

Provincial Centres for Adult Education

What they are, how they function and who use them



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Executive Summary

With almost 4 in 10 adults without an upper secondary degree, Italy has one of the largest low-skilled adult populations in Europe. Individuals with low qualifications and competences tend to not be in employment and are most at risk of being marginalised in modern societies and economies, where knowledge and ability to access and process information is ever more crucial, not only in order to succeed in the labour market, but also to participate in the broader society. Yet, in spite of Italy's large proportion of low qualified adults, participation in adult education is among the lowest in Europe, with only 25% of adults participating to either formal or non-formal learning in Italy, compared to over 65% in countries such as Sweden, Denmark and Finland. Such lower propensity of the low qualified to participate in up/reskilling programmes might lead to “low-skill traps”, whereby low qualified adults are trapped in low-level occupations with limited opportunities for development, and experience frequent and sometimes prolonged spells of unemployment. This also leads to shortages in highly qualified workers that can limit the ability of firms to invest in new technologies and innovate, ultimately stunting productivity growth.

Aware of these important upskilling and reskilling needs, in the past decade Italian authorities have boosted their efforts to reorganise the adult learning system. In particular, with the Decree n. 263/2012 of the President of the Republic, the system was significantly modified to introduce the CPIA (Provincial Centres for Adult Education). Currently, approximately 130 CPIA operate throughout the country, typically serving people aged 18 and above, with generally low levels of education and regardless of their nationality. Together with a number of other key stakeholders involved in adult education, CPIA are organised in territorial services networks (*Reti territoriali di servizio*).

CPIA offer courses aimed at raising the educational levels and strengthening the basic skills of the adult population. In particular, three types of courses are offered by CPIA: (i) first level courses (leading to the achievement of the final qualification of the first cycle of education and / or the certification of the acquisition of basic skills related to compulsory education); (ii) second level courses (which lead to the achievement of the technical, professional and artistic high school diploma); (iii) literacy and Italian language courses (which lead to a qualification certifying the achievement of a level of knowledge of the Italian language at least at level A2 of the Common European Framework of Reference for Languages). In addition to these courses, CPIA can provide supplementary courses based on local demand and conduct activities of research, experimentation and development, in relation to adult learning.

Overall, 236 000 students were enrolled in CPIA in the school year 2019/20. Men were slightly more numerous than women (56% and 44% of the total number of students, respectively), while non-EU foreigners represented more than 60% of the total. Yet, important differences by gender and nationality exist across course levels. For example, non-EU migrant adults represent most of the students enrolled in Literacy and Italian language courses, while they are only 18% of those attending Level 2 courses; and women represent 51% of students in literacy but they are only 38% of all participants to Level 2 courses. For Level 2 courses, the majority of students attend the professional curriculum, services sector (*Professionale – settore servizi*) which is more likely to offer concrete professional opportunities than the *liceo*, which is attended by less than 4 000 students throughout the country. Unemployment remains the

main labour market status among students, although inactivity is also relatively common among a number of working age students.

Similarly to other European countries, the Italian adult learning landscape has also been characterised by important changes in the recognition and validation of non-formal and informal adult learning during the last decade. Indeed, one of the main innovations introduced by CPIA is the recognition of competences and the personalisation of pathways for their students. This has been possible thanks to the reorganisation of the curricula into learning units (*unità di apprendimento*), that connect skills, knowledge and competences to each type of courses and learning periods, and define the number of hours of classes to be attended both in person and at distance.

Thanks to the adoption of learning units, CPIA students' learning pathways can be personalised based on the recognition of their competences previously acquired through formal, informal and non-formal learning. The number of competences varies across course type and period. The competences for the first period of Level 1 courses are 22, while they are 16 for the second period. The first period of Level 1 courses also includes additional key citizenship competences (*Competenze chiave in materia di cittadinanza da acquisire al termine dell'istruzione obbligatoria*), to be acquired by the end of compulsory education. Considering the different nature of Level 2 courses, competences are strictly linked to the type of diploma chosen by the students and are articulated in three periods (i.e. first two years, third and fourth year and fifth year). For Literacy and the Italian language courses, competences refer to those of A1 and A2 levels of the Common European Framework of Reference for Languages.

In line with the Interministerial Decree of 15 March 2015, a specific Commission (*Commissione per la Definizione del Patto Formativo Individuale*), chaired by the Director of the CPIA, is in charge of the process of recognition of competences. After an initial phase of reception and orientation of the students, the recognition of competences is organised in three main steps. First, the competences acquired by the student through formal, non-formal and informal learning are identified, typically thanks to the use of an interview and a personal booklet (*libretto personale*). Then, these competences are assessed through specific *ad-hoc* tests and evaluations. Finally, the Commission recognises the competences and allocates the credits accordingly, defining the number of hours needed to finalise the learning pathway chosen by the student. Based on this recognition of competences, a formal individual learning agreement (*Patto formativo individuale*) is signed by the student, the Commission, the director of the CPIA, and, for students of Level 2 courses, by the director of the upper secondary school that provides the course. While a number of instruments are at the Commission's disposal for the establishment of the learning agreement, its use is still limited throughout the country.

The objective of this report is to provide background information on the main characteristics of CPIA in order to better understand what challenges might exist in relation to students participation and recognition of competences. Chapter 1 focuses on the education outcomes and the participation in learning of the Italian adult population. Chapter 2 retraces the legislation leading to the creation of CPIA and presents their structure and learning offer. Chapter 3 highlights the system of recognition of competences, focusing on the steps needed to personalise individual learning pathways. Chapter 4 provides new evidence on the demographic, educational and labour market characteristics of CPIA students.

Sintesi

Con circa 4 adulti su 10 senza un titolo di studio secondario superiore, l'Italia è uno dei Paesi europei con la più alta percentuale di adulti poco qualificati. Gli individui con basse qualifiche e competenze tendono a non essere occupati e sono più a rischio di essere emarginati nella società e nella economia moderna, dove la conoscenza e la capacità di accedere ed elaborare informazioni è sempre più importante, non solo per avere più opportunità nel mercato del lavoro, ma anche per aumentare la partecipazione alla società in senso più ampio. Tuttavia, nonostante la grande proporzione di adulti poco qualificati in Italia, la partecipazione all'istruzione degli adulti è tra le più basse d'Europa, con solo il 25% degli adulti che partecipano a formazione formale o non formale, rispetto ad oltre il 65% in paesi come Svezia, Danimarca e Finlandia. Questa minore propensione alla formazione e alla riqualificazione delle persone con bassi livelli di educazione potrebbe portare a cosiddette "low-skill traps" (trappole delle basse competenze), in cui gli adulti poco qualificati sono bloccati in occupazioni di basso livello con limitate opportunità di sviluppo, e vivono frequenti e talvolta prolungati periodi di disoccupazione. Questa situazione porta anche a delle carenze di lavoratori altamente qualificati, che si traduce in una scarsa capacità delle aziende di investire in nuove tecnologie e innovare, limitando in ultima analisi la crescita della produttività.

Consapevoli di queste importanti esigenze di formazione e riqualificazione, nell'ultimo decennio le autorità italiane hanno intensificato i loro sforzi per riordinare il sistema di istruzione degli adulti. In particolare, con il Decreto n. 263/2012 del Presidente della Repubblica, il sistema è stato significativamente modificato grazie alla creazione dei CPIA (Centri Provinciali per l'Istruzione degli Adulti). Attualmente, circa 130 CPIA operano in tutto il paese, servendo tipicamente persone dai 18 anni in su, di tutte le nazionalità e con un livello di istruzione generalmente basso. Insieme ad una serie di altri attori chiave coinvolti nell'educazione degli adulti, i CPIA sono organizzati in reti territoriali di servizio.

I CPIA erogano percorsi di istruzione finalizzati a innalzare i livelli di istruzione e potenziare le competenze di base della popolazione adulta. In particolare, presso i CPIA si svolgono: (i) *percorsi di primo livello* (che conducono al conseguimento del titolo di studio conclusivo del primo ciclo di istruzione e/o della certificazione attestante l'acquisizione di competenze di base connesse all'obbligo di istruzione); (ii) *percorsi di secondo livello* (che conducono al conseguimento del diploma di istruzione tecnica, professionale e artistica); (iii) *percorsi di alfabetizzazione e apprendimento della lingua italiana* (che conducono al conseguimento di un titolo attestante il raggiungimento di un livello di conoscenza della lingua italiana almeno al livello A2 del Quadro comune europeo di riferimento per la conoscenza delle lingue). Oltre a questa offerta formativa, i CPIA possono anche fornire corsi supplementari in base alla domanda locale e condurre attività di ricerca, sperimentazione e sviluppo, in relazione all'istruzione degli adulti.

