Becoming Adult Educators in the Nordic-Baltic Region

National Report: Denmark

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Foreword

This national report has been produced within a collaborative project: *Becoming Adult Educators in the Baltic-Sea Region* (BABAR), which was granted financial support by the Nordic Council of Ministers under the Nordplus Framework Programme, sub-programme Nordplus Adult.

The project team included researchers from the following institutions (in alphabetical order): Brunnsvik Folk High School (Sweden); the Danish School of Education, Aarhus University (Denmark); the Estonian non-formal adult education association (Estonia); Linköping University, (Sweden); and Tallinn University (Estonia).

The depth and breadth of the information provided here, however, was only possible thanks to additional research undertaken by the Danish members of the team as part of a transnational project co-financed by the European Union under the EU Lifelong Learning Programme (Grant No. 142405-LLP-1-2008-1-DK-GRUNDTVIG-GMP).

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Executive summary

Growing interest in lifelong learning has drawn an increased political attention to adult education and training. This has led to increased focus on the creation of opportunity structures for adults to engage in intentional learning as well as on the professionalisation of those who serve the public good by educating adults. We acknowledge this focus, at the international level, on the need to qualify adult educators, testified by the abundance of developmental projects, the proliferation of scholarly literature, and the establishment of ad hoc research networks dealing with professional development in adult education.

Nonetheless, initial education and training of adult educators remains a relatively unexplored area of research compared to continuing professional development in Denmark and the other Nordic and Baltic countries. Adult educators constitute the backbone of the Danish AET system, since they are the only ones who can ensure that adults who participate in intentional learning opportunities engage in significant learning processes. Consequently these professionals should be well prepared to perform their role prior to entering the profession.

The aim of the present report is to help unpack the issue of professionalisation of those who educate and train adults in the Danish context by mapping current initial education and training opportunities for adult educators and by examining some key structural features that characterise professionalisation processes in the field of adult education. Special attention is paid to people who earn their living teaching adults in courses and programmes that receive public funding.

Denmark has a rich and variegated publicly funded provision for adults. Thus it is no surprise that in 2007, one out of three Danes participated in some kind of adult education and training. Although adult education and training was part of the Danish education policy prior to 2000, the years following the European Council in Lisbon saw a huge number of strategies for adult education and training emerge, also within areas others than traditional education policy. However, a closer look at such policy reveals that the qualification of people teaching in the Danish adult education and training system is seldom covered. Paradoxically, despite the increased emphasis at the national level on the need for high quality adult education and training, the question of how to ensure that those who earn their living by educating adults acquire the pedagogical qualifications they need prior to employment is rarely addressed.

When looking at official requirements for teachers of adults we observe that teachers who wish to work in the field of general adult education, with few exceptions, must have an education as a primary school teacher or postgraduate teacher training for upper secondary school teachers rather than pedagogical qualifications in teaching adults. Not dissimilarly, in the field of vocationally oriented adult education, while both subject specific qualifications and professional experience are formally required, no specific pedagogical qualifications in teaching adults are required. In the field of liberal adult education there are qualification criteria for teachers defined by law.

Against this background, it is not surprising that although there is a number of courses and programmes available dealing with adult learning, there are only few that provide pre-service education and training for prospective teachers of adults. At first glance, people who wish to qualify as adult educators seem to have several opportunities to do so, since the Danish adult education and training system also provides a variety of courses and programmes in adult learning corresponding to short-, medium- and long-cycle higher education. However, deeper analysis reveals several pitfalls in the system. Current provision is characterised by great differences in the depth of the knowledge and skills in working with adults that participants can acquire. Furthermore, most programmes require at least two years of professional experience; they thus function as opportunities for continuing professional development rather than as pre-service education and training. This, however, may result from the fact that this type of provision is outside the mainstream education system. All in all, the situation depicted in Denmark is no worse than in other countries. However, it is not what might be expected for a country that ‘does very well’ in international comparisons in terms of participation rates in adult education and training.

In Denmark today, adult education and training seems to be receiving more political attention, and a relatively high percentage of adults are engaging in intentional learning opportunities. Nonetheless, our investigation reveals that teaching adults still seems to be considered a vocation one learns by doing rather than a profession one is prepared for through pre-service education and training.
Introduction

Increased focus on lifelong learning, at both national and international levels, has led to renewed interest in adult education (hereafter referred to as AE) as an important domain offering intentional learning opportunities (see, for example, Commission of the European Communities, 2007). Much attention is being paid, on the one hand, to the creation of opportunity structures for adults to engage in intentional learning and, on the other hand, to the professionalisation of those who serve the public good by educating adults. The members of this socio-economic group are variously referred to as adult educators, professional adult educators (Brockett, 1991) and, more recently, adult learning professionals, at least within the European context (Commission of the European Communities, 2007; Nuissl & Lattke, 2008; Beleid, Research voor Beleid & PLATO, 2008; Osborne, 2009). However, clear identification of this socio-economic group is problematic within various categorisations and at least two issues must be acknowledged.

First, unfolding the concept of professionalism in AE is a complex matter due to the vastness of the field and its distinctive features (Jarvis, Peters & Associates, 1991; Cervero, 1992; Wilson, 1993; Merriam & Brockett, 2007; Nuissl & Lattke, 2008). The boundaries defining adult educators as a socio-economic group become even more blurred when we consider the ‘hidden’ groups of practitioners: those who earn their living in the field of AE but do not identify themselves, or are not identified by others, as adult educators. These ‘hidden’ groups exist because a variety of people practice AE on a voluntary basis, while earning their living elsewhere.

Second, some categories, i.e. adult learning professionals, are policy-driven due to the predominant shift in focus to learning. However, borrowing policy lingo results in conceptual confusion: the agency in learning is assigned to the learner and in education to the educator! As described by Merriam & Brockett (2007:6):

“Adult learning is a cognitive process internal to the learner; it is what the learner does in a teaching-learning transaction, as opposed to what the educator does”.

Whether or not adult educators earn their living in the field of AE, it is not ‘learning’ but ‘education’ that stands at the core of the service they provide.

Although the difficulty in using existing categorisations to address the socio-economic group of those who serve the public good by educating adults is acknowledged, it is necessary to stress that it is this group, with its skills, competences and qualifications, which ensures that good quality intentional learning opportunities are available for adults.

Against this background, we acknowledge an increased concern about the need to qualify adult educators in order to increase efficiency and quality in AE. This concern is evidenced, for instance, by the abundance of national and cross-national developmental projects aimed at creating training modules for adult educators who operate in both formal and non-formal sectors (cf. Carlsen & Irons 2003; Jääger & Irons, 2006), as well as by the proliferation of scholarly literature dealing with professional development in AE in different countries (cf.
European Journal of Education”, 2009). Furthermore, two research networks dealing with professionalisation in AE have been established in recent years, namely, Network 3 on Professionalisation of Teachers and Trainers in Lifelong Learning, working within the ASEM Education and Research Hub for Lifelong Learning (see www.dpu.dk/asem), and ESREA Network on Adult Educators, Trainers and their Professional Development, established within the European Society for Research in the Education of Adults (see www.esrea.org).

However, initial education and training of adult educators remains a relatively unexplored area of research compared to other fields of education and training such as primary and secondary school and initial vocational education and training at both national and regional levels (Nuissl & Lattke, 2008). Denmark is no exception in this respect.

In order to start filling this gap, the authors of the present report mapped current initial education and training opportunities for adult educators and examined some key structural features that characterise professionalisation processes in the field of general, vocationally oriented and liberal adult education in the Danish context. The results of this investigation, which draws on policy documents and available research on the topic, are presented here. Before introducing the reader to the structure of the present report, however, a few clarifications are needed.

First, we use the term ‘adult educators’ in a broad sense in order to address people involved in the design, management and implementation of AE opportunities; hence those serving the public good by making intentional learning opportunities a reality. However, we do pay special attention to teachers and trainers in short, medium and long courses and programmes, that is, on those working in direct contact with adult learners. We speak of this group as teachers of adults, adult educators with teaching responsibilities etc.

Second, although we recognise the important contribution made by people who practise AE on a voluntary basis, in this report we address only people who earn their living in the field of AE; in spite of the fact that volunteers identify themselves, or are identified by others, as adult educators. Within this group, however, our main interest lies with teachers in adult education and training (hereafter AET) that is regulated by the state and offered by either public or private institutions. In other words, we are especially concerned with the initial education and training of adult educators who serve the public good by ensuring the quality of AE opportunities that receive some kind of public funding.

Third, we use the term ‘prospective’ adult educators to refer to people who are preparing to enter the field of AE as professionals. However, we also recognise that a clear-cut distinction between those who are entering the profession and those who are already working as adult educators is not always possible; hence we often insert the term ‘prospective’ in brackets.

The report is divided into four chapters and a concluding section.

Chapter 1 presents the status and provision of adult education and training (hereafter AET) in Denmark. Following a brief historical overview, the chapter introduces the reader to the current provision of AET that is centrally regulated by the state. By doing so, this first chapter sets the frame within which adult educators work and/or will work in the near future.

