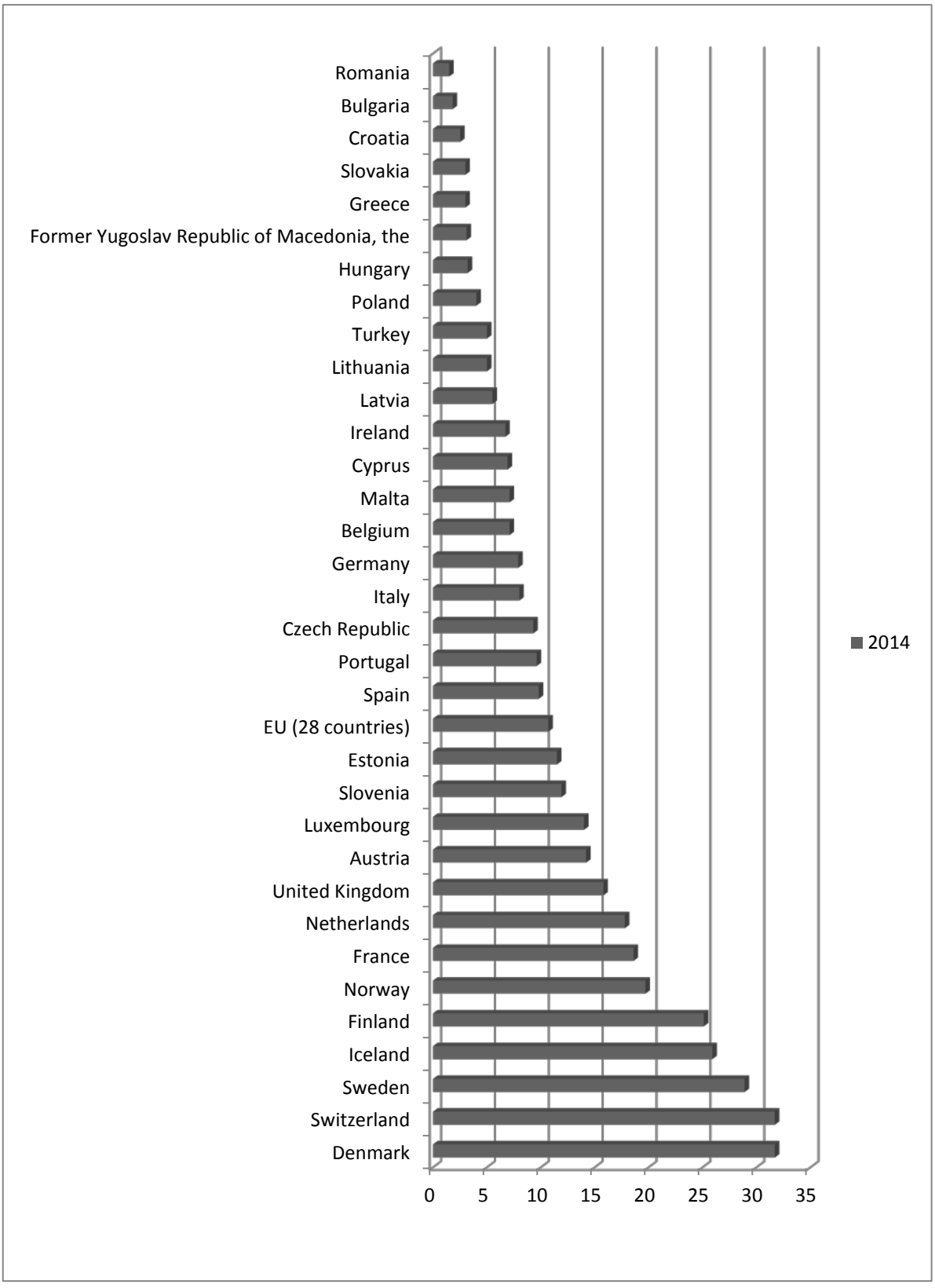
Moreover, the following EU benchmarks for 2020 have been set for LLL:

1. the rate of early leavers from education and training aged 18-24 should be below 10%;
2. at least 40% of people aged 30-34 should have completed some form of higher education;
3. at least 15% of adults should participate in lifelong learning.

Therefore, as it can be seen here, early leavers from education and training; participation rate of higher education and LLL continue to be one of the benchmarks of the EU. Therefore, as Cavaco et al. (2014) summarises, the main purpose is to invest in human capital for a more competitive Europe.

Here, in the context of benchmarks of the EU, some current data can be provided.