Complessivamente, nell'anno scolastico 2019/20 gli studenti iscritti ai CPIA erano 236 000. Gli uomini erano leggermente più numerosi delle donne (rispettivamente 56% e 44% degli studenti), mentre gli stranieri non comunitari rappresentavano oltre il 60% del totale. Importanti differenze per genere e nazionalità sono individuabili tra i vari livelli di corso. Ad esempio, gli stranieri non comunitari rappresentavano la maggior parte degli studenti iscritti ai corsi di alfabetizzazione e apprendimento della lingua italiana, mentre erano solo il 18% dei frequentanti dei corsi di livello 2; e le donne rappresentavano

il 51% degli studenti dei percorsi alfabetizzazione ma solo il 38% del totale dei partecipanti ai percorsi di livello 2. Per i percorsi di secondo livello la maggior parte degli studenti ha frequentato il curriculum professionale, settore servizi, che offre potenzialmente delle opportunità professionali più concrete rispetto al liceo, che è frequentato da meno di 4.000 studenti in tutto il paese. La disoccupazione rimane la principale condizione professionale tra gli studenti, sebbene anche l'inattività sia relativamente comune tra alcuni studenti in età lavorativa.

Come in altri Paesi europei, il panorama dell'istruzione degli adulti in Italia è stato caratterizzato, nell'ultimo decennio, da importanti cambiamenti nel riconoscimento e nella convalida dell'apprendimento non formale e informale. Infatti, una delle principali innovazioni introdotte dai CPIA è il riconoscimento dei crediti e la personalizzazione dei percorsi di apprendimento per i propri studenti. Questo è stato possibile grazie alla riorganizzazione dei curricula in unità di apprendimento, i quali collegano abilità, conoscenze e competenze ad ogni tipo di corso e periodo di apprendimento, e definiscono il numero di ore di lezione da frequentare sia di persona che a distanza. Grazie alle unità di apprendimento, i percorsi di studio degli studenti dei CPIA possono essere personalizzati in base al riconoscimento delle competenze comunque acquisite attraverso l'apprendimento formale, informale e non formale. Il numero di competenze varia a seconda del tipo di corso e del periodo. Le competenze per il primo periodo dei percorsi di primo livello sono 22, mentre sono 16 per il secondo periodo. Il primo periodo dei percorsi di primo livello include anche ulteriori competenze chiave in materia di cittadinanza da acquisire al termine dell'istruzione obbligatoria. Considerando la diversa natura dei percorsi di secondo livello, le competenze sono strettamente legate al tipo di diploma scelto dagli studenti e sono articolate in tre periodi di apprendimento (cioè primo biennio, terzo e quarto anno e quinto anno). Per i percorsi di Alfabetizzazione e apprendimento della lingua italiana, le competenze fanno riferimento a quelle dei livelli A1 e A2 del Quadro Comune Europeo di Riferimento per la Conoscenza delle Lingue.

Come previsto dal Decreto Interministeriale del 15 marzo 2015, un'apposita Commissione (Commissione per la Definizione del Patto Formativo Individuale), presieduta dal Dirigente Scolastico del CPIA, si occupa del processo di riconoscimento dei crediti. Dopo una prima fase di accoglienza e orientamento degli studenti, il riconoscimento dei crediti è organizzato in tre fasi principali. In primo luogo, le competenze acquisite dallo studente attraverso l'apprendimento formale, non formale e informale sono identificate, generalmente grazie all'uso di un'intervista e di un libretto personale. Poi, queste competenze sono valutate attraverso test e valutazioni ad hoc. Infine, la Commissione assegna i crediti e definisce il numero di ore necessarie per completare il percorso di apprendimento scelto dallo studente. Sulla base di questo riconoscimento dei crediti, un accordo formale, denominato Patto formativo individuale, viene firmato dallo studente, dalla Commissione, dal Dirigente Scolastico del CPIA e, per gli studenti dei percorsi di secondo livello, dal Dirigente Scolastico della scuola secondaria superiore che eroga il corso. Sebbene la Commissione disponga di una serie di strumenti per stabilire il contratto di apprendimento, il suo uso è ancora limitato.

L'obiettivo di questo rapporto è di illustrare le caratteristiche principali dei CPIA al fine di comprendere meglio quali sfide potrebbero esistere in relazione alla partecipazione degli studenti e al riconoscimento dei crediti. Il primo capitolo si concentra sul livello d'istruzione e la partecipazione alla formazione della popolazione adulta italiana. Il secondo capitolo ripercorre la legislazione che ha portato alla creazione dei CPIA e ne presenta la struttura e l'offerta formativa. Il terzo capitolo illustra il sistema di riconoscimento dei crediti, concentrandosi sui passaggi necessari per personalizzare i percorsi di apprendimento. Il quarto capitolo analizza le caratteristiche demografiche e professionali e i livelli di istruzione degli studenti dei CPIA.

1 Adults' learning needs in Italy

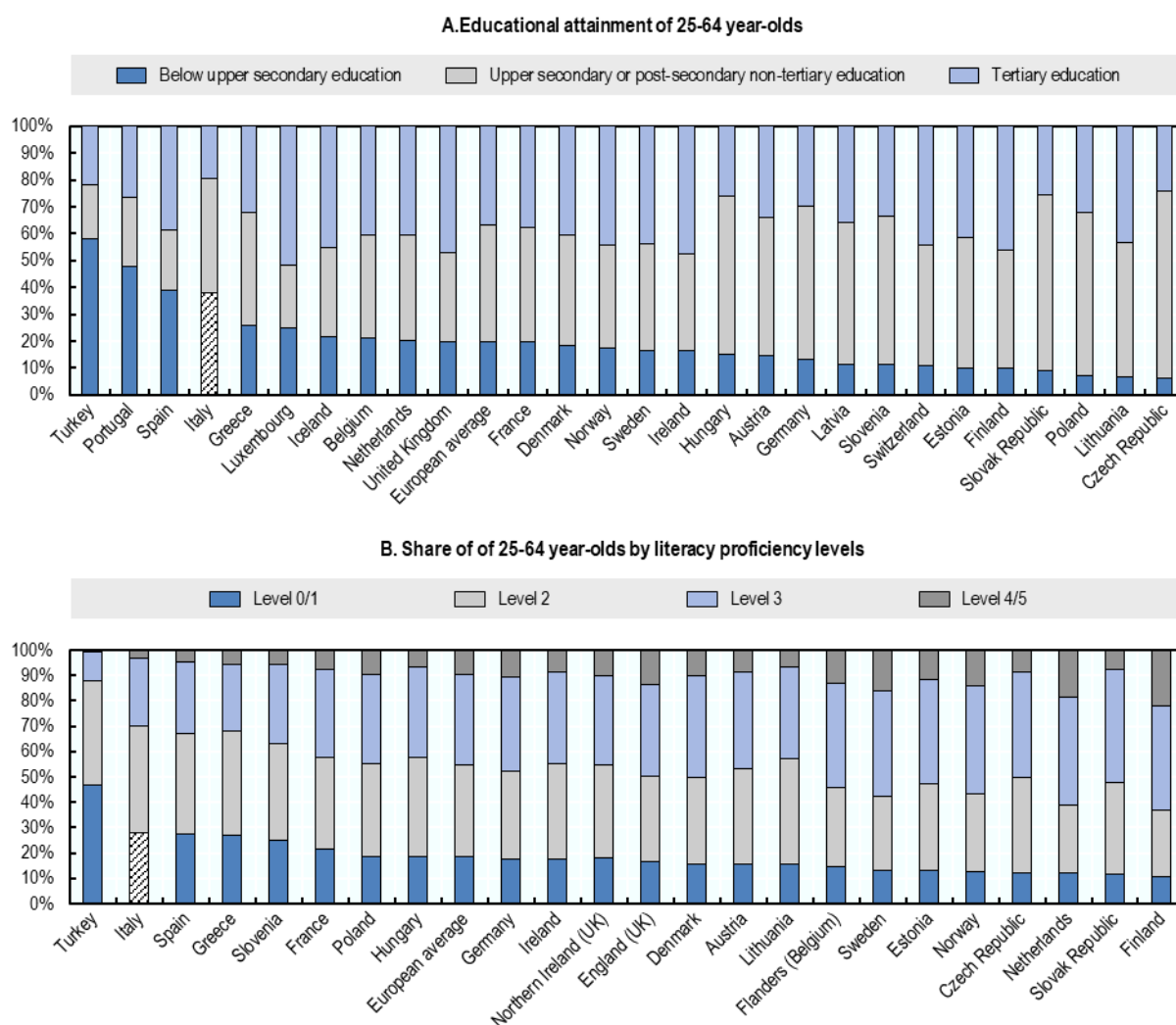
Setting the scene

Over the past decade, policy makers have increasingly turned their attention to the pressing learning needs of the Italian adult population. Numerous studies by a wide range of organisations involved in the education sector in Italy have stressed the crucial role of adult learning for the country's GDP growth and for the economic system's resilience in the face of global megatrends, such as population aging and technological change. All main stakeholders in both the education and employment spheres – to cite a few, ANPAL, INAPP and INDIRE – contributed to and continue to inform the discussion, each with its own angle, but with a common starting point: Italy has one of the largest low-skilled adult populations in Europe.