Chapter 2 provides an overview of national policy strategies for adult learning in order to allow for a better understanding of the political conditions that accompanied the restructuring of the
AET provision from 2000 until now as presented in the preceding chapter. The overview also presents, from a critical perspective, both governmental policy on education and training for adult educators and specific strategies put forward by professional organisations to ensure the professional development of adult educators. The chapter thereby also sets the frame for addressing the issue of existing initial education and training opportunities for prospective adult educators, which is the topic of the proceeding chapter.

Chapter 3 presents current opportunity structures for (prospective) adult educators to acquire the body of knowledge, skills, competences and qualifications that are considered necessary for working with adults in a variety of educational settings. The main body of the chapter presents short-, medium- and long-cycle courses and programmes aimed at people who want to work in the field of AE as well as people eager to enhance their qualifications for their current job and/or for a career shift within the field of AE.

Chapter 4 briefly addresses a topic that needs further investigation, namely, the current socio-economic status of adult educators. It does so, in particular, by examining current employment regulations and terms of employment for teachers of adults as well as the role played by the national labour union representing the interests of the teachers of adults.

Finally, the report concludes with a section summing up the main results of our investigation.
1. The status and provision of adult education

As indicated by several studies (e.g. Chisholm, Larson & Mousseux, 2004; Desjardins, Milana & Rubenson, 2006; Ministry of Education, 2008), Danish adults are among the most active in Europe when it comes to participation in education and training. According to the latest statistics published by EUROSTAT (EUROSTAT, 2009), in 2008 30.2% of the Danish labour force aged 25-63 years had participated in AET activities within the previous four weeks. This makes the incidence of adults’ participation in education in training in Denmark three times higher than the European average. It is therefore hardly a surprise that Denmark has a well-developed AET system. The present chapter provides a brief description of the historical development of the Danish AET system, followed by a thorough description of current publicly financed AET provisions. The description distinguishes between general AE, vocationally oriented AE and liberal AE.

1.1. Historical background

In Denmark, there is a long tradition of education and training for adults dating back to the seventeenth century. Since the time of the reformation, Christian education had targeted adults as well as children and young people. Further, in 1765, a course for craftsmen was held in Copenhagen covering topics within both science and liberal arts. In 1844, the first folk high school in Denmark was established by a group of people including N.F.S. Grundtvig. The aim of the folk high school was a combination of liberal education stressing the national aspect, and vocationally oriented education related to the agricultural sector (Korsgaard, 1997, Milana & Sørensen, 2009). Evening classes for adults were also established in the nineteenth century. The first classes were established in the countryside, but later, they spread to the cities. They were followed by evening classes arranged by the bourgeoisie and later the labour movement (Korsgaard, 1997).

The first vocational education for adults in Denmark was established in 1933 as part of a reform of the social and welfare system in Denmark initiated by the Minister of Social Affairs, K. K. Steincke. To fight growing youth unemployment, the government offered municipalities and organisations financial support to implement activities for unemployed people aged 18-22 if the activities combined physical work, education and sport. While being activated, the young people were given board and lodging (Act no 186/1933; Johanson, 2002). In 1940, the parliament passed a law establishing youth camps for young single people who had been unemployed for two months. According to Johanson (2002), participation in these camps was officially voluntary, but in reality, the young people lost their unemployment benefit if they refused to attend. Some of these camps later became schools for unemployed adults. The first law on labour market training was adopted in 1960, which entailed offering low-skilled workers short labour market relevant courses. In 1966, skilled workers also got access to courses at centres for labour marked education (Lassen, 1998; Ringsted, 2002).

In 1958, the first technical preparatory courses targeting young people and adults were established in Denmark. The courses were the forerunners of adult education centres (hereafter VUC), which offer general AE at secondary school level. The establishment of the
technical preparatory courses was part of an overall development strategy for technical education. An exam from a technical preparatory course gave access to medium-level technical education. The courses were organised as evening classes over two years, making them accessible to the employed too. In 1967, the two-year higher preparatory exam (hereafter HF) was introduced mainly as a second chance for adults to prepare for further education. In 1969, a new law on leisure time education was implemented, which included the technical preparatory courses. This was followed by a change from a vocationally oriented focus aimed at preparing students for a technical education to a higher degree of general adult education, and the curriculum was augmented with subjects from grades 9 and 10 in lower secondary school. It thereby became possible for adults to go back to school to get an exam at lower secondary level on the technical preparatory courses or an exam at upper secondary level on the higher preparatory course. With an act on single subject exam preparation courses for adults from 1977, single subject courses at levels 9 and 10 and higher preparatory courses organised as single subject courses were integrated into the new VUCs (Klinkby, 2004).

Though the origins of liberal, general and vocationally oriented AE mix together, the further development of these three strands of AE has been separated. This has led to differences in organisation and financial arrangements, as well as for some years, different governmental affiliations. In addition, the different historical developments have created different traditions in relation to teacher education and the aims of adult education.

The remaining part of this chapter describes the Danish AET system as it looks in 2009.

1.2. The adult education and training system today

After extensive reform of the field of AE, the Danish AET system today comprises three streams or sub-systems:

- General adult education
- Vocationally oriented adult education
- Liberal adult education

1.2.1. General adult education

General AE comprises a variety of programmes, which are regulated by ad hoc laws, as described below.

General education for adults (hereafter AVU) is aimed at increasing the chances adults have of enrolling in further education as well as fostering adults’ general interest in learning activities. General education corresponds in level to grades 8 through 10 in primary and lower secondary school.

Higher preparatory examination (HF) is aimed at providing knowledge at upper secondary school level in a single subject or discipline in order to increase the chances adults have of engaging in further education and/or (re-)entering the labour market.

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1 If taken as a full discipline, the HF corresponds to the level of upper secondary education (gymnasium).
Special education is aimed at individuals who, due to a physical or psychological handicap, need pedagogical support to improve their everyday living conditions.

Education for adults with dyslexia targets individuals with difficulties acquiring written information as well as expressing themselves in written form.

Danish as a second language (hereafter Danish as L2) addresses immigrants, refugees and other foreigners, youths as well as adults, who are residing temporarily in Denmark to study or work.

Preparatory adult education (hereafter FVU) aims at giving adults the possibility of improving or supplementing their basic literacy and numeracy skills.

The main providers of general AE are the VUCs. However, several other educational institutions, including public and private enterprises, trade unions, professional organisations and prisons, can deliver part of the general AE provision. In spite of differences in the aims, content, target groups, recognised providers etc. of various programmes, general AE always includes a final test or examination, which gives formal qualifications.

1.2.2. Vocationally oriented adult education

Vocationally oriented AE provision has grown extensively since the establishment in the 1960s of special courses aimed at adults with low or no professional qualifications. At present, it includes six typologies of learning supply. Two of these typologies, i.e. labour market training (hereafter AMU) and vocational education and training for adults (hereafter VEUD) are intended to enhance the professional qualifications of the active workforce whereas the remaining four typologies, i.e. basic adult education (hereafter GVU), further adult education (hereafter VVU), diploma education and Master education, aim at providing adults with possibilities for bettering both their personal and professional qualifications through basic and further education. Accordingly, there is a progression among these four typologies, which are officially referred to as the ‘Adult education and training system’ with its own regulatory statute (cf. Act No. 1051/2007). The total supply is offered by different providers, each with specific responsibilities.

In particular, vocational training centres for adults (hereafter AMU centres) are responsible for the provision of labour market training, whereas vocational education and training colleges provide labour market training as well as vocational education and training for adults, basic education and further adult education. Further adult education, however, can also be offered by university colleges together with diploma education; whereas universities are the only recognised providers of Master education. Further details about each of the six typologies mentioned above are provided below.

AMU provision represents a response to the demand for skills and competences by Danish enterprises. Accordingly, it is based on the common competence descriptions for adult vocational education and continuing training. AMU activities cover vocational training programmes for adults, selected single subjects from vocational education and training programmes as well as specific courses for refugees and immigrants, which result from a combination of the two above-mentioned activities. Furthermore, they include practice-

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2 These include technical schools, commercial schools, agricultural schools and social and health care training schools.
3 Some AMU and vocational education and training colleges have merged at the organisational level since 2003.
oriented programmes, i.e. vocational training schools, specifically targeted at disadvantaged young adults aged 18-30. The AMU provision is primarily offered at AMU centres and vocational education and training colleges.

Vocational education and training for adults (VEUD) is a special offer aimed at adults with no or short training who wish to upgrade their professional qualifications (Act No. 956/2003). This typology of the learning supply consists of full-time vocational education and training programmes, organised by vocational education and training colleges, and ending with a journeyman’s exam, which can be taken on a part-time basis.

GVU aims at providing adults with basic vocational and personal competences in a specific field that correspond to the qualifications provided in the same field by vocational and training programmes in the mainstream education system. GVU is offered by those institutions providing vocational upper secondary education, i.e. vocational education and training colleges, and ends with the same kind of exam and certificate as vocational upper secondary education (Act No. 1051/2007, § 4).