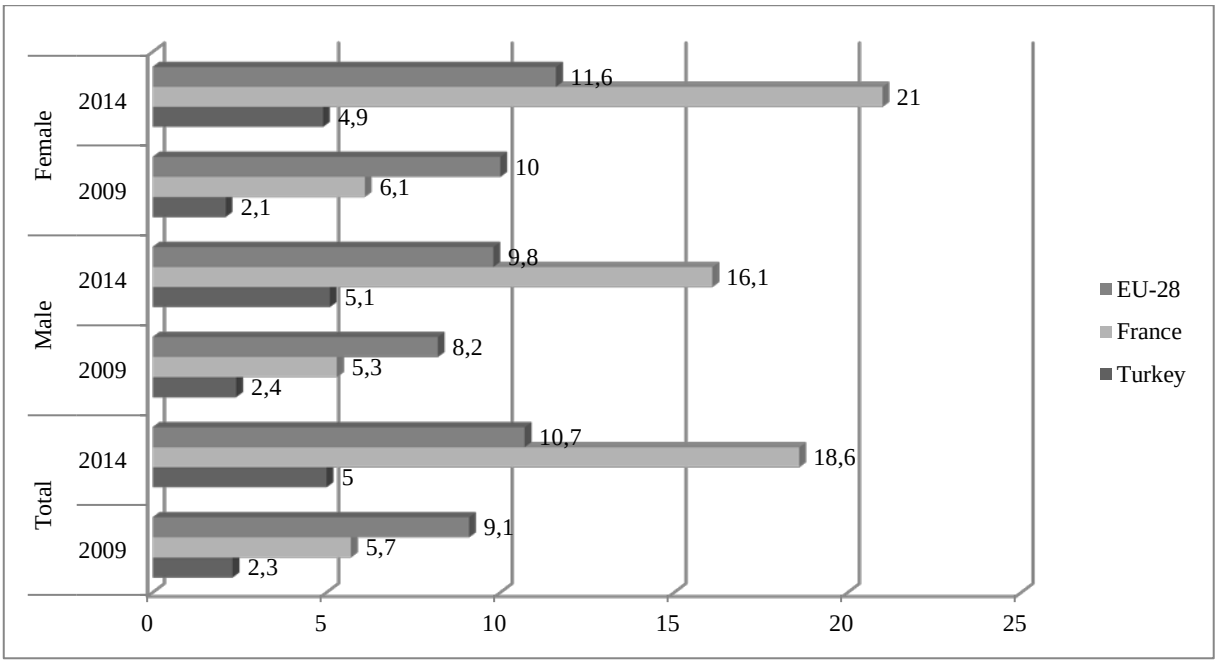
Table 1. LLL Participation Rate



Eurostat

Table 1 indicates the LLL participation rate in Europe. As it can be seen here, after the Nordic countries, France has the highest participation rate in adult education. However, Turkey is below the EU's average. Thus, France is selected to be compared with Turkey as the most successful country when their population is taken into account.

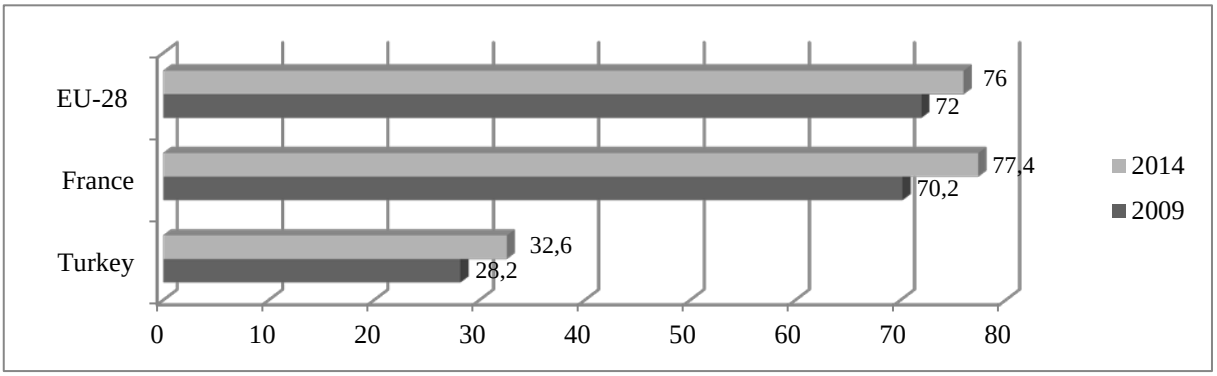
Table 2: LLL 2009 & 2014



Eurostat

Table 2 shows the percentage of the population aged 25 to 64 participating in education and training in the EU, France and Turkey for the years 2009 and 2014. There is an increase from 2009 to 2014 in each area. In 2014, the average of the EU is 10,7 and the rate is 18,6 in France; however, in Turkey the participation remains at 5. Moreover, regarding the genders, it can be seen that for the year 2014, female participation in LLL is higher in the EU and France but it is lower in Turkey.