Indeed, almost 4 in 10 adults do not have an upper secondary degree in Italy, which is nearly double the European average (Panel A of Figure 1.1). Only two OECD countries perform worse than Italy in Europe – namely Portugal and Spain. In contrast, the share of the low qualified is as low as 13% and 10% in countries such as Germany and Finland, respectively. This relatively widespread lack of qualifications in Italy is reflected also in the actual competences of the adult population. According to data from PIAAC (Programme for the International Assessment of Adult Competencies), the share of adults with low literacy proficiency (defined as those who score at or below Level 1) is the largest of all European countries in the dataset, reaching 28% (Panel B of Figure 1.1). These individuals are most at risk of being marginalised in modern societies and economies, where the knowledge and the ability to access and process information is ever more crucial, not only in order to succeed in the labour market, but also to participate in the broader society (Grotlüschen et al., 2016^[1]) (OECD, 2016^[2]).

But who are these low skilled adults in Italy, what are their characteristics and, most importantly, how can they be supported in their upskilling and reskilling pathways? The remainder of this section aims at giving a succinct yet comprehensive snapshot of the low qualified adult population in Italy. Conditional on data availability, it defines two groups of low qualified individuals: those with primary education (*licenza elementare*) or no degree, and those with up to lower secondary education (*licenza media*).

Figure 1.1. Italian adults are among the lowest qualified and skilled in Europe

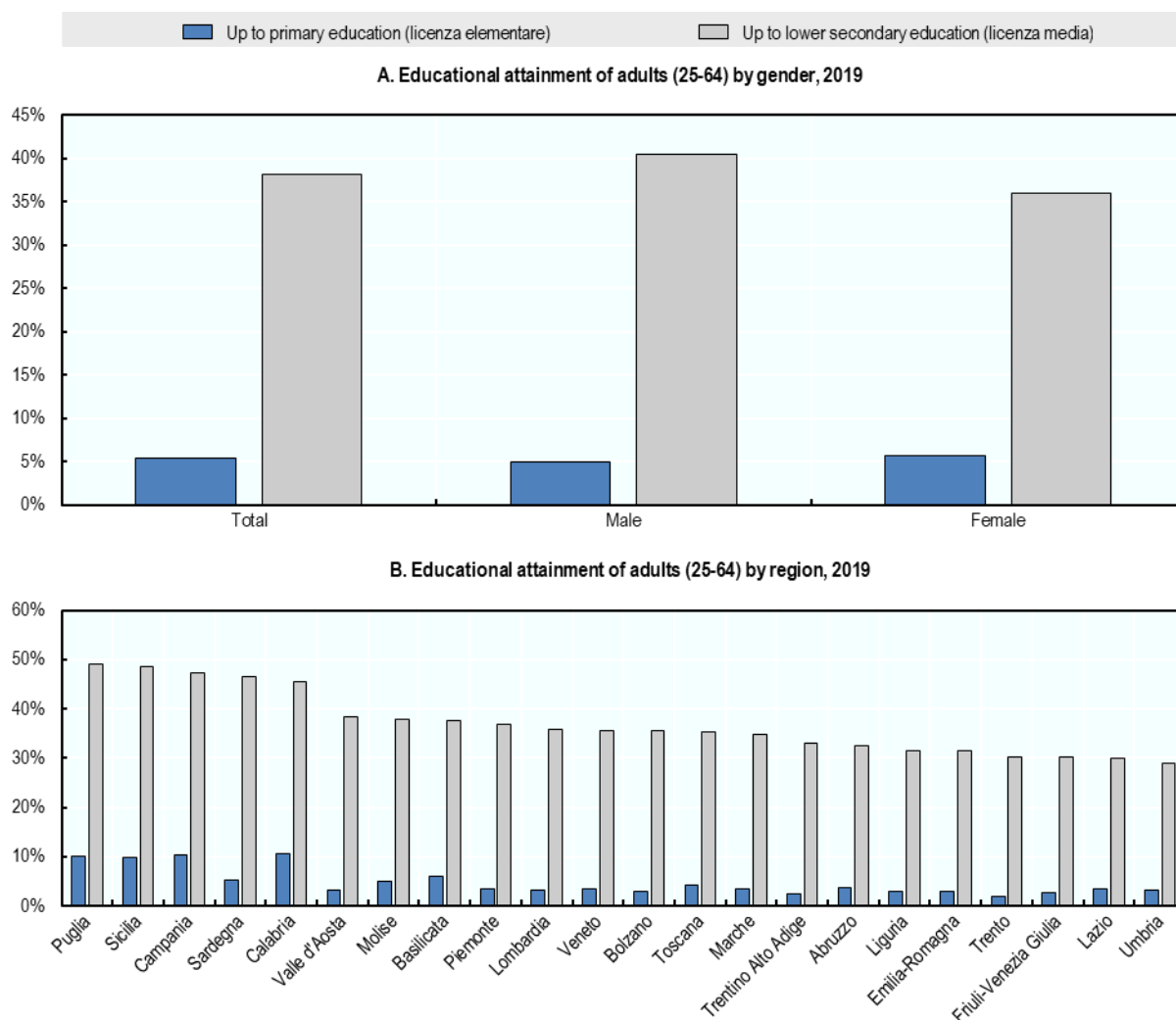


Note: Data for Panel A refer to 2019, while data for Panel B refer to 2012 and 2015. European averages are unweighted.
Source: OECD Secretariat's calculations based on OECD Education at a Glance and PIAAC.

The characteristics of low qualified adults in Italy

A relatively large segment of the Italian population has at most primary education: in 2019, 5% of adults (25-64) in Italy had no qualification or primary schooling (Panel A of Figure 1.2). The proportion of adults with at most lower secondary education (*licenza media*) is larger, on average 38% for the whole Italy – 40% for men and 36% for women. Regional differences are also large (Panel B of Figure 1.2). Indeed, the share of 25-64 individuals that have at most lower secondary education spans from 29% in Umbria to almost 50% in Puglia.

Figure 1.2. Almost 4 in 10 adults in Italy have no upper secondary degree

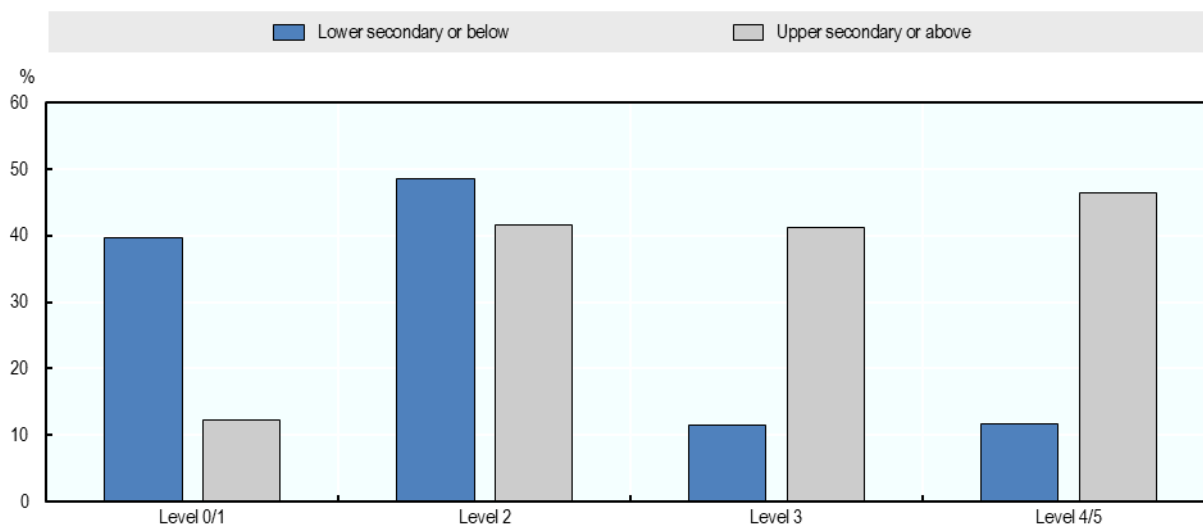


Source: OECD Secretariat's calculations based on Istat data (<http://dati.istat.it>).

As expected, lower qualified people are also lower skilled. For instance, Italian data from the PIAAC survey show that almost 4 in 10 adults with lower secondary schooling score at Level 1 and below compared to only 1 in 10 of those with upper secondary qualifications (Figure 1.3).¹ Adults who score at Level 1 can only carry out very simple tasks. For example, at Level 1 in literacy, adults can only read brief texts on familiar topics and locate a single piece of specific information identical in form to information in the question or directive. In numeracy, adults at Level 1 can only perform basic mathematical processes in common, concrete contexts, for example, one-step or simple processes involving counting, sorting, basic arithmetic operations and understanding simple percentages. Such relatively limited skills proficiency might have profound impact on individuals' outcomes both in the labour market and outside.

¹ PIAAC's skills proficiency is calculated on a 500-point scale, but, to make the interpretation and comparison of performance more manageable, this scale is divided into six proficiency levels, which range from below Level 1 to Level 5. Low skills proficiency is defined as scores at or below Level 1.