VVU provides adults with personal and vocational qualifications for a professional life as specialists or middle managers. It gives qualifications that correspond to a short-cycle higher education degree (academy level) (Act No. 1051/2007, § 12, Act No. 207/2008 § 39). The main providers of further AE are vocational academies and university colleges.

Pedagogical diploma education (PD) prepares adults to perform highly specialised functions in both enterprises and institutions and gives qualifications corresponding to medium-cycle higher education or bachelor degrees (Act No. 1051/2007, § 13). Diploma education is provided by university colleges.

Master education aims at giving adults personal and vocational qualifications that enable them to perform highly specialised functions in both enterprises and institutions and formal qualifications corresponding to a long-cycle high education degree (Act No. 1051/2007, § 14). Master education is provided by universities.

1.2.3. Liberal adult education

Liberal AE aims at increasing both the general and specific knowledge and skills of adults in order to support their desire and ability to take responsibility for their own life as well as to actively participate in society, including the labour market (Act No. 535/2004, § 7; Danish Ministry of Education, 2006). Public funding policies, in this field, are based on a typology of providers rather than a typology of learning supply, as is the case for both general and vocationally oriented adult education. The providers of liberal AE include adult education associations, which as part of their activities provide evening classes, day high schools, folk high schools and university extensions. With the exception of university extensions, all these providers also offer general AE provision, i.e. FVU, special education and Danish as L2 (cf. § 1.1.1).

4 On 4 June 2009 the Ministry of Education published a tender for the provision of labour market education starting from January 2010. Institutions that apply to be providers of labour market education must be part of a centre for adult vocational education and training (hereafter VEU centre) by 1 January 2010. Both public and private educational institutions can apply. Among the criteria mentioned in the tender is that teachers must have a solid knowledge of adult pedagogy.
1.3. Summary

As highlighted in the introduction to the present chapter, Danes are among the most active in Europe when it comes to participation in AET, which reached 30.2% of the labour force aged 25-63 in 2008. One of the explanations has to be found in the long tradition of publicly funded AET that characterises the country. Important milestones in this respect can be identified, for example, in the establishment of the folk high schools and the evening classes for adults in the nineteenth century as well as vocational education to fight unemployment among the adult population in the first half of the 20th century. Technical preparatory courses as well as general AE provision were later put into practice in the last decades of the past century to provide workers and adults with low educational achievements with a ‘second chance’ to prepare for further education.

The Danish AE supply has grown extensively ever since in both quantity and the degree of regulation and organisation; hence it is possible to speak today of a publicly funded ‘system’ of AET. The system has been extensively reformed in the last decades and now has three streams of specialisation: liberal AE, general AE and vocationally oriented AE. The totality of the AET provision currently available shows a high degree of differentiation in terms of educational offer as well as the institutions involved. Especially in the fields of both general and vocationally oriented AE, each typology of provision presents well-defined characteristics of the aims, content, target groups etc., which are regulated by law. Moreover, it must be mentioned that it is these two streams that have attracted most attention from policy makers in recent years. Consequently, new typologies of courses and programmes were recently established, e.g. FVU and GVU, which attract public funds, sometimes at the expense of more traditional AE activities developed within the field of liberal AE.
2. National policy strategies on adult learning

Following the Lisbon meeting of the European Council (2000), lifelong learning and AET gained much attention and became the main principles in education policy throughout Europe. Even though the Danish Ministry of Education was at that time already aware of the important role played by AET (Eurydice, 2000), the area drew further attention in Denmark following the Presidency Conclusions of the Lisbon Council (European Council, 2000). This chapter deals with policy and strategies in relation to AET and education and training for prospective adult educators at governmental level as well as among important actors on the political scene in the period 2000-2009.

2.1. Governmental policy in relation to adult education and training since 2000

The same year as the European Council meeting in Lisbon, the Danish parliament passed an act on vocationally oriented basic and further education for adults: ‘the adult and continuing education and training reform’ (Act no 488/2000). The aim of the law, as stated in the first paragraph, was to “provide adults with a chance to improve vocational as well as personal competences through participation in basic and further education” (our translation). The general intention behind the law was thus to ease access to AE and training.

In 2002, two years after the Lisbon meeting, the Danish government launched a plan for economic growth: ‘Determined Growth’ (Ministry of Economic and Business Affairs, 2002). Though the plan did not refer to the Lisbon meeting, the aim of the Danish plan was similar to that of the European Council, and as in Lisbon, one of the means to promote economic growth was education of high quality, including education and training for adults. As a follow-up in relation to education, the government published an action plan for development of the educational system: ‘Better Education’ (Ministry of Education, 2002). Among other topics, the plan stressed the need for education and teaching of high quality, which mainly seemed to refer to the usefulness of courses and programmes for the labour market and how well Denmark did in international tests and comparisons. The plan became the platform for educational reforms in Denmark for the years to come.

In September 2004, the government, together with the employers’ and employees’ organisations, set up a tripartite committee to map and analyse AET in Denmark and, based on the analysis, to make suggestions for Danish AET in the future. In March 2006, the committee presented its work (Ministry of Finance, 2006). The report looked deeper into the supply of and demand for AET among enterprises and individuals.

In April 2006, the Danish Government published a strategy for Denmark in the global economy (Danish Government, 2006a). The overall aim of the strategy was to make Denmark one of the most attractive countries in the world to live and work in, a country with strong competitiveness and strong cohesion. To reach these aims, the strategy stressed the need for “world top level education” (own translation) (Danish Government, 2006a, p. 8). In relation to adult education, the strategy mentioned nine key initiatives: easily accessible and straightforward guidance; easier recognition of prior learning; more systematic competence development in companies; more flexible and practice oriented AE programmes in reading,
writing and arithmetic; better Danish language courses for bilingual people; more and better quality higher education programmes; a new model for the special allowance scheme for adult vocational education and continuing training programmes; flexible and differentiated tuition fees and subsidies; and special saving schemes for AE and continuing training.

A year later, in 2007, the Danish Government presented an account of the Danish Strategy for lifelong learning for the EU as part of the Lisbon strategy (Ministry of Education, 2007a). With reference to both the EU Lisbon Strategy and the Danish government’s globalisation strategy, the strategy for lifelong learning presented, on the one hand, the initiatives already taken in relation to lifelong learning and, on the other hand, the planned activities. In relation to AET, the strategy mentioned among the main aims that “there must be relevant, high quality AE and continuing training for everyone in the labour market which matches the needs and puts particular emphasis on the need for lifelong skills upgrading for those with the lowest level of education” (Ministry of Education, 2007a, p. 9). Further, it was stressed in the strategy that “all forms of education and learning should be based on and build on the knowledge skills and competences of individuals” (Ministry of Education, 2007a, p. 9) and that it is a public task to provide the relevant education programmes of high quality (Ministry of Education, 2007a, p. 21). The quality of AET was thus mentioned as a focal point in the strategy. However, the strategy did not define quality of education.

Also in 2007, the government and three parties from the opposition agreed to establish a national centre for competence development (Aftale om bedre vejledning og rådgivning, 2007). The aim of the centre is to strengthen AET as well as guidance by collecting, systematising and communicating knowledge of relevance for the area (Nationalt Center for Kompetenceudvikling. Formål og Vision).

Since 2007, the national political focus in relation to AET has mainly been on guidance and recognition of prior learning as a way to promote life-wide learning.

2.2. Governmental policy on education and training for adult educators

As mentioned above, the Danish Ministry of Education was already aware of the importance of AET before the European Council meeting in Lisbon (2000). In addition, there was awareness in the ministry of the need for qualified teachers within the AET system. In 1997, a project was launched, financed by the Ministry of Education, focusing on adult educators. The first report from the project published in 1999 presented a mapping of courses and programmes providing pedagogical qualifications for adult educators (Danneskiold-Samsøe, 1999). The report pointed at a major increase in the provision of competence development for teachers within AE, but did not look at actual participation in these courses. The second report from the project was published in 2000, focusing on the need for competence development among adult educators (Danneskiold-Samsøe & Ingeberg, 2000). The third and final report in the project from 2002 treated the qualification of teachers within general AE (Wahlgren, Danneskiold-Samsøe, Hemmingsen, & Larson, 2002).

Another project on quality in the Danish education system also mapped the competence development of teachers within AET (Ministry of Education, 2000) and reached the conclusion that it was very sporadic. Neither within general nor liberal AE were formal pedagogical
qualifications a prerequisite for teaching, though there were plans to introduce such requirements in relation to general AE (Ministry of Education, 2000). In spite of this and the apparent interest in AET at the national level, the qualification of adult educators is very seldom mentioned in national reports, laws or statutory regulations published in the years 2000-2009.

One exception is the above-mentioned project on quality in the Danish education system. The results of the project were published in 2000 by the Ministry of Education in the report ‘Quality that can be seen’ (Ministry of Education, 2000). According to the publication, highly qualified teachers are necessary for what the publication referred to as a ‘high educational level’:

“teachers must master pedagogical methods for the communication of subject knowledge, and be motivated for teaching and engaging the students” (our translation) (Ministry of Education, 2000, p. 96). The report briefly touches on in-service training of teachers within AET, but does not discuss initial education and training specifically related to teaching adults.