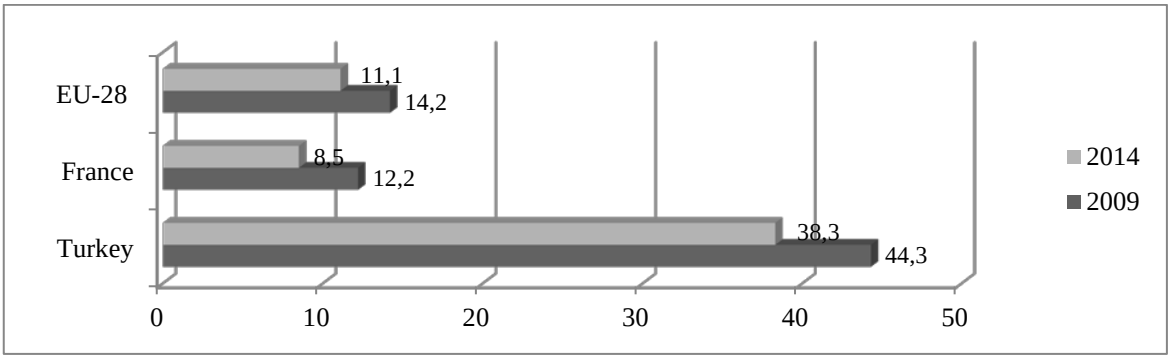
Table 3: Share of adult population with upper secondary or tertiary education, age group 25-64



Eurostat

In the Table 3, it can be seen that, the adult population of the persons aged 25 to 64 with upper secondary or tertiary education is over 70%; however, it is much lower in Turkey.

Table 4: Early Leavers from Education and Training



Eurostat

Since one of the benchmarks of the EU is to decrease the share of the early leavers from education and training, Table 4 demonstrates that although there is an improvement from 2009 to 2014, Turkey is very behind the EU average.

According to Romijn (2002), the main concerns of the EU are related to personal development and labour force and accordingly, their emphasis is on the link between education and labour market. Thus, from quantitative perspective, the number of the employees needed in the labour market and from qualitative perspective, the capability of these employees shall be analysed. As Green (2002) notes, education and training policy can be considered as a global community and its dominant discourse is LLL in the context of knowledge society. Thus, every OECD country reflects LLL and learning society into their education policy.

As Tuschling and Engemann (2006) stated, LLL is one of the most important projects of the EU and refined governmentality is necessary for the European unification process. Moreover, it is argued that political and monetary union have been already achieved by the EU; however, social welfare, which includes education and LLL, is still under the control of the member states. Hence, building a Social Europe is difficult due to the significance of national identity. In other words, LLL is the instrument to ensure the fulfilment of social policy aims in the fields of citizenship, social cohesion, employment and individual realization.

Furthermore, as Werquin (2012) states, in the context of LLL policy, learning outcomes have been considered as a significant part of policy-making process and European Qualification Framework has been developed to connect the national qualification frameworks of the member states. Therefore, since learning outcomes are seen as a political tool by the EU, transparency of learning outcomes enhances the recognition of non-formal and informal learning. In other words, individuals are able to know better the expectations from the education and the requirements of the labour market due to the common language established by learning outcomes combining educational and occupational standards. Moreover, it is suggested that the employment can only be increased by the improvement of the qualifications from the EU's perspectives. Hence, it is essential to take the qualifications into account while developing LLL policies, which cover non-formal and informal learning processes. Furthermore, as Young (2003) summarises, the modern governments work on the reform of qualifications to enhance the flexibility of the education and training system; to extend participation; and to increase the mobility of learners. In other

words, as Gouthro (2010) notes, education is political act that has broader aims in social, political and cultural fields that try to enhance social justice and equality.

In the context of LLL and economic compatibility, G-20 Education Strategy suggested that, LLL shall bring the employers and learners together to ensure their stay in the labour market and to decrease the affect of the global economic crisis. Since human capital is very important for the EU, it expected that the state and the individuals ensure the contribution of LLL to labour market. Moreover, trainings on the labour market shall be delivered to improve their knowledge and competencies according to the needs of the business life (IOE ve BIAC, 2010).

In the context of LLL and employability, as Yorke (2006) notes, employability is related to prior learning of individuals and it does not refer only basic competencies. That is to say, employability eases the opportunity to find job owing to the skills, perceptions and personal characteristics of graduates. Although the concept mainly focuses on young graduates, it shall also include the adults, who have job experience instead of university diploma and desire to return to higher education following their business life. Hence, employability is a notion that refers to formal, non-formal and informal education processes, which depends on the needs of the individual. It is also argued that, since the employability is the main concern of the people and since the diploma cannot be considered as a passport to get a job, LLL lets people to keep racing (Halimi, 2005). In other words, higher education should be supported by the current needs of labour market and work experiences or other kinds of learning should be taken into account in higher education.

Moreover, it is argued that ‘lifelong employability’ is recently more convenient than ‘employment at the same place throughout life’. Thus, formal and non formal learning are seen as the milestones of employability (Van Der Heijden, et al., 2009). In other words, as Gulec et al. (2012) stated, since getting prepared for labour market instead of just a profession is more appropriate for today’s world, LLL that encourages people to have new skills for employability becomes increasingly more significant.