Figure 1.3. Lower qualified adults are also lower skilled

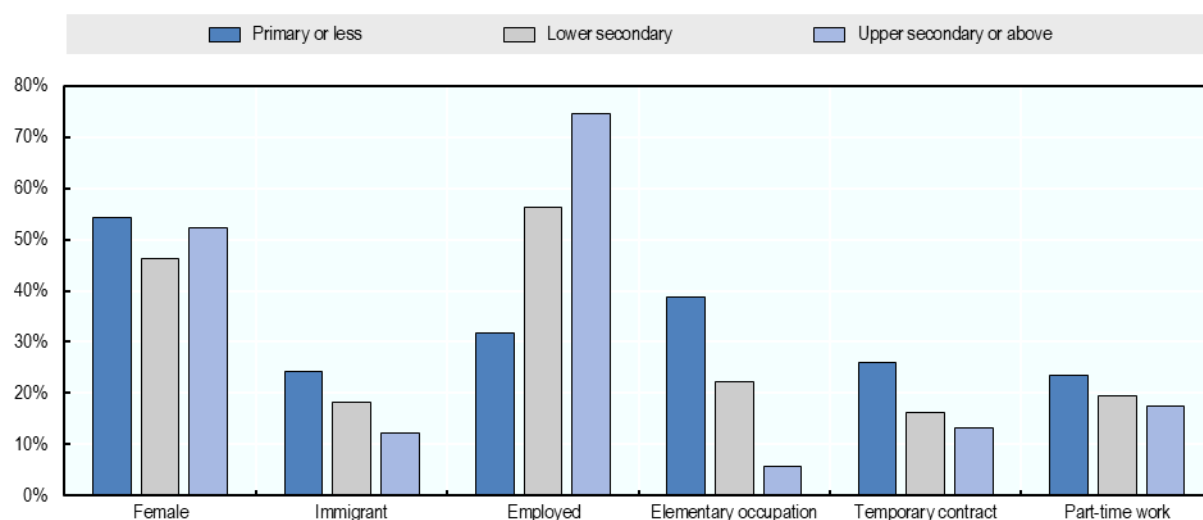


Note: Educational attainments below lower secondary schooling have been aggregated in order to increase sample size.

Source: OECD Secretariat's calculations based on PIAAC (2012).

Further insights on the characteristics of the low qualified adult population in Italy and the identification of differences across population subgroups can be gathered by exploiting data from the 2019 Labour Force Survey. For instance, women are less likely than men to have just a lower secondary degree and represent more than half (54%) of those with no schooling or primary education (Figure 1.4). In a similar vein, foreigners represent a fourth of all adults with up to primary education in Italy, while they represent only 12% of those with upper secondary education or above. Differences are even more marked when examining labour market outcomes. Indeed, the share of adults in employment is much lower for those with *licenza elementare* or less (32%) than for adults with a lower secondary degree (56%) and an upper secondary degree (75%). The quality of jobs – proxied by having an elementary (and hence lower productive and lower paid) occupation, temporary contracts and part-time positions – is also poorer for lower qualified adults.

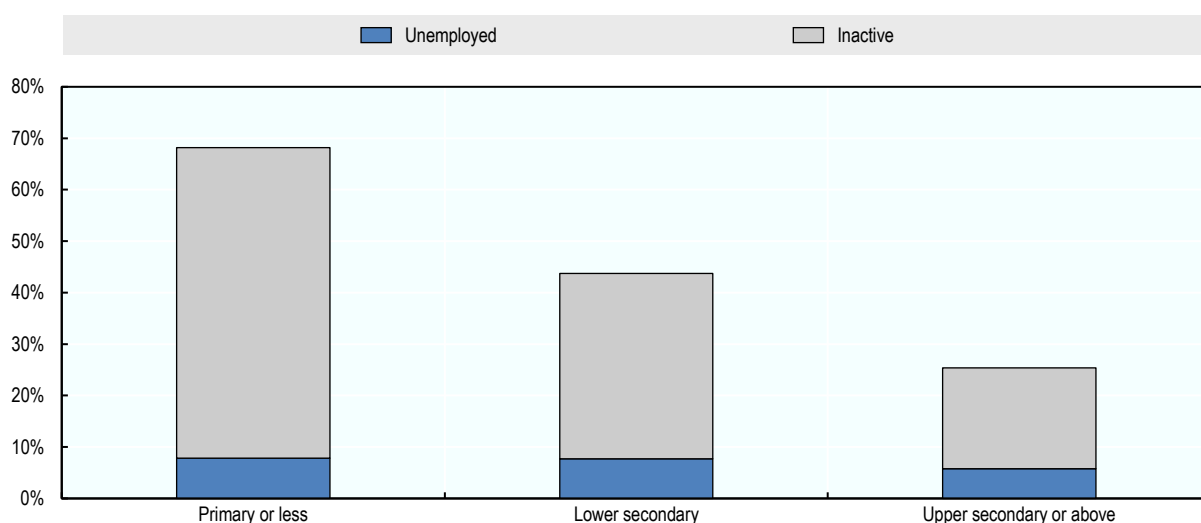
Figure 1.4. Lower qualified adults have poorer labour market outcomes



Note: Categories refer to the highest educational qualification. Elementary occupations refer to those at ISCO level 9.
Source: OECD Secretariat's calculations based on EULFS (2019).

Given the large share of low qualified who are not employed in Italy, it is particularly interesting to understand their characteristics, since this is the group of individuals who would benefit the most from adult learning. Unlike what one might think, the low-qualified are not more likely to be unemployed than the rest of the population (Figure 1.5). Overall, roughly 8% of adults with primary or lower secondary education are unemployed compared to 6% of adults with a high school diploma or higher. In contrast, low qualified adults are three times more likely to be inactive as the high-skilled: 60% versus 20%.

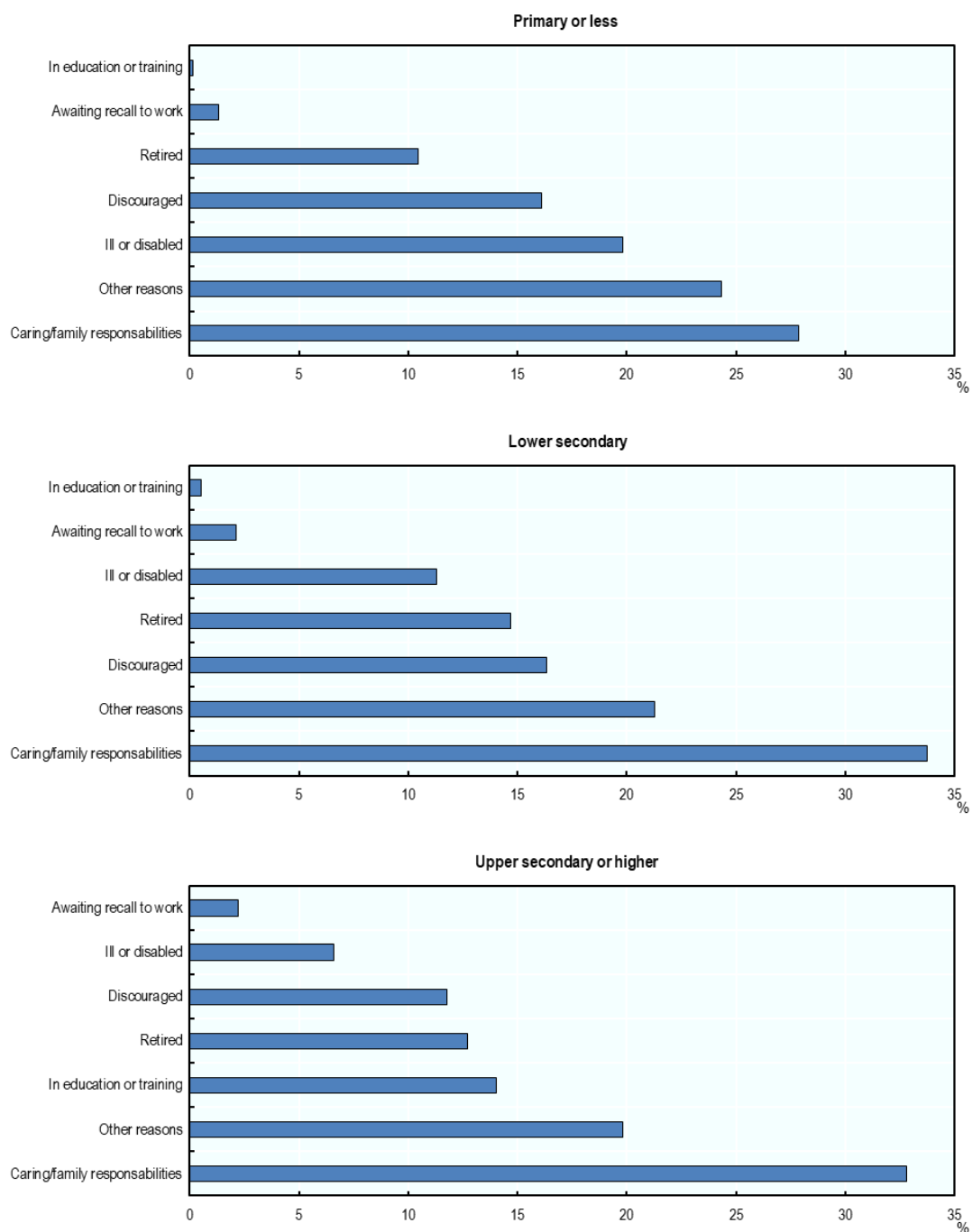
Figure 1.5. Low qualified adults are three times more likely to be inactive than the higher-skilled



Source: OECD Secretariat's calculations based on EULFS (2019).