In relation to the adult and further education reform of 2000, the competences of those who wish to teach adults were neither dealt with in the act itself nor in the comments to the act. The reform was the result of work done in a commission set up in co-operation between the Ministry of Finance, the Ministry of Labour and the Ministry of Education and led by the Ministry of Finance. In 1999, the commission published a report on aims and means in publicly financed adult and further education (Ministry of Finance, 1999). In line with the resulting act, the report did not cover the question of the competences of those teaching adults.

How teachers should acquire pedagogical competences and use and develop pedagogical methods with a focus on the individual learner was emphasised in the action plan ‘Better Education’ from 2002; however, these issues are given only minor attention in the plan. Further, in dealing with the development of teaching competences the plan only mentioned in-service and further education, while initial education and training for those interested in teaching adults were not touched on at all. The plan was followed up in 2004 by a report on how well the goals stated in the plan had been met as well as plans for the future (Ministry of Education & Ministry of Science, 2004a). If competence development for teachers within AE had been almost invisible in the first plan, this was even more the case in the follow-up. In fact, only competence development for teachers in primary and lower secondary school was addressed in the report.

In a report from 2004 by the Danish Presidency for the Nordic Council of Ministers for education, research and ICT it was stated that “in order to ensure the best offers for adults, pedagogical methods and organisation will be stressed as well as an efficient use of the systems for validation of prior learning” (own translation) (Ministry of Education & Ministry of Science, 2004b, p. 4). The report thus drew attention to the importance of pedagogy for AET, but once again, nothing was said on how those teaching adults should acquire the competences they need.

When the tripartite committee presented its strategy for a reform of adult and continuing education in Denmark in 2006, its suggestions in relation to the supply of adult and continuing education were mainly related to structural barriers to the use of AET and the scale of AET supply and demand. The qualification of those who were to teach the increasing number of adults who were expected to take part in AET was mentioned but not discussed in the report. Especially qualification of adult educators was pointed out in relation to teaching adults with
low basic skills. In addition, it was stated that new forms of evaluations and tests would increase the expenses for competence development for adult educators (Ministry of Finance, 2006a). Further, qualification of teachers is brought up as an aspect of quality assurance for the providers of AET (Ministry of Finance, 2006c). In the meetings between the government and the social partners that followed up on the work done by the tripartite committee in September 2006 and October 2007, the qualification of adult educators was not mentioned (Danish Government, 2007, Ministry of Finance, 2006b).

The same year, the Ministry of Education published a development programme for adult vocational education and continuing training (Ministry of Education, 2006). The aim of the programme was to promote cooperation between vocational education and training institutions and enterprises. And this time, competence development for teachers was mentioned as one of five key activities: “Organisational and competence development must be implemented at the schools [...] the centres will contribute to development of the needed competences among teachers and educational consultants” (own translation) (Ministry of Education, 2006, p. 7). The ministry thus saw a need to develop teachers’ competences if they were to enter into closer cooperation with enterprises. But again, the programme did not discuss how the competence development among teachers in vocational AE could or should take place.

Nor was qualification of adult educators part of the agreement that the Danish government and three parties from the opposition entered into two months later, in June 2006, on initiatives to secure wealth, welfare and investments in the future (Danish Government, 2006b), though one of the themes in the agreement was strengthening adult and further education. This is especially striking, since the agreements between the government and the three parties from the opposition, following the globalisation strategy and the agreement of wealth, welfare and investments in the future, involved funding the qualification of teachers within vocational education and training in general as well as teachers within medium range higher education. Specific focus in this case was on those teaching prospective teachers within primary and lower secondary school as well as prospective kindergarten teachers (Danish Government, 2006c; 2006d; 2008).

Finally, how to qualify adult educators was not mentioned in the Danish strategy for lifelong learning in 2007.

It can thus be concluded that although AET has gained much attention in Danish education policy and some policy papers even stress the need for high quality AET, the qualification of those teaching in the AET system is not very often dealt with, neither in relation to those who already teach within AET or those who would like to do so.

2.3. Strategies put forward by professional organisations

An important professional organisation in relation to AET is the education confederation (‘Uddannelsesforbundet’), which organises teachers within AET. As will be further described in chapter 4, the confederation is the result of a merging in 2008 of three organisations for teachers within adult and youth education, one of which was the national federation for

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5 The Social Democrats, The Danish Peoples’ Party and the Danish Social-Liberal Party.
teachers in adult and youth education (hereafter LVU). In the action programme for 2007-2010 for LVU it was mentioned that the federation would work for continuous competence development for teachers in adult and youth education (National federation for teachers in adult and youth education, 2007). As a special target, the federation would work to improve the options available to teachers for initial and further education, e.g. by ensuring that the federation was represented in relevant boards and committees and cooperated with providers of education and training of relevance for adult educators.

In 2008, the new education confederation presented its position paper (Education Confederation, 2008). In the position paper, the confederation stresses that “qualified teaching requires pedagogical and subject related initial and further education for all teachers” (own translation) (Education confederation, 2008, p. 11). Therefore the confederation, among other things, lobbies for pedagogical initial education at bachelor level for all teachers within vocational education and training, as well as systematic competence development for teachers within adult and youth education. Initial education and training for adult educators thus has high priority in their union.

Another important actor is the federation of school leaders at VUCs. The federation has published a number of policy papers related to the different activities taking place at the centres. Of the eight policy papers presented on their webpage, however, none deals with qualification of VUC teachers prior to employment or via in-service training.

The Danish adult education association (hereafter DFS), which is an umbrella organisation for organisations within liberal AE, is another important policy entrepreneur in relation to AET. Among the areas of interest of the association is the qualification of teachers within liberal AE.

In light of the financial crisis, in January 2009 the Danish Confederation of Trade Unions (hereafter LO) published a strategy for AET (LO, 2009). The strategy consisted of twelve suggestions for initiatives within the area, none of which referred to the competences of the teachers. Nor was the qualification of teachers mentioned in the confederation’s goals for education for 2008–2010 (LO, 2007).

As for the governmental strategies, qualification of adult educators - especially prospective adult educators thus seems to be given low priority in most available policy papers by relevant professional organisations.

2.4. Summary

The EU Lisbon strategy for lifelong learning initiated by the European Council in 2000 was a kick start for an increased focus on AET in Danish education policy. Though AET had also been part of the education policy prior to 2000, the years following the Lisbon summit saw a huge number of strategies dealing with AET, also within areas others than traditional education policy. Examples are the strategy for economic growth published by the Ministry of Economic and Business Affairs and the strategy for Denmark in the global economy. Lifelong learning in the form of AET has thus become an important policy area. Most of the national strategies in relation to AET published since 2000, however, deal with participation and barriers for participation in AET, while what is actually going on in AET and the quality of it is more or less in a black box. Further, when the quality of the AET provision is mentioned, it most often refers
to the usefulness of the courses and education programmes related to the needs for
competences on the labour market.

In spite of the fact that the Ministry of Education, prior to 2000, financed projects on the
qualification of adult educators, teacher qualifications in AET seem to have faded into
insignificance since 2000. Qualification of both present and prospective teachers in the AET
system is thus seldom covered in national reports and strategies. The main exceptions are
represented by the report ‘Quality that can be seen’ (own translation), which stresses the need
for highly qualified teachers for what is called a ‘high educational level’ (own translation), and
the reports from the tripartite committee that link teacher qualification and quality assurance
in education. None of the reports we have been able to find, however, specifically treat initial
education and training for prospective teachers of adults.

Looking at the policy put forward by professional organisations, the picture is more or less the
same. Though interested in promoting AET in general and in relation to specific areas, the
organisations do not seem to put much stress on the qualification of teachers within AET. Not
surprisingly, the organisation for adult teachers, the education confederation, represents an
exception. In its position paper, the confederation states that qualified teaching requires not
only subject related education but also pedagogical initial and further education for all
teachers. In addition, the umbrella organisation for liberal AE is considering developing a
professional postgraduate teacher training programme for current and prospective teachers
within liberal AE who have little prior education.
3. Opportunity structures for (prospective) adult educators∗

The Danish AET system, as described in chapter 1, provides several opportunities for adults to enrol in formal and non-formal learning activities. In spite of existing differences between the vast variety of AE offers, teaching is often the primary - if not exclusive - activity that many adult educators perform when they enter the system as professionals. Against this background, the aim of the current chapter is to map existing education and training opportunities for prospective adult educators who wish to teach adults in the field of general, vocationally oriented and liberal AE.

The first national mapping of the kind (Danneskiold-Samsøe, 1999), as mentioned in chapter 2, was carried out in the years preceding the reform of the national AET system in 2000, as part of a systematic investigation on general pedagogical qualifications of teachers of adults in the fields of general and liberal AE (Wahlgren et al., 2002). However, the mapping by Danneskiold-Samsøe (1999) does not include the offer addressing individuals who wish to teach in the field of vocationally oriented AE. Furthermore, the AET system has been extensively reformed since then. An up-to-date mapping of opportunities for prospective adult educators is hence represented in Fig. 1 and presented in further detail in the proceeding sections.