However, regarding the LLL implementation process of the member states, it is suggested that, the EU aims to harmonise education and training policies and the member states can use European Social Fund for this purpose as well. Although national public policies are highly affected by the global agenda, policies remain undermined because of re-interpretation of local actors. Additionally, since the Memorandum aimed to see the implementation of LLL for economic competitiveness, employability and social inclusion by ensuring transferability of skills, The European policy has been shifted from rhetoric to action. Moreover, it is important to underline that RPL process can be modified according to the cultural, social and educational structures of the countries (Cavaco et al., 2014).

With regard to the European LLL approaches, it is argued that there are two models depending on the culture of the education and training of the countries. According to the first model, LLL is considered as a substitute for initial training. That is to say, there is an investment in continuing in vocational training; however, it is relatively less common. This model is used in France, Italy, Spain, Portugal and Greece. On the other hand, LLL is an extension of initial training for the second model. In other words, continuing education is at the heart of the education system focusing on vocational training. Moreover, it can be stated that this model exclude some people who are less skilled. This model is used in the UK, Germany, Sweden, Denmark, Finland and Norway (Sanséau and Ansart, 2013). Thus, France has been chosen as an example since it cannot be stressed that vocational training is the focus of the Turkish education system.

2.2. Turkish Policy Development

Although Turkey had the biggest proportion of university students who have been enrolled in distance education in the world (Latchem et al., 2006), the awareness for LLL is limited and the regulation to coordinate LLL system is restructured recently. Moreover, politicians and economists argue that one of the main reasons of Turkey's high level of unemployment is inadequate skills. It is unlikely that individuals be employed, unless they certificate their qualifications. Although non-formal education started after the declaration of the republic, and the training were delivered in Community Centres and Public Education Centres, adult education needs to be

supported more in financial manner to ensure the provision efficient services (Bilir, 2007). Here, it can be added that, although the concepts of LLL, informal or non-formal education are more popular in the EU harmonisation process, the tradition of public adult education was common in the Turkish national development and mobilization practices (Kayman et al., 2012). However, the formalisation and institutionalisation of LLL is quite new in Turkey.

DG LLL of the MoNE is the institution which is responsible for the coordination and management of LLL in Turkey. They have developed a draft LLL Coordination Law to strengthen institutional arrangements for Turkey's LLL policy to meet the changes of the society and the responsibilities accordingly. Strategic planning, monitoring and evaluation, providing information and raising awareness and developing quality can be summarised as the main parts of the draft coordination law. However, the law has not been ratified yet. Moreover, to strengthen LLL system; increase on the job training opportunities and to make learning more appropriate to labour market needs, the representatives of social partners, private providers and NGOs are expected to act more significantly in addition to the public sector representatives.

Furthermore, they have prepared Turkey's LLL Strategy Paper (2009-2013) which is consisted of six priority areas as the followings: Generation of LLL culture and awareness in the society; Increasing LLL opportunities and provision; Supporting access to LLL; Development of lifelong guidance and counselling services; Development of Recognition of Prior Learning (RPL) System and Improvement of LLL monitoring and evaluation system.

2.2.1. Generation of LLL Culture and Awareness in the Society

Since LLL provides new knowledge and skills that facilitate employment and personal development potential, LLL culture should be explained to the society clearly and efficiently. Therefore, in order to increase the level of knowledge about LLL culture, awareness raising activities, such as workshops, panels, conferences, information days, will be provided to the society with the support of written and visual media. In other words, TV and radio programs, brochures, posters have significant role to increase and enhance LLL awareness.

Moreover, LLL Web Portal facilitates access to courses, job opportunities and vocational guidance sites. Thus, the society finds the chance to know more about available learning and job prospects. Moreover, Learning Festivals have been organized to ensure the transformation from learning individual to learning society by encouraging target groups to be informed about LLL opportunities. Furthermore, awareness about the individuals' being active and participant citizens will be increased in the scope of LLL.

2.2.2. Increasing LLL Opportunities and Provision

In the context of social policy, it can be stated that social dialogue between different kinds of public and private institutions, including representatives of public/private businesses, representatives of employee and employers, universities, municipals, and NGOs needs to be strengthened. Hence, raising the social dialogue will facilitate to develop communications chances, and make easier the decision making process and policy-making and promoting LLL services.

Since LLL aims to improve the skills of employees to ensure competitiveness and capture technological developments, employers, organizations of employers and trade unions should have a leading role in developing skills of employees. That is to say, as it has already been stated, one of the main aims of the EU is to enhance competitiveness and information, thus LLL participation rate in employees, especially in small and medium- sized enterprises, shall be increased. In this context, to be able to reach adults who could not complete their formal education and to help them to improve their key competences adopted by the EU, quality of the open education system will be increased and distant learning applications will be developed. In addition, as it is stated in the 10^{th} Development Plan, "Basic and Vocational Skills Improvement Program" of non-formal education programs will be expanded and implemented to individuals to gain these key competences. Furthermore, quantity and quality of the in-service training educations for the employees of the official and non-official organizations/institutions shall be increased to support this measure.