Although caring and family responsibilities represent the main reason for inactivity for all adults, a large proportion of those with upper secondary education or above (14%) are also outside the labour market because they are attending learning courses (Figure 1.6). On the other hand, this is the least cited reason for inactivity for both those with up to primary education (0.15%) and those with lower secondary (0.52%). In contrast, these two groups of lower qualified adults are approximately 5 percentage points more likely than their higher-skilled peers to have left the labour force because they feel discouraged of the possibilities to find a job. For these individuals, in particular, upskilling and reskilling opportunities might be key to regain confidence in their competences and face again the difficult Italian hiring market.

Figure 1.6. Reasons for inactivity vary with educational attainment

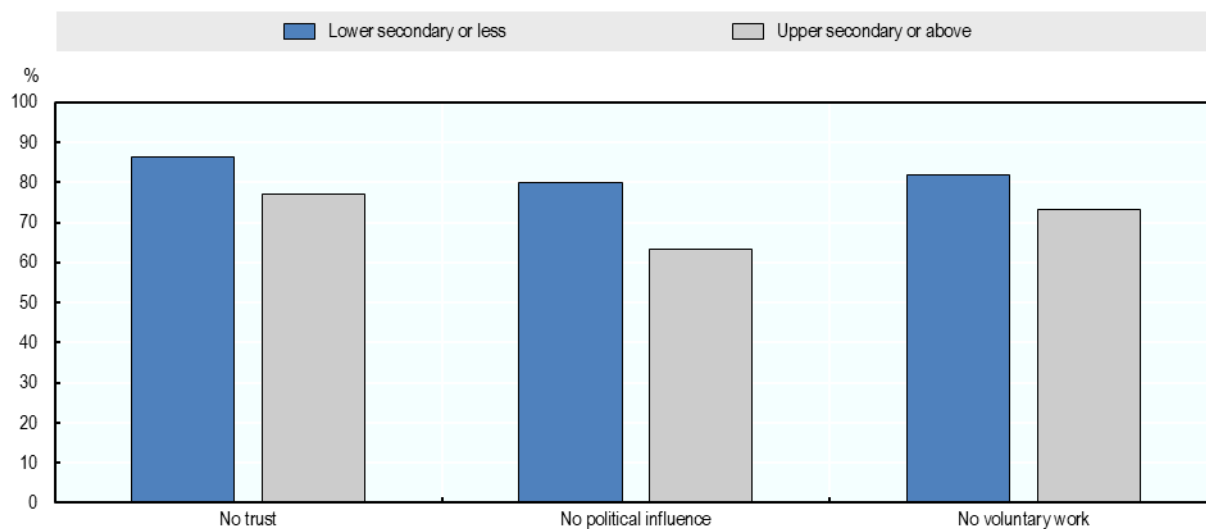


Source: OECD Secretariat's calculations based on EULFS (2019).

Low qualified adults have specific characteristics that go beyond labour market outcomes. In particular, their integration in society tends to be poorer. For example, low qualified adults are more likely to have no trust in others than individuals with at least an upper secondary degree (Figure 1.7). Interpersonal trust, especially generalised trust, is particularly important as it is a strong predictor of economic prosperity (Fukuyama, 1995^[3]) and individual well-being (Helliwell and Wang, 2011^[4]). In a similar vein, also political efficacy (the belief that one had influence on the political decision-making) is key, as it helps sustain and

develop successful democratic systems (Pateman, 1970^[5]). In Italy, 80% of low qualified adults believe to have low political efficacy, compared to 63% of individuals with at least a high-school degree. Another important proxy of social integration is participation in volunteer activities. Volunteering is a strong indicator of the extent to which people are part of formal social networks and activities (Putnam, 2001^[6]). Once again, the low qualified in Italy tend to volunteer less. Overall, these results for Italy are in line with previous research on other countries showing that education is one of the factors that is most strongly associated with social connectedness (Blanchflower and Oswald, 2011^[7]).

Figure 1.7. Low qualified adults are less integrated in the social tissue



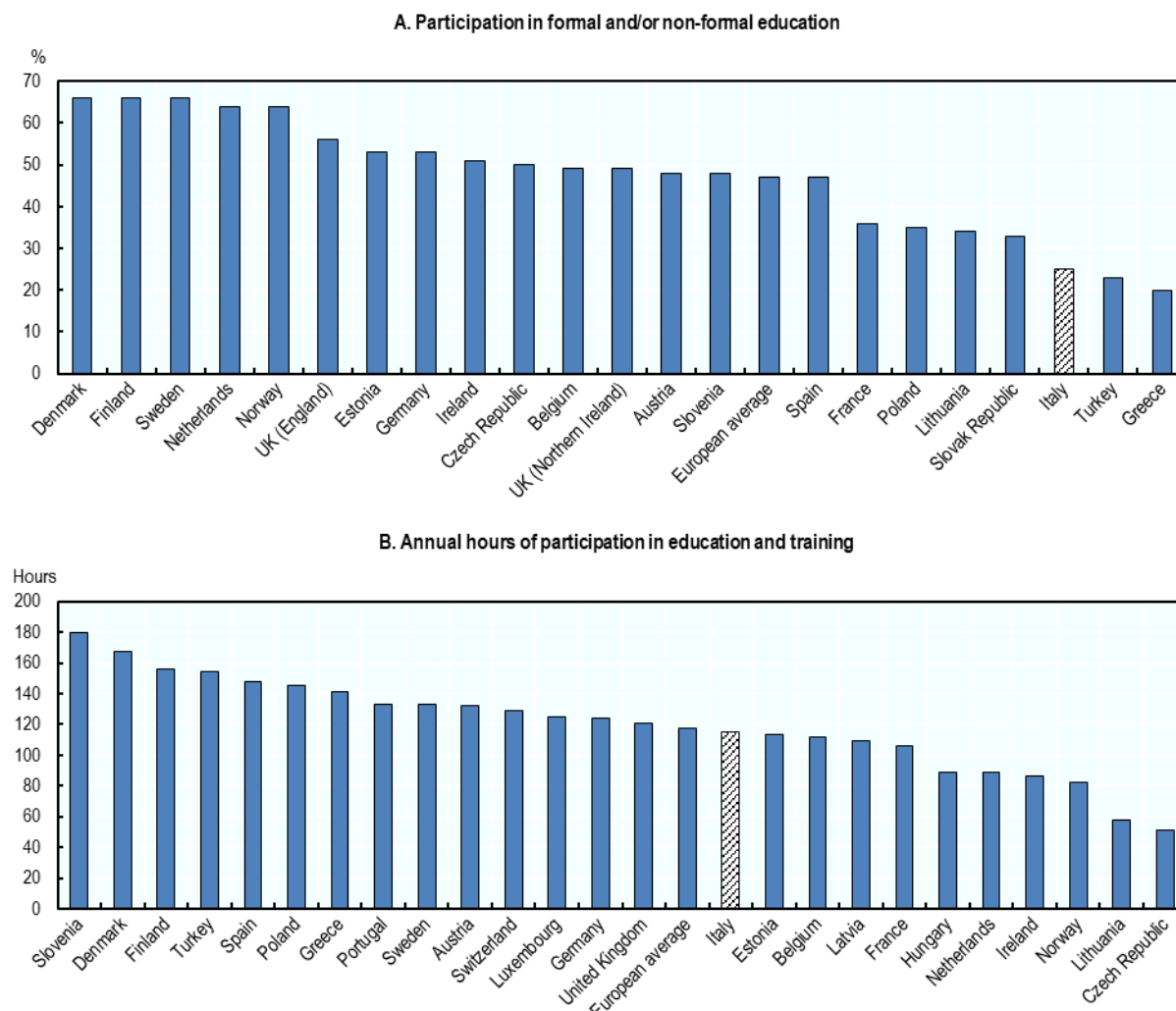
Note: All means differences are statistically significant. Educational attainments below lower secondary schooling have been aggregated in order to increase sample size.

Source: OECD Secretariat's calculations based on PIAAC (2012).

Adult learning patterns in Italy

In spite of its large proportion of low qualified adults, participation in adult education in Italy is among the lowest in Europe (Figure 1.8). Only 25% of adults participate to either formal or non-formal learning in Italy, compared to above 65% in countries such as Sweden, Finland and Denmark. Turkey and Greece are the only European countries performing worse than Italy, with participation rates of 23% and 20% respectively. Looking at the intensive margin (i.e. the number of hours per year that adults spend in education or training) provides at a similar picture, although Italy's performance *vis à vis* other European countries improves. Overall, Italian adults spend 115 hours per year in learning programmes, which is only 2 hours below the European average.