Fig. 1 – The Danish provision of Adult Education and Training for (prospective) adult educators

<table>
<thead>
<tr>
<th>Adult Education and Training system</th>
<th>Mainstream education</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teachers of Danish as L2 (1 year)</td>
<td>Master programmes (1 year)</td>
</tr>
<tr>
<td>Pedagogical diploma programmes (1 year)</td>
<td>Long-cycle higher education</td>
</tr>
<tr>
<td>Further education in adult education (VOU) (5 weeks)</td>
<td>Medium-cycle higher education</td>
</tr>
<tr>
<td>Teachers of dyslectics (8 weeks)</td>
<td></td>
</tr>
<tr>
<td>Post graduate vocational teacher training (18 weeks)</td>
<td></td>
</tr>
<tr>
<td>Teachers of adults (1 year)</td>
<td></td>
</tr>
<tr>
<td>Academy Profession Programme (1 year)</td>
<td></td>
</tr>
<tr>
<td>Basic education in adult education (AVG) (3-4 weeks)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Short-cycle higher education</td>
</tr>
</tbody>
</table>

Source: Danish Ministry of Education (www.vidar.dk, last access on 22.08.08)

∗ An earlier elaboration of the present chapter appeared in June 2009 in the Journal of Educational Sciences, Vol. XI, No. 1(19) [Opportunity structures for adult educators to acquire (pedagogical) qualifications in Denmark, pp. 95-102].
Before presenting in detail the courses and programmes included within each typology, however, it is necessary to acknowledge a few issues.

First of all, we distinguish between courses, which last three to 18 weeks, and programmes, which require one year of full-time studies, though participants can opt to prolong this period by studying part-time.

Second, it is not always possible to make a clear distinction between pre-service and in-service opportunities in the Danish context. In fact, even though all courses and programmes mentioned in Fig. 1 are primarily targeted at prospective adult educators, they are also open to practitioners in both youth and adult education.

Third, the range of available opportunities only takes into consideration publicly-funded courses and programmes running on a regular basis. The totality of the privately-funded offer, publicly-funded courses of short duration and courses or programmes running on an irregular basis is therefore excluded.

Fourth, there is no official progression between the different courses and programmes presented in Fig. 1. However, the discontinuous line indicates the possibility for an educational provider that offers a course or programme positioned above the line to identify the completion of a course or programme positioned below the line as an entry criterion for applicants. The continuous lines distinguish between the courses and programmes corresponding to short-, medium- and long-cycle higher education programmes, respectively.

The following sections follow this distinction.

3.1. Short-cycle courses and programmes

People eager to teach adults either within general or liberal AE can acquire key pedagogical competences by enrolling in a basic education in adult education course (hereafter AVG) for which no specific entry criteria are identified by law. The course lasts approximately 120 hours. Once they have acquired an AVG certificate, (prospective) adult educators with a special interest in liberal AE can strengthen their pedagogical qualifications by enrolling in a further education in adult education course (hereafter VOU), lasting approximately five weeks. It must be noted, however, that VOU courses are primarily aimed at practitioners who wish to upgrade their competences rather than to those preparing to enter the profession as teachers of adults. Additionally, several providers no longer run such courses, due to the limited demand, but have instead integrated the content of such courses in the teachers of adults programme (see below).

For individuals interested in teaching general AE, the only course available is the teachers of dyslectics course. The course lasts approximately eight weeks and addresses teachers of special education for adults and teachers of youths and adults with reading and spelling difficulties. They must have an upper lower education in Danish language and a minimum of 12 months’ working experience or have taken a course in teaching adults, e.g. AVG.

Individuals who are eager to teach adults in the field of vocationally oriented education must
complement their subject specific knowledge with pedagogical competences to be acquired via an *ad hoc* postgraduate vocational teacher training course, which lasts 18 weeks\(^6\). However, enrolment is possible only upon employment. Further, the executive order for this education does not mention pedagogy in relation to teaching adults specifically, besides of understanding of the life experiences adult participants bring with them. Alternatively, (prospective) adult educators who wish to teach adults in general or vocationally oriented education can enrol in a one-year programme, the teachers of adults programme, provided by university colleges under Act No. 956/2003 on open education. The programme aims to provide specialised pedagogical knowledge in teaching adults, requires an AVG certificate or prior teaching experience, and ends with a formal degree.

Furthermore, it includes a special offer addressing teachers of adults in vocationally oriented AE. This special offer represents an alternative to the postgraduate vocational teacher training course for teachers employed in the field of vocationally oriented AE.

From 2009, people who have taken a short-cycle education and who now teach, or would like to teach, adults in the field of general, vocationally oriented and liberal education and/or in the business sector, can also enrol in an Academy Profession Programme. The programme, lasting one year, qualifies them to enrol in a diploma programme.

Table 1 illustrates basic features of education and training opportunities for (prospective) adult educators, corresponding to short-cycle higher education programmes.

### Table 1 (continue overleaf) – Main features of short-cycle courses and programmes for (prospective) adult educators*

<table>
<thead>
<tr>
<th>Course / program</th>
<th>Aim(s)</th>
<th>Provider(s)</th>
<th>Target group(s)</th>
<th>Entry criteria</th>
<th>Duration**</th>
<th>Attestation</th>
<th>Legal basis</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Basic education in adult education (AVG)</strong></td>
<td>To provide basic pedagogical qualifications for teaching adults</td>
<td>Adult education resource centre</td>
<td>Teachers and leaders with subject-specific knowledge</td>
<td>None</td>
<td>120 th (appr. 3-4 w full-time)</td>
<td>Course certificate</td>
<td>Act No. 535/2004 on support for liberal adult education</td>
</tr>
<tr>
<td><strong>Further education in adult education (VOU)</strong></td>
<td>To inform of new tendencies in adult education theories and practices</td>
<td>Practitioners within the field of liberal adult education</td>
<td>AVG (or corresponding qualifications)</td>
<td>Min. 60 th + Min. 120 th (appr. 5 w full-time in total)</td>
<td>Course certificate + Course certificate (part 2)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* Double dashes (--) signify missing information

** Duration is given in teaching hours (th), working hours (wh), weeks (w) or years (y). In particular, teaching hours refer to in-class activity and/or self-study, while working hours refer to on-the-job activity

*** The programme includes a special offer addressing teachers of adults in vocationally oriented adult education

\(^6\) Compared to most other European countries this is a short pedagogical education for teachers within vocational education and training. The reason behind the short education is that teachers are expected to update their pedagogical skills recurrently e.g. by taking part in further education within the area (Harreby & Nielsen, 2000).
<table>
<thead>
<tr>
<th>Course / program</th>
<th>Aim(s)</th>
<th>Provider(s)</th>
<th>Target group(s)</th>
<th>Entry criteria</th>
<th>Duration**</th>
<th>Attestation</th>
<th>Legal basis</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teachers of dyslectics</td>
<td>--</td>
<td>Adult education resource centre</td>
<td>Teachers of special education for adults as well as teachers of young and adults with reading and spelling difficulties</td>
<td>Upper lower education in Danish and a min. of 12 months' working experience or an education to teach adults, e.g. AVG.</td>
<td>300 wh (appr. 8 w full-time)</td>
<td>--</td>
<td>--</td>
</tr>
<tr>
<td>Post graduate vocational teacher training</td>
<td>To provide basic pedagogical qualifications for teaching vocationally oriented subject matters</td>
<td>National centre for vocational training</td>
<td>Newly employed teachers at technical schools, commercial schools and AMU centres, without pedagogical qualifications</td>
<td>Employment status</td>
<td>666 tw + wh (18 w full-time) = 1½ y part-time</td>
<td>30 ECTS points (oral exam + practical test)</td>
<td>Executive Order No. 677/1996 on pedagogic education for teachers at vocational schools.</td>
</tr>
<tr>
<td>Teachers of adults</td>
<td>To provide specialised knowledge, both theoretical and practical, on adult education theories and practices***</td>
<td>Adult education resource centre</td>
<td>Teachers of adults and teachers of adults-to- (also in the field of vocationally oriented adult education)</td>
<td>AVG or prior teaching experience</td>
<td>ty full-time or 2-3y part-time or 1½-2 y distance learning</td>
<td>2 exams with external evaluation + final degree (only in case of success in both examinations)</td>
<td>Act No. 956/2003 on open education Executive Order No. 750/1995 on education of teachers of adults</td>
</tr>
<tr>
<td>Academy Profession Programme</td>
<td>To provide qualifications in organising and conducting teaching, also in collaboration with firms etc.</td>
<td>VIA University College</td>
<td>Practitioners or prospective teachers who have taken a short education and who work in the field of general, vocationally-oriented and liberal education and/or in the business sector</td>
<td>General / vocational upper secondary education or Basic adult education (GUV) and 2 y of working experience</td>
<td>ty full-time or 2y part-time</td>
<td>60 ECTS points (qualification to enrol in a diploma programme)</td>
<td>Act No. 956/2003 on open education Act No. 1051/2007 on basic and higher vocational education for adults Act No. 207/2008 on vocational academy- and professional bachelor educations</td>
</tr>
</tbody>
</table>

Sources: Danish Ministry of Education (www.vidar.dk, last access on 09.06.09); Danneskiold-Samsøe, 1999

* Double dashes (--) signify missing information

** Duration is given in teaching hours (th), working hours (wh), weeks (w) or years (y). In particular, teaching hours refer to in-class activity and/or self-study, while working hour refers to on-the-job activity

*** The programme includes a special offer addressing teachers of adults in vocationally oriented adult education
### 3.2. Medium-cycle programmes

Table 2 presents the main features of the only medium-cycle programme for (prospective) adult educators: the pedagogical diploma programme. This programme can be completed in one year of full-time study; however, it typically takes up to three years on a part-time basis, as it targets practitioners in the field of AE, e.g. teachers of special education, preparatory adult education, and Danish as L2. The programme runs at university colleges and has an *ad hoc* piece of legislation, i.e. Executive Order No. 47/2002 on diploma programmes (cf. § 1.1.2.).