Moreover, in the social policy framework, parents are the target group to be informed about family policy in order to raise well-informed children. In other words, parents are educated about the topics as child development and education, positive parenting skills, health, nutrition, gaining positive behaviour, gaining basic habits, gender equality, family communication, domestic violence, family conflict and conflict resolution techniques, fundamental human rights and children rights, developmental characteristics of adolescence, risks and problems during adolescence, ready for school to start, school-family collaboration.

Furthermore, with regard to Turkish Qualification Framework (TQF), it can be noted that as the harmonization of vocational standards to labour market needs and MoNE curriculum is highly important, formal and non-formal vocational education and training programs shall be updated continuously according to the occupational standards.

Additionally, in the context of LLL provision, it can be noted that physical locations of the education institutions are aimed to be opened to the public use.

2.2.3. Increasing Access to Lifelong Learning

In the social policy framework, it can be stated that the 10th Development Plan targeted to strengthen the equality of opportunity at reaching public services for the prevention of intergenerational transmission of poverty. That is to say, everybody, including disadvantaged people such as women, children, elders, domestic immigrants, unemployed, individuals in the lower income group, inadequate skilled workers and individuals living far from learning centres, should be able to access to learning opportunities. Thus, LLL policies in Turkey are designed to cover special needs of disadvantaged groups, including adults that have difficulty in providing social cohesion. In other words, adults shall be encouraged to enhance their knowledge and skills in the areas such as innovation and information technologies. Moreover, pre-school education shall be disseminated by considering disadvantaged groups. Furthermore, under LLL programs, access of the disabled and groups and gifted children in need of special education, their families, teachers and administrators to related activities shall be increased.

Since open education is one of the most important elements of Turkish LLL policy, it will continue to be supported. Moreover, distance learning will also be improved and all the systems will be developed to include disabled people.

Additionally, in the context of access to LLL, importance of LLL will be explained to families in order to decrease the rate of working children due to poverty and lack of education. Therefore, children who remain out of the formal education shall be encouraged to return to school and. Here, it can be also added that incentives may be provided o these families with the support of Turkish Ministry of Labour and Social Security to ensure that working children receive education.

2.2.4. Developing a Lifelong Guidance and Counselling System

With regard to LLL and employability strategies, it can be noted that lifelong guidance and counselling systems are two key elements to plan education and training programs of individuals and help them for their vocational choices. In other words, due to lifelong guidance and counselling services, individuals find the opportunity to shape their career and be more conscious about the risks and the opportunities that they may face with. Thus, the related infrastructure shall be reinforced to develop lifelong guidance system.

Moreover, since vocational guidance and counselling services have different approaches for young people and adults and they are provided on individual basis, it can be noted that guidance for youth should not only focus on education since job experience is also needed to be considered. However, adults may be guided to have different trainings to have different skills for changing job opportunities.

2.2.5. Developing the System of Recognition of Prior Learning (RPL)

Briefly, RPL can be defined as the certification process of learning outcomes gained through formal, non-formal and informal learning. In other words, this system ensures evaluation and official accreditation of knowledge, skills and experience of individuals. Here, it can be reminded that non-formal and informal competence will be evaluated by an approach based on learning gained according to TQF.

Since RPL is a new process in Turkey, the society needs to be informed about the content of the concept and related procedures. Moreover, the community shall be encouraged about applying and using RPL system. As RPL is considered as the most important element of LLL, its benefits and the implementation process in Turkey and in France will be explained in detail in the next chapter.

2.2.6. Developing a LLL Monitoring and Evaluation System

LLL policies develop several indicators and targets and the success of the system shall be monitored and evaluated. Thus, policy needs evidence confirming that the progress realized as expected. Moreover, current and valid data on LLL is essential for decision making and improving recent policies. In other words, LLL participation rate is measured by TurkStat Household Labour Force Survey and it requires limited information for setting policies. Thus, more varied data is required for a developed LLL system. Furthermore, since quantitative data helps to see the figures in terms of numbers, statistics to help with developing the policies in the field of LLL shall be produced. Additionally, since there is limited knowledge and work on the field, researches for developing policies and strategies shall be conducted.

2.3. French Policy Development

France is familiar with LLL policies and has tradition of continuing education. Jallade (2001) points out that, LLL is considered as the continuation of an old tradition of university continuing education and it has become an official mission of French universities. Since adults may seek a second change to enter university, they can be either regulated as young students or they can apply for accreditation of their prior experience. As the definition depends on three criteria, which are being over-aged; having interrupted their studies and being active, the exact ratio of returning adults cannot be calculated. In other words, having a short break of their study or getting part-time job are not considered as a part of being returning adult. Thus, the data in France remains difficult or miscalculated among adult students. Here, it can be stated that obtaining a valid data is difficult in this area.

As Jallade (2001) stresses, LLL courses are determined according to the four following criteria. Firstly, it is universal since it includes everyone; secondly, new curriculum is shaped according to the learner's needs; thirdly, its delivery is flexible since it is not limited with time or location and finally, it includes innovative procedures of evaluation and certification that lead to new degrees. Moreover, it is argued that LLL courses in France are beneficial for occupational career management; social promotion; job change; insertion in working life and vocational orientation. In other words, as Gendron (2001) notes, the origin of the LLL is including adults as well as children, thus, basic education and vocational education shall be combined.