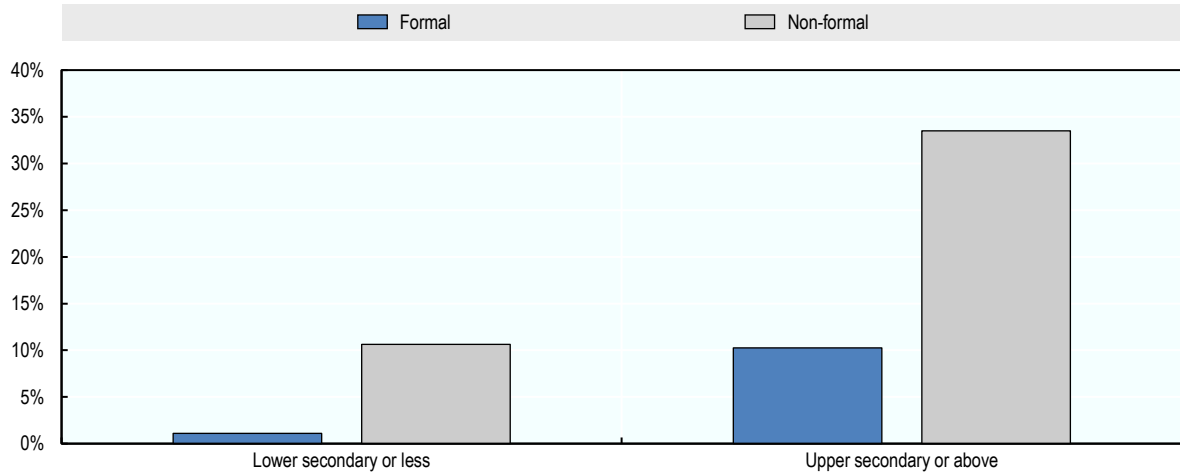
Figure 1.8. Participation in adult learning in Italy is among the lowest in Europe



Source: OECD Secretariat's calculations based on data from PIAAC (2012, 2015).

Adults with low skills are most at risk of experiencing a deterioration in their labour market prospects in the coming decades. This is because the demand for their competences is decreasing, as many jobs they traditionally do are being automated or off-shored in advanced economies. Yet, low qualified adults turn out to have fewer opportunities to develop their skills further through education and training. In fact, in Italy only 1% of adults with at most lower secondary education participate in formal education courses, compared to 10% of adults with upper secondary degrees (Figure 1.9). The situation is slightly better for non-formal courses, which are attended by 11% of the low-qualified, although their participation rate remains much lower than their more qualified counterparts (33%).

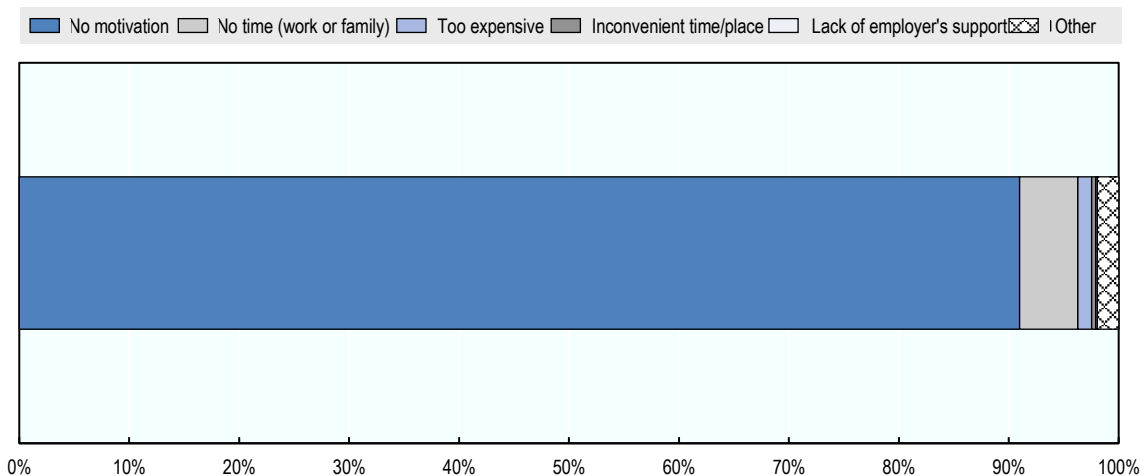
Figure 1.9. Participation in adult learning is especially low for the low qualified



Source: OECD Secretariat's calculations based on PIAAC (2012).

Such lower propensity to train and retrain of the low qualified is particularly important, since it might lead to a “low-skill trap”, whereby low qualified adults are trapped in low-level occupations with limited opportunities for development and on-the-job learning, and experience frequent and sometimes prolonged spells of unemployment (OECD, 2019^[8]). Therefore, examining the barriers to participation in learning opportunities faced by adults is imperative to understand how to expand adult education in Italy. The PIAAC survey is particularly apt to address this type of questions. Figure 1.10 shows that 9 in 10 adults who do not participate in learning programmes have not identified any learning opportunity (including online training) that they would have liked to take up. In other words, either they were not interested in training, they were not informed about the options opened to them or there is a lack of courses adapted to their needs. The lack of motivation and interest in learning programmes are a major issue and might be due to several reasons, such as a lack of awareness of the direct benefits of upskilling and reskilling or a bad image of training opportunities in Italy. Only 5% of adults not participating to training state that this is due to work or family responsibilities and lack of time. All other reasons, such as the cost of the learning opportunities, the lack of employers’ support or the training taking place at inconvenient times or places, represent altogether only 4% of all replies.

Figure 1.10. The main reason for not participating in adult learning in Italy is a lack of motivation



Note: Results are not disaggregated by the education level of the individual in order to maximise the number of observations for each category.
Source: OECD Secretariat's calculations based on PIAAC (2012).

2 The CPIA and their role

What are the CPIA?

In Italy, adult learning has been historically provided by public institutions.² The first evening classes were established in the 1960s and, in the following decade, the right to study was formally recognised for workers in both private and public sectors. At the end of the 1990s, the Local Permanent Centres (*Centri Territoriali Permanenti*) took the lead in promoting and coordinating adult education, while also strengthening collaboration with relevant stakeholders and assessing local skills needs (see Box 2.1 for a brief history of adult learning in Italy). Yet, it was not until the last decade that, in light of Italy's important upskilling and reskilling needs described in Chapter 1, authorities really boosted their efforts to address the gaps in the existing adult learning landscape.

In particular, the system was significantly modified with the Decree n. 263/2012 of the President of the Republic. This new piece of legislation defines the functioning and the teaching characteristics of the CPIA (Provincial Centres for Adult Education), which fully replace the Local Permanent Centres and the evening classes. CPIA are independent educational establishments that, similar to all other public schools in Italy have autonomy in relation to their premises, staff and governing bodies. They provide adult education and serve people aged 18 and above with low levels of education, regardless of their nationality.³ The 2012 reform was further advanced with specific guidelines for the implementation of the new CPIA system issued in March 2015, and it was fully implemented by the school year 2014/15 when numerous CPIA were set up throughout the country. In addition to the guidelines, the implementation of the CPIA benefitted from the support of the PAIDEIA plan, which was established in the school year 2014/15 with the objective of creating national measures for the update of the CPIA directors, teachers and other staff (Centro per l'Istruzione degli Adulti - CPIA Metropolitan di Bologna, 2017^[9]).

As a result of this important reform, there were 130 CPIA distributed in all regions of Italy except Aosta Valley and Trentino Alto Adige in school year 2019/20 (Table 2.1). The regions with the highest number of CPIA were Lombardy (19), Emilia Romagna and Piedmont (12) and Tuscany (11). Lombardy and Piedmont also had the highest number of students, around 39 000 and 27 000 respectively. As expected, regions with a population greater than 1 million are also those with a higher number of students (i.e. more than 10 000 students) – e.g., Sicily, Emilia-Romagna, Veneto, Lazio, Tuscany and Campania.

The total number of students of CPIA was above 249 000 in the school years 2017/18 and 2018/19 but it decreased to around 236 000 in 2019/20. If we only look at the first two years of analysis, trends in the number of students are not uniform across Italy. Among regions with the largest change (i.e. above 10%),

² In addition to the public provision of learning opportunities for the adult population, a number of private entities and NGOs, such as the Italian Union for Adult Learning (*Unieda - Unione Italiana per l'Educazione degli Adulti*), the *Università popolari* and the so-called University of the Third Age (*Università della terza età*), also provide adult training.

³ In exceptional cases, also individuals aged 15 without basic education can participate to CPIA classes, subject to specific agreements between the regions and the *Uffici Scolastici*. For the school year 2019/20, the enrolment is regulated by the Ministerial note 7755, released in May 2019. The note specifies the enrolment and the learning agreement closing dates, the eligibility criteria for all course types, the characteristics of at distance learning and the teaching of religion. It also provides the enrolment forms for all teaching levels (Ministero dell'Istruzione, 2019^[39]).

four (Umbria, Friuli Venezia Giulia, Lazio and Liguria) saw a significant increase in the number of students – more than 5 550 people in total. At the other end of the spectrum, Molise, Abruzzo, Emilia Romagna and Piedmont saw a decline of more than 6%, corresponding to a loss of around 4 000 students in total.