<table>
<thead>
<tr>
<th>Course / program</th>
<th>Aim(s)</th>
<th>Provider(s)</th>
<th>Target group(s)</th>
<th>Entry criteria</th>
<th>Duration*</th>
<th>Attestation</th>
<th>Legal basis</th>
</tr>
</thead>
</table>
| **Pedagogical diploma programmes:**  
  Adult education theories and educational planning  
  Pedagogy  
  Vocational teacher training  
  Special education  
  Teaching in reading and mathematical for adults  
  Danish as L2  
  Etc. | To provide qualifications in educational planning and teaching to adults within a specific subject area, depending on the programme | University colleges  
  National centre for vocational training | Generally aimed at practitioners in the field of adult education (esp. teachers of adults), although each programme may be targeted to a specific subgroup (e.g. teachers of special education for adults, FVU teachers, teachers of Danish as L2) | A relevant professional bachelor or a short cycle higher education or a medium cycle higher education or a diploma degree in the AET system (cf. Fig 1) + min. 2 years of relevant professional experience | 1y full-time or up to 3y part-time | 60 ETCS points (5 exams + 1 final project) | Executive Order No. 47/2002 on diploma programmes  
  Act No. 956/2003 on open education |

Sources: Danish Ministry of Education ([www.vidar.dk](http://www.vidar.dk), last access on 09.06.09); Danneskiold-Samsøe, 1999

* Duration is given in teaching hours (th), working hours (wh), weeks (w) or years (y). In particular, teaching hours refer to in-class activity and/or self-study, while working hour refers to on-the-job activity

### 3.3. Long-cycle programmes

The long-cycle programmes for (prospective) adult educators include two typologies, both of which run at universities: the programme for teachers of Danish as L2 and the Master programme. Both programmes have a duration of one year of full-time study; however, they are mostly run on a part-time basis.

The programme for teachers of Danish as L2, which is regulated under Act No. 956/2003 on open education, aims at qualifying students to teach Danish to immigrants and refugees. Access is granted to individuals who have completed their teacher’s training with Danish language as the main subject, or a relevant bachelor degree.

The Master programme, with its own legal basis, i.e. Executive Order No. 682/2002 on Master programmes at university level, has the scope to provide qualifications to support adult learning and competence development in formal and non-formal contexts, including working
contexts. The entry criteria include a minimum of two years of professional experience and at least one of the following titles: a bachelor or long-cycle higher education degree acquired in the mainstream education system, a Professional Bachelor’s degree\(^7\), i.e. corresponding to a medium-cycle higher education degree, or the successful completion of a diploma programme in the AET system (cf. Annex 1).

Table 3 – Main features of long-cycle programmes for (prospective) adult educators

<table>
<thead>
<tr>
<th>Course / program</th>
<th>Aim(s)</th>
<th>Provider(s)</th>
<th>Target group(s)</th>
<th>Entry criteria</th>
<th>Duration*</th>
<th>Attestation</th>
<th>Legal basis</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teachers of Danish as L2</td>
<td>To provide qualifications for teaching immigrants and refugees, both youths and adults</td>
<td>Universities</td>
<td>Teachers of Danish as 2L</td>
<td>Teacher education with Danish language as the main subject or relevant bachelor degree</td>
<td>1 y full-time or 2 y part-time</td>
<td>60 ETCS points</td>
<td>Act No. 956/2003 on open education</td>
</tr>
<tr>
<td>Master programmes: Adult education</td>
<td>To provide qualifications to support adult learning and competence development in formal and non-formal contexts (including working contexts)</td>
<td>Universities</td>
<td>Practitioners dealing with educational planning and competence development programmes as well as with teaching adults</td>
<td>A relevant: bachelor or long-cycle higher education degree or Professional Bachelor or a diploma programme + Min. 2 y of relevant experience</td>
<td>1 y full-time or 2 y part-time</td>
<td>60 ETCS points (2-3 exams + 1 final project including a final examination)</td>
<td>Executive Order No. 685/2002 on Master programmes at university level</td>
</tr>
</tbody>
</table>

Sources: Danish Ministry of Education ([www.vidar.dk](http://www.vidar.dk), last access on 09.06.09); Danneskiold-Samsøe, 1999

* Duration is given in teaching hours (th), working hours (wh), weeks (w) or years (y). In particular, teaching hours refer to in-class activity and/or self-study, while working hour refers to on-the-job activity.

3.4. Providers

As described in the prior sections, the full provision addressing (prospective) adult educators includes several courses and programmes. These are administered by a variety of educational providers but primarily university colleges. They offer, in fact, most of the courses and programmes corresponding to short- and medium-cycle higher education. In some cases they do so through either the national centre for vocational training (hereafter NCE) or several

\(^7\) The Professional Bachelor’s programme, similarly to the Bachelor programme, comprises a minimum of 180 ECTS points. However, dissimilarly to the Bachelor programme, the Professional Bachelor’s programme is run by university colleges, it includes a minimum of six months of practical experience and it provides vocationally and professionally-based knowledge rather than research-based knowledge (cf. Executive Order No. 684/2008).
educational resource centres (hereafter CFUs), which are under the administrative responsibility of university colleges.

In 2007, the administrative structure in Denmark was changed and resulted in the former 14 counties being replaced by five regions. The changes also influenced the educational system since public educational institutions were restructured, among other reasons, to better serve the educational needs at the regional level.

Also in 2007, by bringing together several existing further education institutions, eight university colleges were established. University colleges are independent institutions under the responsibility of the regions in which they are located. Their primary aim is to meet the regional and/or local demand for Professional Bachelor education; for this reason they also have an obligation to respond to the demand for vocational education and training that may be needed for their main aim to be accomplished. The recent establishment of the Academy Profession Programme as a short cycle higher education, in addition to the already established programmes for (prospective) adult educators, falls within this obligation. In 2008, the university colleges merged with existing centres for further education (hereafter CVU) and other independent institutions offering medium-cycle higher education.

The NCE is based at the University College Metropol (Copenhagen). It was established in 2008 with the aim of increasing and strengthening knowledge about vocational education and training via research cooperation. The centre offers several courses primarily addressing teachers in commercial schools, technical schools and training centres for adults.

The educational resource centres (hereafter CFUs) were established in 1997 (Act no 562/2007) with predecessors dating back to the 1930s. In addition to having responsibilities related to primary and secondary education, the centres also included the former Adult pedagogy centres responsible for AVG provision (Jensen, Olsen & Schou (eds.), 2004). The centres were placed under the responsibility of the county authorities and were given the task of collecting and distributing information, providing advice and guidance to teachers and assisting them in the production of educational material. Although their main aims did not change over time, most of the centres were incorporated into existing further education institutions after the enforcement of Danish administrative reform (Act no 1306/2006) and are currently under the responsibility of University Colleges.

The remaining courses corresponding to short-cycle higher education are offered by two adult education resource centres (hereafter VPC), which are public institutions owned by the municipalities of Copenhagen and Aarhus. The main objectives of the centres are: to train people working with adults in AE institutions or in the workplace; and to provide pedagogical advice and guidance for teachers of adults. It must be noted that CFUs that specialise in adult education may also be referred to as VPC.

Long-cycle programmes addressing (prospective) adult educators are the sole responsibility of universities. In 2007 several public universities merged with existing public research institutions. Currently there are seven public universities in Denmark, three of which run the programme for Teachers of Danish as L2 and/or the Master programme in adult education.

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8 Short cycle higher education is in addition offered at vocational academies.
3.5. Summary

Danes who wish to enter a profession in the field of AE can acquire general pedagogical competences in teaching adults by enrolling in a variety of courses and programmes corresponding to short-, medium- and long-cycle higher education.

Those with no prior pedagogical qualifications can enrol in short-cycle education, i.e. an AVG course, run by adult education resource centres or educational resource centres at university colleges. It must be noted that the AVG attestation is often considered an entry criterion to acquire specialised pedagogical qualifications through further enrolment in available short-cycle learning opportunities, with the sole exception being the newly established Academy Profession Programme (cf. Fig. 1).