With regard to financing LLL, Werquin (2012) states that, the application for the secondary qualification is free in France. However, it should be added that promoting LLL provision means extra costs to the universities. Adults have three options to finance their engagement in LLL. Firstly, they can receive grant from the state, if they are unemployment and they attend at least 20 hours per week. Secondly, they can apply to paid educational leave, if they attend at least 30 hours per week in a full-time program. Thirdly, their education can be financed either by companies or local authorities. It is argued that LLL cannot be financed only by taxpayers and the cost shall be shared by different contributors since French universities do not have special budget line for LLL spending (Jallade, 2001).

Moreover, regarding divergences and regional models, it can be also stated that, although the general trend in the EU is being away from direct central government, France has relatively centralised, statist and comprehensive education system. Thus, the traditional paradigm is dominant in French learning policies (Green, 2002).

With regard to lifelong guidance and counselling system in France, Gendron (2001) argues that, career guidance services have been traditionally provided to develop human resources and to struggle with unemployment and social exclusion, by regulating supply and demand in education and business. However, this model, which concerned only young students, has been challenged and the change in the qualifications required transformed the French system and vocational guidance and counselling provision has been ensured. Hence, individuals can develop their full

potential and social integration due to lifelong guidance services. Moreover, as Ruffino (2011) notes, lifelong guidance is also important to improve self-orienting capacity of an individual. Furthermore, according to the national statutes in France, individuals have the right to demand for an analysis regarding their personal and professional qualifications to define an individual career plan including the possibilities of further training, if necessary (Osborne, 2003).

3. RECOGNITION OF PRIOR LEARNING (RPL)

In this chapter, RPL as one of the most important parts of LLL will be examined. Firstly, the RPL will be analysed within the EU context and then two different types of implementation will be shown for Turkey and France. It can be stated that the fundamental point is to recognise the knowledge of the individuals and let them be effective either in education or in labour market. Although the basic aims are common, it can be noted that there are some different perceptions in the process.

3.1. Importance of RPL within the EU Context

Since RPL is one the fundamental steps of LLL, it is necessary to underline the importance of the system. It is suggested that, making individual's knowledge recognisable is vital to externalize the internal skills. Moreover, the individual is responsible for formalizing their learning and preparing their own documentation to make their knowledge and skills visible and to get ready for the modern welfare regimes (Tuschling and Engemann, 2006). In other words, as Gallacher and Feutrie (2003) declare, today, improvement of the quality of the system regarding the recognition of non-formal and informal learning has greater importance for the developed countries than in the past.

Furthermore, Werquin (2012) notes that, formal learning is intentional and structurally organized; however, informal learning is sometimes called 'experiential learning' or 'experience'. Thus, in addition to formal learning, societal recognition of the qualifications gained by informal or non-formal learning is important in the LLL process. Moreover, the main aim of RPL system can be summarised as facilitating

the transition to formal studies or labour market. Additionally, as Cavaco et al. (2014) notes, White Paper on Education and Training of the European Commission considers RPL as a strategic instrument to struggle with the problems of staying out of education and labour market.

The issues that countries commonly faced with can be summarised as, unemployment levels and depressed labour market; ageing population; aim to improve productivity by the standards and qualifications; low participation rate in adult education; need for occupational mobility and the qualification levels of the immigrants. Thus, RPL within LLL is seen as an instrument to help these problems and the first step is the preparation and recognition of 'portfolio' (Werquin, 2012).

As Gallacher and Feutrie (2003) note, there is a shift from the traditional education and training procedures towards renewed education systems to ensure the current requirements of the knowledge-based society within the modern welfare state context. Moreover, since the information is getting more important than the material production in the globalised modern society and knowledge is the fundamental element to ensure social justice, flexible learning procedures shall be ensured for the reengagement of individuals in the society.

Regarding historical background, it can be stated that, RPL at European level was on table since 1990s, recognition of qualifications was regulated with the Lisbon Recognition Convention in 1997 to ensure student mobility and it is the focus at the European level 2003 Berlin Communiqué. That is to say, recognition of qualifications is clearly declared in the Bologna Process. Moreover, European principles, which are individual entitlement; obligations of stakeholders; confidence and trust; and credibility and legitimacy, have been set out by the Council of the European Union (2004) for RPL. However, although RPL has been officially targeted by national ministers of education in the Bologna process, it is seen that the majority of the countries are slow in its implementation. In other words, since describing curricula in terms of learning outcomes is still challenging in most European universities, it becomes difficult to develop a common regulation and comparison for competences. It is suggested that in Europe, RPL was introduced in France as early as the 1930s and more mainstream works stated in France and the

UK in the 1980s (Valk, 2009). Moreover, as Perker and Ward (1996) state, since the beginning of the 1980s, France and the UK have been paying attention to the issue that the traditional way of education cannot be sufficient for the need of improving the skills of the workforce. Thus, they decided to let people benefit from their social and working life experiences. It has been also added that the need for RPL in higher education depends on the level of participation in higher education and the structure of the labour market. Therefore, it is important to underline that LLL participation rate may differ from the development of RPL. In other words, RPL may be more developed in France; however, LLL participation rate can be higher in Nordic counties (Valk, 2009). It is important to remind that the calculation of RPL is difficult.