Table 2.1. The regional distribution and the number of students of CPIA

	Number of CPIA	Number of students		
		2017/18	2018/19	2019/20
Abruzzo	3	3,639	3,256	3,761
Basilicata	2	1,723	1,669	1,196
Calabria	5	9,404	9,858	9,627
Campania	8	20,320	19,045	18,253
Emilia-Romagna	12	21,193	19,736	19,461
Friuli-Venezia Giulia	4	4,263	5,745	5,139
Lazio	10	17,202	19,064	17,796
Liguria	6	8,931	9,883	8,782
Lombardy	19	44,235	42,652	38,886
Marche	5	5,913	5,910	5,452
Molise	2	1,932	1,627	1,054
Piedmont	12	28,238	26,376	27,117
Apulia	7	15,628	14,870	15,051
Sardinia	5	8,821	9,066	8,926
Sicily	10	24,857	24,668	21,988
Tuscany	11	15,014	15,038	14,530
Umbria	2	706	1,966	1,868
Veneto	7	17,119	18,767	16,919
Total	130	249,138	249,196	235,806

Note: Number of CPIA is for 2019/20.

Source: OECD Secretariat's calculations based on data from the Ministry of Education.

The number of CPIA teachers in Literacy and Level 1 courses for 100 students varies three-fold across the country. While the 2012 Decree states that CPIA should have no less than six teachers per 100 students,⁴ this figure ranges between two teachers for 100 students in the Marche region to seven teachers in Sicily (Figure 2.1).⁵ With the exception of Umbria, Southern regions (Sardinia, Calabria, Campania and Apulia) tend to have a greater number of teachers (5 teachers every 100 students). Among regions in the North, Veneto has the greatest number of teachers, i.e. 4 per 100 students.

⁴ The article 9 of the Decree of the President of the Republic n. 263/2012 mentions that there should not be less than 10 teachers for 160 students: "L'organico è determinato, nell'ambito e nei limiti degli organici definiti a legislazione vigente, con l'annuale decreto interministeriale adottato dal Ministro dell'istruzione, dell'università e della ricerca, di concerto con il Ministro dell'Economia e delle finanze, con riferimento al rapporto non superiore a 10 docenti ogni 160 studenti".

⁵ The number of teachers in Figure 2.1 includes those with temporary contracts and those working in prisons.

Figure 2.1. Average number of CPIA teachers in Literacy and Level 1 courses per 100 students, 2019/20



Note: Colour intensity implies different levels of CPIA teaching staff per 100 students, with the light blue indicating a lower number of teachers. Aosta Valley and Trentino Alto-Adige do not have any CPIA, and are hence excluded from the analysis. Data on teachers include only those in Literacy and Level 1 courses. The number of teachers includes both permanent teachers tenured in CPIA schools and those with temporary contracts (annual replacements and until the end of the teaching activities). This also includes teachers working in prisons. Note that temporary teachers who served as substitutes in different schools are counted multiple times, i.e. once for each school in which they served as substitute. Source: OECD Secretariat's calculations based on data from the Ministry of Education.

Box 2.1. The origin of CPIA

Italian authorities' interest in adult learning finds its origin in the 1960s, when the first evening classes for adults were established, especially in the North of the country. Yet, it was only with Law n. 300 of May 1970, better known as Workers' Statute (*Statuto dei Lavoratori*), that the importance of training for workers was formally recognized. In particular, a milestone in the Italian adult learning landscape was the renewal of the national contract for metalworkers in 1973, which recognised the right to study by allowing their workers to use 150 hours of paid work permits for training related activities. In the following years, the right to study was extended to other professional categories, first in the industrial sector, then to other dependent workers and finally to the public sector. To respond to such growing interest in adult training, the so-called Schools of 150 hours (*Scuole delle 150 ore*) were created to provide elementary and lower secondary school certificates to low-skilled adults.

In 1990s, adult training was offered simultaneously by the Local Permanent Centres (*Centri Territoriali Permanenti*), which provided elementary and lower secondary diplomas, and by the so-called evening classes (*Classi serali*), focusing on higher secondary school diplomas. This dichotomy was finally resolved in 1999, when the ministerial order n. 55 decreed that the Local Permanent Centres became the main institutions for the promotion and coordination of adult education in Italy. In addition to offering a wide range of courses (fully funded by the Ministry of Education, and hence free of charge for students), the Local Permanent Centres also strengthened collaboration with a number of private and public stakeholders involved in adult education. In parallel, the Centres have been also given the mandate to investigate the training needs at local level, as well as to certify the competences acquired in non-formal and informal learning.

The latest reform, which was initiated in 2012 with the Decree n. 263/2012 of the President of the Republic but fully implemented only in the school year 2014/15, officially replaced the Local Permanent Centres and the evening classes with the Provincial Centres for Adult Education (CPIA). An important characteristic of the CPIA is their greater flexibility on the schedule and the duration of their courses in comparison to the evening schools that only provided courses at the end of the working day. For example, for the literacy and language and the first period of the first level classes, more than half of the courses are provided in the afternoon. This helps people with different work or family commitments to take part in the courses based on their availability.

Source: INDIRE (2018^[10]).

The learning offer of CPIA

CPIA offer different types of courses, organised in the following three strands:

- Level 1 courses, which are organised in two teaching periods. The First Period corresponds to primary (*scuola elementare*) and lower secondary (*scuola media*) schools, while the Second Period corresponds to a certification of basic competences common to the first two years of vocational and technical upper secondary education (*scuola superiore*). Level 1 courses are organised around four axis: i) Languages axis; ii) Mathematical axis; iii) Scientific-technological axis; and iv) Historical and social axis (for the First Period) or Historical, social and economic axis (for the Second Period). Each axis includes a number of competences.
- Level 2 courses, aimed at obtaining a technical, vocational or artistic upper secondary school diploma.⁶ Teaching is divided in three periods for each field of study: (i) first period, aimed at acquiring the necessary certification for admission to the third and fourth years of upper secondary

⁶ These courses are provided by partner schools and not directly by the CPIA.

institutes; (ii) second period, aimed at acquiring the necessary certification for admission to the last year of the courses; (iii) third period, aimed at acquiring a technical, vocational or artistic upper secondary school diploma..

- Literacy and Italian language courses (*Percorsi di Alfabetizzazione e Apprendimento della Lingua Italiana - AALI*), which are mainly addressed to foreign people and are aimed at the acquisition of a certificate proving a level of knowledge of the Italian language not lower than the A2 level of the Common European Framework of Reference for Languages. Courses focus on 5 areas (listening, reading, oral and written interaction, oral production and written production) for a total of 20 different skills.

Each type of courses has a specific structure and number of hours. However, as it will be extensively explained in Chapter 3 of this report, the number of hours can be adapted to the previous competencies acquired by the student. The specifications of each type of courses is summarised in Table 2.2.

Table 2.2. The characteristics of the courses provided by the CPIA

	Level 1		Level 2	Literacy and Italian language
Skills/Education level	Primary and lower secondary education (First teaching period)	First two years of upper secondary education (Second teaching period), aimed at achieving the basic skills of mandatory education (DM 139/2007)	Technical, vocational or artistic diploma	Levels A1 and A2 of the Common European Framework of Reference for Languages
Number of hours	400 (+200)	825	70% of the hours of the 'day' schools	200
Admission criteria	People aged 18 and above, including non-Italian citizens. In exceptional cases, also people aged 15 and above can be accepted.		People aged 18 and above, including non-Italian citizens, having completed the first-cycle of education. People aged 16 and above who cannot attend day classes can also be accepted.	Working age adults with a foreign citizenship.
Structure	Organised around four axis: i) Languages axis; ii) Mathematical axis; iii) Scientific-technological axis and Historical and social axis (for the first period) or Historical, social and economic axis (for the second period)		Teaching is divided in three periods for each field of study: i) the first two years; ii) the third and fourth years; iii) the fifth year, which includes the diploma.	Each level is organised in 5 areas (listening, reading, oral and written interaction, oral production and written production) for a total of 20 different skills

Note: The table indicates the standard number of hours, which can be however modified according to the skills and previous education of the students. In particular, for the first period of Level 1 courses, the total amount of hours can be expanded by additional 200 hours.

Source: OECD Secretariat based on Gazzetta Ufficiale (2015_[11]).

According to INVALSI (2020_[12]), in all macro-regions the vast majority of courses are those of Literacy and Italian language, which are 18 on average throughout Italy but reach as high as 28 in the North East. This is probably due to the higher presence of foreign people in this area of the country. Level 1 courses range on average between 5 and 6 for primary and lower secondary education and are less than 2 for the first two years of upper secondary education (INVALSI, 2020_[12]).