For those who have not yet completed a short-cycle higher education, but already possess a minimum of two years of professional experience, it is now possible to acquire specialised pedagogical competences in teaching adults by enrolling in the Academy Profession Programme, run by University College VIA (Aarhus), which qualifies graduates for further study at the diploma level.

Those with a special interest in teaching adults in the field of vocationally oriented education who wish to acquire basic pedagogical qualifications prior to employment can enrol in the Academy Profession Programme. Alternatively, they can take a special version of teacher training for teachers of adults run by adult education resource centres as well as university colleges, i.e. via the NCE or educational resource centres. Teachers of vocationally oriented education can also enter a postgraduate vocational teacher training course (cf. Tab. 1) run by the NCE after being hired.

People with a relevant short-cycle education and at least two years of professional experience can acquire specialised qualifications in working with adults at either medium- or long-cycle levels, i.e. pedagogical diploma programmes run at university colleges, i.e. including the NCE, or Master programmes managed by universities (cf. Tab. 3).

In short, the Danish AET system offers several opportunities for (prospective) adult educators to qualify for work with adults; hence at a first glance it may seem as if initial qualification within the field of AE is a non-issue in Denmark. At a closer look, however, several pitfalls in the current opportunity structure can be observed.

First, the opportunity structure for (prospective) adult educators includes a variety of courses and programmes that vary substantially in terms of educational provider, content, length, entry criteria and final attestation; consequently, in the depth of qualified knowledge and skills they provide. There are very few courses and even fewer programmes that specifically address teachers and/or prospective teachers of adults. Furthermore, these courses and programmes are primarily offered at the short-cycle level. Programmes corresponding to medium- and long-cycle education levels that address (prospective) adult educators do not necessarily provide specialised pedagogical competences in teaching adults with few exceptions. Additionally, these programmes require at least two years of professional experience; hence they primarily address people already employed in the field of adult learning who wish to enhance their qualifications. Accordingly, these programmes function mainly as continuing professional development for adult educators rather than as initial education and training for adult
Second, participants cannot always anticipate the ways in which the acquired qualification(s) can be applied when they start looking for employment in the field of AET. It is thus not possible to speak of tailored pathways of professionalisation in the field of AE. (Prospective) adult educators eager to be recruited as teachers of dyslectics or teachers of Danish as L2 are two exceptions. They are, in fact, the only ones offered tailored learning opportunities; either within short- or long-cycle education (cf. Tabs. 1 & 3).

Last but not least, all courses and programmes are outside the mainstream education system. This means that the current opportunity structure for (prospective) adult educators is administered as part of the Danish AET provisions; hence it primarily addresses people aiming at a career shift at a later stage in life.
4. Teachers of adults: the profession’s social status

Among the indicators of a profession’s social status is the degree of monopoly for specific jobs as well as the terms of employment that characterise the profession in question. In this chapter the official requirements for becoming a teacher in AE are described as a measure of the degree of exclusiveness. In addition, the chapter describes the terms of employment for teachers working in VUCs and AMU centres and, more broadly, in the field of liberal AE.

4.1. Official qualification requirements

As described in chapter 1, the Danish AET system is composed of a broad spectrum of learning opportunities addressing the adult population. In most cases, laws, acts and executive orders regulating the publicly-funded provision of AET define not only the corresponding aims, target groups and recognised providers but also the official qualification requirements and/or employment criteria for prospective teachers. A short overview of such criteria by typology of AET provision is presented in the following.

4.1.1. General adult education

According to current regulations, teachers of Danish as L2 should have the necessary qualifications in teaching Danish as L2 as well as qualifications in teaching adults (Act 259/2006, § 6). However, teachers of Danish as L2 in general education courses, i.e. AVU courses, will after 1 August 2009 be required to have completed an education in Danish as L2 for youths and adults, which is part of the current opportunity structure for (prospective) adult educators (cf. §3.3).

Also from 1 August 2009, all teachers of AVU courses will be required to have completed an education as school teachers, with the subject to be taught as the primary subject of study (Law no. 311/2008, § 26); no specific qualification criteria are defined by law for teachers of preparatory adult education.

Teachers of HF courses must have both subject-specific and pedagogical competences, though not necessarily in teaching adults. In particular, they must have a Master degree in at least one relevant subject and have completed a postgraduate teacher training course for upper secondary school teachers (Act No. 445/2007, § 27-29).

The qualification requirements for teachers of education for dyslectics include having passed either module 6 (dyslexia and individual exposure) or module 7 (teaching and guidance of dyslectics) and a module on ‘teaching reading and mathematics for adults’ as part of a diploma programme (cf. 4.3) (Executive order no. 1372/2005, § 23).

Last but not least, teachers of special education must have specific qualifications in special education and AE (Executive Order No. 378/2006, § 15).
4.1.2. Vocationally oriented adult education

At present, the qualification criteria for teachers involved in labour market training are qualifications corresponding to the vocational training level within the area in which the person is expected to teach and at least three years of relevant professional experience. In addition, newly appointed teachers with no previous teaching experience are required to enrol in a postgraduate vocational teacher training course (cf. Fig.1, p. 20) during the first two years of employment.

Teachers of vocational education and training for adults should possess a basic vocationally oriented education or another relevant professionally oriented education within at least one of the relevant vocational training fields (s)he is going to teach as well as relevant professional experience. In particular, teachers of technical and mercantile subjects should have at least five years of professional experience; while teachers of general subjects should have at least two years of professional experience. In addition, newly appointed teachers are required to have passed a postgraduate vocational teacher training programme, and thereby acquired relevant pedagogical qualifications (cf. Fig. 1, 20) (Executive Order No. 1518/2007, § 11).

For teachers of GVU, the same qualification criteria apply as for teachers working within vocational education and training for adults, whereas no specific qualification criteria are defined by law for FVU, diploma education or Master education.

4.1.3. Liberal adult education

The law on liberal AE (Law no. 149/2002) defines neither recruitment nor qualification requirements for teachers and/or lecturers. For those teaching within preparatory adult education, special education and Danish as L2, though, there are the same demands for qualifications as for those teaching these areas within the general adult education.

To recapitulate the qualification requirements or employment criteria for prospective teachers of adults set by law in the field of general AE, only special education, including education for dyslectics, and Danish as L2, requires not only subject specific qualifications but also specialised pedagogical qualifications in teaching adults; whereas teachers of AVU and HF courses must, in addition to subject specific knowledge and qualifications, have the same pedagogical qualifications as school teachers, either at primary or secondary levels.

In the field of vocationally oriented adult education, while both subject specific qualifications and professional experience are formally required, no specific pedagogical qualifications are required before entering the profession. Here it must be mentioned that according to recent legislation (Act No. 190/2008, §13), the Ministry of Education, in agreement with the Council for Vocationally Oriented Adult and Continuing Education, is expected to revise the qualification requirements for teachers within the field of labour market training. At the time we write this report however, no further information is available on the directions that these revisions may take. In the meantime no qualification criteria are officially defined in connection with the offer that corresponds to the tertiary education level in the mainstream education system, i.e.
further adult education, diploma education and Master education; however, specific criteria must be met for prospective teachers to be employed by the relevant institutions.

Not dissimilarly, in the field of liberal adult education, qualification criteria for teachers depend upon specific employment criteria set by each provider, i.e. evening classes, day high schools, folk high schools and popular universities.

### 4.2. Professional organisations

Until 2009, Danish teachers within general and liberal AE, as mentioned in chapter 3, were organised in the national union, i.e. the LVU, while teachers within vocational AE were organised in the Danish federation of teachers in technical education (hereafter DTL). The different affiliations mirrored the clear distinction between general and liberal education on the one hand and vocational education on the other hand. However, by 1 January 2009, the two organisations merged together with the association of Danish production school teachers (hereafter DPL). The new organisation, the education confederation thus organises teachers within all three sectors of AE in Denmark. Besides teachers, the confederation also organises school leaders, counsellors and consultants. There are about 11,000 members of the confederation (www.uddannelsesforbundet.dk, 2009). The confederation not only acts as a labour union for the members, but also as policy entrepreneur and lobbyist in relation to AE policy (cf. chapter 3).

### 4.3. Terms of employment

According to the education confederation there are approximately 1,000 jobs within VUC and 500 within the labour market training, while the number of jobs within liberal adult education accompanied by some uncertainty.

Even though teachers within AE have been members of the same union since January 2009, the terms of employment and pensions differ between sectors and levels of education. For some teachers within liberal AE, the terms of employment are stated in an executive order issued by the Ministry of Education (Executive Order no 353/2003). The executive order establishes the conditions for part-time teaching staff in relation to wages and holiday allowances but does not mention pension. According to the executive order, teachers only have a right to payment for the teaching they deliver, and cannot make demands on salary in case of illness, maternity leave etc. Furthermore, the order only deals with temporary employment. For teachers at university extension courses as well as for those employed at adult education associations, who teach evening classes, there is no collective (The Education Association, 2008). However, for other teachers at adult education associations as well as teachers at folk high schools and day high school collective agreements exist since 2008 between the education confederation and the cooperation of employers within liberal adult education.