Furthermore, as stated for the benefits of LLL, since one the most important purposes of the individuals is getting paid work or engaging in new occupational activities, it can be also added that RPL process helps to redress the inequality caused by different experiences in compulsory education (Billett, 2010).

3.2. RPL in Turkey

RPL is a process that requires recognition goals of formal, non-formal and/or informal learning by an agreed standard. In addition to schools, knowledge and skills that gained outside formal education is considered. These procedures are new for Turkey and Turkish people are not familiar with the application procedures.

RPL system offers a chance for individuals who has some knowledge or skill in any field but cannot certificate or not have a diploma but wants to promote in their job or wants to change it. Avoiding recurrence and time waste, early graduation opportunity, reducing learning cost, encouragement to learning is some of the benefits of this system. This is a system that determinate the individuals existing abilities and serves them to focus on their absent training proficiency.

RPL process is important not only for adults, who are lack of access to education, but also for adults with higher levels of proficiency. This helps adults to upgrade their

status and to ensure sustainable employment in the labour market. By this reason recognition of prior learning system is one of the main components of LLL system.

It can be also stated that, although RPL is a new concept for Turkey and it has not been determined yet in Turkish law, it is included in the draft LLL Coordination Law as well in order to enable MoNE to coordinate and regulate RPL procedures for required qualifications.

It shall be ensured that knowledge/skills and experience gained through formal and informal learning are evaluated. MoNE and Turkish Higher Education Council (YÖK) will be responsible for this measure and they will be in cooperation with Vocational Qualification Authority (VQA), Confederation of Turkish Tradesman and Craftsmen (TESK), The Union of Chambers and Commodity Exchanges of Turkey (TOBB) and Employees and Employers Union Confederations.

It shall be ensured that non-formal and informal learning is evaluated under the scope of Qualifications Framework of Turkey. MoNE, YÖK and VQA will be responsible for this measure and they will be in cooperation with TESK, TOBB and Employees and Employers Union Confederations.

Evaluation system for the prior learning shall be established and promotion and introduction of the execution process shall be ensured. MoNE and VQA will be responsible for this measure and they will be in cooperation with YÖK, TESK, TOBB, Confederations, Ministry of Labour and Social Security (MoLSS), The Turkish Radio and Television Corporation (TRT), The Radio and Television Supreme Council (RTÜK) and Turkish Employment Agency (İŞKUR).

Regarding the Turkish RPL procedures, it can be noted that, since RPL is a way to recognise learning outcomes attained through formal, non-formal and/or informal learning, it plays an important role in LLL process. It is suggested that, RPL has formative and summative parts that depend on interests of people. The formative aspect refers to promotion of learning and identification of employment directions. The summative aspect is related with formal process of assessing knowledge, skills and competence at a particular time.

With regard to the process in Turkey, it can be stated that RPL Manager, Advisor and Assessor shall support the person who wants to apply to RPL process. Since every candidate has a unique learning background, an individualised approach has been developed and RPL adviser helps the individuals to prepare their portfolios regarding their education and work experience history. The portfolio is examined by RPL Assessor and RPL Action Plan is prepared to guide the candidate regarding the procedures to be followed to achieve the targeted qualification. Then the commission determines assessment the result for the related learning outcomes of the MoNE qualification. The candidate may need further education or training or further assessment, if necessary. Finally, the learning outcomes of the candidate are certified by the institution authorised by MoNE (RPL Guideline).

3.3. RPL in France

France is a specific country to be examined in term of RPL. According to Feutrie's classification, there are four types of country. Firstly, countries that have not started to apply RPL procedures; secondly, countries that have defined arrangements for RPL procedures; thirdly, countries that only have organised procedures and award credits; and fourthly, France, as a special country that has a law passed in 2002 to award in full of all qualifications defined in the 'Répertoire National des Certifications Professionnelles'. Thus, RPL is a legal obligation in France and French people have the right to apply for the related procedures. It is also added that in the UK and Norway, there is RPL law but its implementation is relatively lesser (Valk, 2009). Here it can be added that, until the 1980s, France was the only country that provides diplômes and titles, giving relatively more importance to academic knowledge than the skills obtained through work experience. Therefore, since structural changes have implications on people's professional lives, they demand to benefit from their vocational experiences instead of traditional school diplomas (Pouget and Osborne, 2004).