For teachers at the VUCs, the terms of employment are specified in two different collective agreements. For teachers at HF the terms of employment are regulated by a collective agreement between the Ministry of Finance and the Danish National Union of Upper Secondary School Teachers (hereafter GL) (Circular No 9675/2008). For teachers within FVU, AVU,
education for adults with dyslexia or Danish as L2, the terms of employment are regulated by a collective agreement between the Ministry of Finance and the umbrella organisation for teachers’ unions (Circular No. 9184/2009). While the executive order stating the terms of employment for teachers in liberal education only deals with temporary employment, permanent employment seems to be the norm in the collective agreements for the teachers at VUCs; temporary employment is, however, still possible. However, temporary employment of teachers at HF cannot be based on insecurity in relation to the number of students, budgetary uncertainty or the like. According to the agreements, teachers at VUCs are entitled to pension as well as full salary during illness and, except for a few special situations, a full salary during holidays (Circular No. 9705/2005).

For teachers at the AMU centres, the terms of employment are stated in a collective agreement between the Ministry of Finance and the umbrella organisation for teachers’ unions too (Circular No. 9012/2009). Like the teachers at VUCs, teachers at AMU centres are entitled to pension, but the agreement does not mention salaries in relation to holidays or illness. Teachers employed at centres for labour market education are under specific circumstances obliged to teach at other vocational education institutions in the region corresponding to eight weeks a year. If the activities at the centre cannot provide full-year employment; the agreement accepts that teachers may be temporarily employed.

4.2. Summary

As mentioned in the introduction to this chapter, one indicator of the status of a profession is the entry requirements. The official requirements for teachers of adults differ greatly between the three sectors: general, vocational and liberal AE. For teachers interested in teaching within general AE, pedagogical qualifications are required either prior to employment or during the first year of employment in the form of postgraduate teacher training. However, there is no demand for specific pedagogic qualifications in teaching adults. An education as a primary school teacher or postgraduate teacher training for upper secondary school is thus accepted in the legal regulations. In addition, prospective teachers within vocational education and training must acquire pedagogical qualifications by enrolling in postgraduate teachers training when they are hired, while teachers at AMU courses can wait until two years after their employment. Teachers within general AE, however, do not necessarily need to acquire pedagogical qualifications specifically related to the teaching of adults. For teachers within liberal education and training, there are no legal requirements to acquire pedagogical qualifications prior to or during employment.

The differences in relation to employment requirements are mirrored in the terms of employment. Though all teachers of AET have been organised in the same union since January 2009, the education confederation, their terms of employment differ considerably; the least central regulation is within liberal AE in relation to teachers at evening classes and university extension courses. As the only AET sector, these teachers are not covered by any collective agreement. Further, most seems to be employed on a part-time basis with limited legal right in relation to pension, sick pay and holiday pay.

Returning to employment requirements and terms of employment as indicators of the status
of the profession, it must be concluded that teachers of adults across sectors do not seem to share the same status. Based on terms of employment, teachers within general AE seem to have the highest professional status as adult educators. In contrast, teachers within liberal AE, who have no official employment criteria and only sporadically regulated terms of employment, seem to have the lowest professional status among adult educators. Teachers within vocational AE fall between the two, though closest to the teachers within general AE.
Conclusions

As stated in the introduction, the aim of the present report was to map current initial education and training opportunities for adult educators and to examine some key structural features that characterise professionalisation processes in the field of general, vocationally oriented and liberal AE in the Danish context. In doing so, the intention was to help unpack the issue of professionalisation of those who serve the public good by educating adults, with specific reference to those who earn their living by teaching adults in courses and programmes receiving public funding. These professionals constitute, in fact, the backbone of the Danish AET system, since they are the only ones who can ensure that adults participating in intentional learning opportunities engage in significant learning processes.

We described the rich and variegated AET provision that is available in Denmark for adults. This provision includes three differentiated education streams: general, vocationally oriented and liberal AE, each of which is characterised by organisational features and a financial structure that support the pursuance of specific educational goals. Each stream is composed of several typologies of provision, each presenting well-defined characteristics: aims, content, target groups etc. However, when it comes to the identification of qualification criteria for the recruitment of teaching staff within each typology, these well-defined boundaries become blurred.

The official requirements for teachers of adults reflect the traditional distinction between the three educational streams, i.e. general, vocational and liberal AE. In particular, for people who wish to teach within general AE, an education as a primary school teacher or postgraduate teacher training for upper secondary school teachers may be considered enough. Hence, there is no specific demand for pedagogic qualifications in teaching adults, except for those who wish to teach special education, including education for dyslectics, and Danish as L2. These potential teachers must have not only subject specific qualifications but also specialised pedagogical qualifications in teaching adults.

In the field of vocationally oriented AE, while both subject specific qualifications and professional experience are formally requested, no specific pedagogical qualifications in teaching adults are required before entering the profession. Although the Ministry of Education, in agreement with the council for vocationally oriented adult and continuing education, is expected to revise the qualification requirements for teachers within this field (Act No. 190/2008, §13). The discussion is still in progress; hence, no clear outcome has been produced at the time we write this report.

No qualification criteria for teachers in the field of liberal AE are defined by law.

The differences in relation to employment requirements are mirrored in the current terms of employment, even though teachers of adults are organised in a confederated that represents teachers in general, vocationally oriented and liberal AE. In particular, teachers within general and vocational AE, for example, teachers working at VUCs, are often ensured a normal salary when ill, on leave or on holiday, and are entitled to pension. In contrast, not only are teachers in liberal AE not covered by collective agreement, in most cases they are employed for a certain number of hours only. Hence, they have no legal right to pension, sick pay, or holiday pay.
There are thus few specialised qualification requirements in teaching adults for those who wish to enter the profession, and the terms of employment in some cases are characterised by limited economic coverage and security. It is therefore hardly surprising that when it comes to initial education and training of adult educators, only a few of the variety of courses and programmes dealing with adult learning available are intended to provide pre-service education and training for prospective teachers of adults.

In short it can be said that people with no prior pedagogical qualifications can enrol in short-cycle education, i.e. an AVG course. Starting from the autumn term 2009, people who have not yet completed a short-cycle higher education but already have a minimum of two years of professional experience, can now acquire specialised pedagogical competences by enrolling in an Academy Profession Programme. This also applies to those who wish to work in the field of vocationally oriented AE.

The situation is different for people with a relevant short-cycle education and at least two years of professional experience, since they can specialise in working with adults by enrolling in diploma as well as Master programmes, at either medium- or long-cycle levels.

At first glance, it can be said that people willing to study in the field of AE in order to qualify as adult educators have several opportunities to do so.

A closer look at the current opportunity structure for (prospective) adult educators, however, highlights a differential depth in the qualified knowledge and skills in working with adults in education settings one can acquire, not least due to substantial differences between the courses and programmes on offer in terms of educational provider, content, length, entry criteria and final attestation. Furthermore, most programmes require at least two years of professional experience and are therefore of primary relevance for practitioners interested in enhancing their professional qualifications rather than for prospective adult educators who wish to acquire specialised qualifications prior to employment.

This may be the result of the fact that this type of provision is part of the AET provision rather than part of the mainstream education system. Consequently, it primarily addresses people with low educational attainment and/or people aiming at a career shift at a later stage in life, rather than young people preparing themselves to enter the labour market.

The situation depicted here is no worse than in other countries in Europe as well as in the USA, where opportunity structures for prospective adult educators are even sparser. However, it is unexpected for a country like Denmark, in which almost one out of three adults took part in AET activities in 2007, and where several policy documents with a focus on AET have been produced in the last decade.

An attentive reading of the policy strategies put forward by the Danish government highlights an increased focus on the quantity of learners engaging in AET, thus the political will to increase participation in AET by removing existing barriers, as well as on the type of knowledge to be acquired, hence the focal point being basic and vocational skills required by the labour market, rather than on the ‘quality’ of the learning process in which adults engage when

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9 It must be mentioned that in several countries, such as Italy and Germany, the opportunity structures often include long-cycle higher education programmes at either bachelor or graduate levels (Andersson, 2007; Merriam & Brockett, 2007; Nuissl & Lattke, 2008).
entering the AET system. Qualification of those teaching in the AET system, in fact, is seldom covered in national reports and strategies in relation to both present and prospective teachers, with only few exceptions. Paradoxically, despite the increased emphasis on the need for high quality AET, the question is rarely addressed of how to ensure that those who earn their living by educating adults acquire the pedagogical qualifications they need prior to employment.

To conclude: at a time when the role of AE seems to be receiving greater political attention teaching adults still seems to be considered a vocation or a profession one 'learns by doing' and possibly gets better at over time through continuing professional development, rather than a profession one should be prepared to perform, prior to employment, via ad hoc initial education and training opportunities.
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## Terminology and acronym index

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