It is argued that it is possible to get a full qualification in France following the recognition process of informal and non-formal learning outcomes. That is to say, for the registration for a qualification of the national qualification framework, in addition to the formal learning procedures, recognition of non-formal and informal learning

outcomes is required in France Moreover, this route also supported by the labour market since the formal system may not be sufficient for business requirements. In other words, the aforementioned recognition process is welcomed especially in the vocational education and training area and the recognition system is more formalised when there is need in the labour market. Therefore, learning outcomes are seen as the link between education and work (Werquin, 2012).

Furthermore, in the context of 'Accreditation of Prior Experimental Learning' (APEL), as Gallacher and Feutrie (2003) state, France is an important example since the universities have been authorised to certify the recognition procedures by the national system, which has been enhanced by legislative arrangements since 1985. The decree of 1985 was about giving the right to request VAP (validation des acquis professionnels) to be able to access to a university course and the decree of 2002 provided the right to demand for VAE (validation des acquis de l'expérience). Moreover, individuals in France can get a complete diploma without attending university courses. The objectives of the legal framework of VAE can be listed as to have transparent accreditation system; to contribute to wider recognition; to create new types of vocational equity; to ensure individualisation of training; and to provide a reform for vocational training and continuing training (Cavaco et al., 2014). As Perker and Ward (1996) point out, APEL aims to give formal recognition to the people's skills to identify further trainings or provide new job; to increase the ratio of the people who are qualified and to reduce training times and costs by avoid repletion of present knowledge.

With regard to the procedures of APEL in France, Jallade (2001) notes that the first aim was to exempt individuals, who have at least five years' work experience, from some modules normally requested. However, the success was not as high as expected. Moreover, it has been used almost exclusively to access to a certain level of study via work experience instead of required diploma. As a second step, new concepts have been included in the curriculum to combine disciplines for vocational competences. In other words, running private companies; human resources development and personal management; specialising in existing disciplines; computer science, traditional disciplinary lines, such as psychology or foreign

languages have become a part of different clusters to be focused on. Furthermore, as the process has been explained for Turkish RPL, the route for initial guidance; preparation of portfolio; assessment and decision regarding certification or further training has been followed in France as well (Gendron, 2001).

However, it is important to note that even in France, where the recognition process have been successfully implemented, VAP is limited since there is relatively less interest in provision of adult education (Gallacher and Feutrie, 2003).

Regarding French National Qualifications, it can be suggested that French education and training system is based on pathways that prepare for general, technical and vocational diplomas, which are defined by generic titles. Since there are various diplomas, a classification is defined according to two criteria. First type is vertical and shows education/training level to help to see the qualification required in the jobs. Second criterion is horizontal and demonstrates the knowledge involved in the education or training requested to obtain them. The main aim of classification of qualifications is to provide adequate match between training and employment. Although translating jobs into diplomas is a straightforward task in France, it is suggested that the process cannot be always easy depending on the profession. Moreover, since training programs and qualifications may not be as valuable as national diplomas, a commission has been set up for accreditation and certification of qualifications. Additionally, the system is universal and based on certification according to the related objectives in terms of employment (Bouder, 2003).

Consequently, as Sanséau and Ansart (2013) maintain, the French system recognises the experience obtained in work, labour unions, volunteer organisations, and linguistic endeavours in the context of LLL. In other words, French practice demonstrates that experimental learning is a source of learning, thus the knowledge and the skills can be accredited.

4. CONCLUSION

As it is demonstrated in this paper, the knowledge is increasingly more important in today's globalised world. Thus, the societies are faced with the necessity of creating learning society in addition to ensure economic compatibility. The problems related with the social policy, such as unemployment, social exclusion, lack of education or qualification, have been tried to be solved via LLL policies. In other words, in the context of education policy, LLL is considered as a response to the transformation of the society.

Since the formal education cannot be sufficient for business life, the link between LLL and labour market is getting more important in globalised modern welfare states. In other words, since the competition capability of the member states in the knowledge-based society is related with the quality of the qualifications, the EU pays attention to the necessity of LLL in the social policy context. In order to ensure economic and social development, the EU focuses on fulfilment of the educational or qualification requirements of the current labour market. Since this paper aims to understand the differences between the LLL systems, two countries have been selected and compared. On the one hand, France, which is a founder member of the EU, is successful in terms of LLL policies that covers RPL since the legislative arrangement have provided earlier. On the other hand, Turkey, as a candidate country, is very new regarding the development of LLL and RPL systems; however, there is relatively greater awareness about the importance of the issue. It is argued that both governments are aware of the importance and the complexity of LLL system; however, there are some differences regarding the interpretation and implementation. Firstly, France has developed a legislative framework; however, although Turkey has some attempts for legislation of LLL, there is no law ensuing Turkish LLL. Secondly, France emphases especially on higher education in the LLL context but Turkey's interpretation is adult learning focusing on vocational qualifications. Thirdly, RPL is known and common in French universities; however, RPL is still unfamiliar to Turkish higher education system. Fourthly, since LLL has been obvious in the European agenda for years, people are aware of the non-formal and informal learning opportunities; however, Turkish people have limited idea

regarding the concept and procedures of LLL. Consequently, France can be a model for Turkey regarding LLL implementation and validation practices.

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