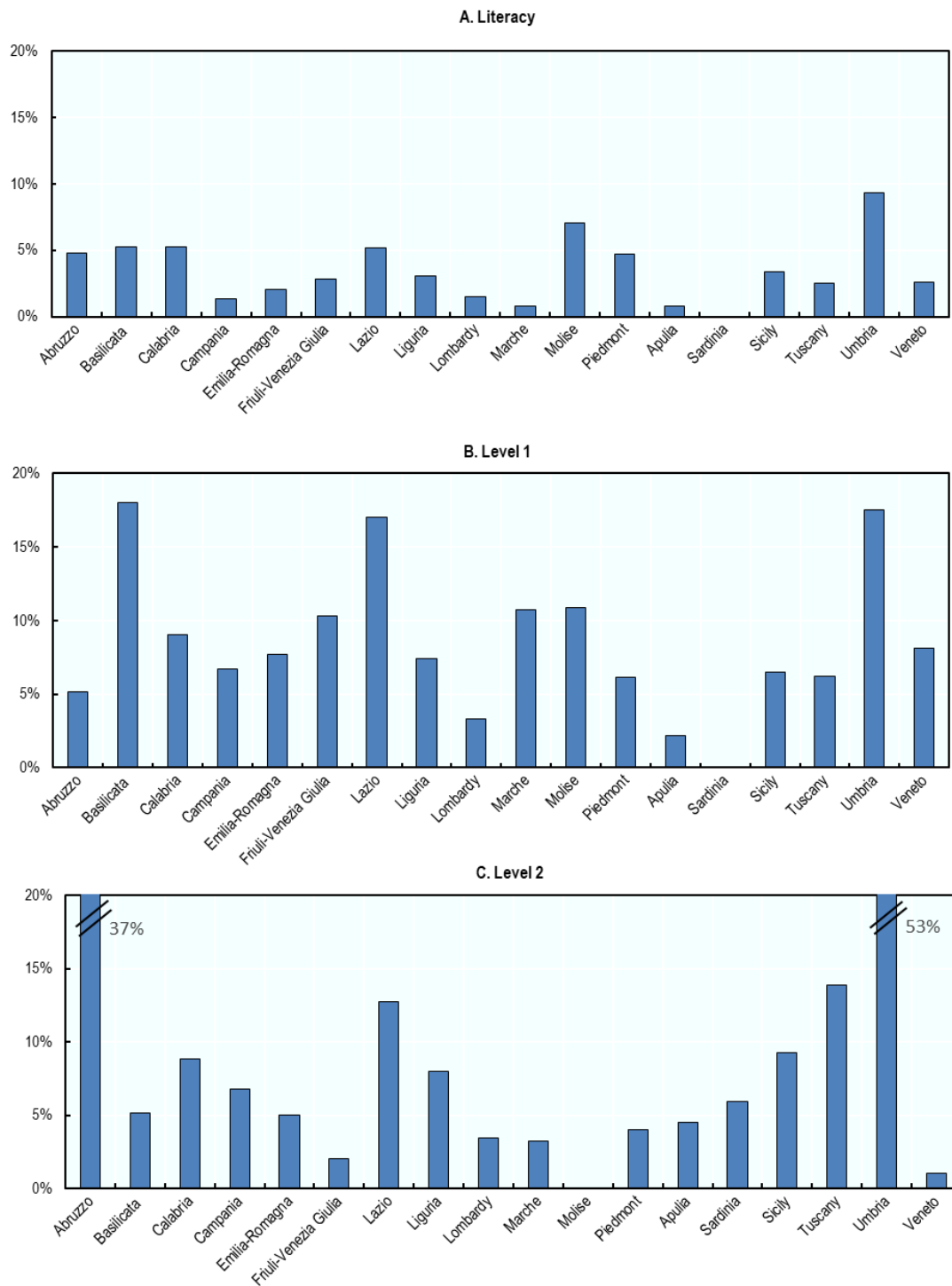
In addition to the provision of the standard courses examined in Table 2.2, CPIA have also the autonomy to expand their teaching offer in response to specific local needs, independently or in collaboration with

other local actors. These activities include, among others: civic education, professional training, IT skills, foreign languages and reintegration after a detention period. The number of these type of courses varies across macro regions, with CPIA in Central Italy offering a large number of civic education courses (77 on average against 22 at the national level) and CPIA in the North-East offering a large number of Literacy and Italian language classes below the A2 level of the Common European Framework of Reference for Languages (36 on average versus 22 at the national level) (INVALSI, 2020^[12]).

The 2012 Decree included under the responsibility of the CPIA, also the provision of courses to people detained in prisons. Indeed, continuous learning is vital for adults in detention, helping them develop new skills and facilitating their reintegration in the society and in the labour market. There are currently 70 CPIA having branches for Level 1 courses operating in prisons. Thanks to flexibility of the courses, the number of students has progressively increased.

The geographical distribution of students in prisons enrolled in Literacy and Italian language courses is relatively homogenous across the country. In all regions, with the exception of Umbria and Molise, it represents less than 5% of the total number of students (Panel A of Figure 2.2). This share is higher for Level 1 courses, on average 7%, with values being above 15% in Basilicata, Lazio and Umbria (Panel B). Values for Level 2 courses are less than 10% in most regions, with Tuscany and Lazio having slightly higher shares at 14% and 13% respectively (Panel C). Data also show two outliers, namely Umbria and Abruzzo, which have respectively one in two and one in three students at Level 2 in prison. It is interesting to note that, overall, these figures are not correlated with the total number of CPIA students nor with the number of CPIA schools in the regions.

Figure 2.2. Share of students in prison (*sezione carceraria*)



Source: OECD Secretariat's calculations based on data from the Ministry of Education.

The organisation of CPIA

CPIA are organised in territorial services networks (*Reti territoriali di servizio*), whose objectives are to provide training to the adult population and to conduct research, experimentation and development activities in relation to adult learning.⁷ Through their organisation in services networks, CPIA are considered as a reference point for the implementation of the territorial networks for permanent education. In particular, CPIA can provide interventions related to the reception, guidance and support to the adult population, including people from disadvantaged background – which fall under their duties. They also help build learning pathways and support the recognition of credits (Gazzetta Ufficiale, 2015^[11]).

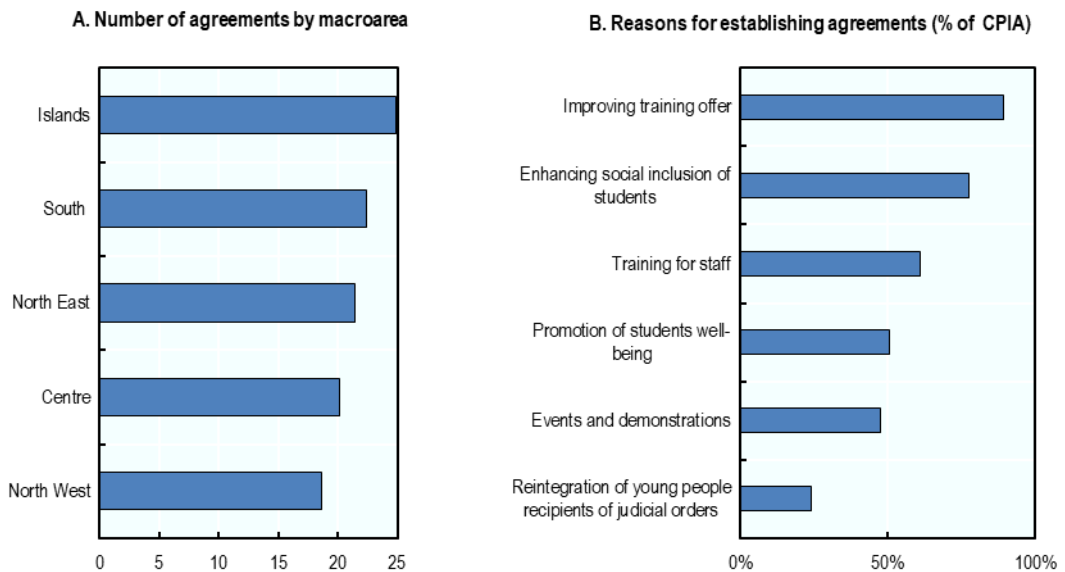
The structure of CPIA includes three types of units:

- Administrative units (*unità amministrative*), which are composed of a headquarter (*sede centrale*) and a number of branches (*sedi associate*) that offer Level 1 classes as well as Literacy and Italian language courses.
- Teaching units (*unità didattiche*), which corresponds to the secondary schools that offer Level 2 courses with whom CPIA sign agreements.
- Learning units (*unità formative*), under contract with local authorities (*Enti locali*) as well as other public and private institutions needed to enhance teaching offer.

Each CPIA signs at least 4 types of agreements: one for the use of the common areas where the "*sedi associate*" are located; one for the activation of the "*sedi operative*" and the Commission for the definition of the Individual Learning Agreements; one for the implementation of activities to expand the training offer; and one for the implementation of courses in prisons. On average each CPIA signs 21 agreements with strategic partners, ranging from 25 on average in the Islands to 19 on average in the North West (Panel A of Figure 2.3). At the national level, the vast majority of agreements is signed with local authorities, reception structures for non-EU foreigners and stakeholders from the third sector (INVALSI, 2020^[12]). The main reasons for establishing these agreements are to improve training and learning offer (89%) and to enhance social inclusion of the students (78%) (Panel B of Figure 2.3).

⁷ The Ministerial Note 22805 released of November 2019 explains the functioning of the CPIA for the school year 2019/20, with a particular focus on the territorial network and different agreements with local stakeholders. In addition, the note also includes relevant information about learning agreements, the evaluation and certification of adult learning pathways, distance learning, and the linkages between the adult education and the education and vocational training systems (Ministero dell'Istruzione, 2019^[29]).

Figure 2.3. Agreements with strategic partners



Source: INVALSI (2020_[12]).

Since the school year 2016/17, the Ministry of Education has been promoting the creation of a research and development centre (*Centri di ricerca, sperimentazione e sviluppo* - CRS&S) in each region. Each regional research centre reports to one CPIA but operates in a network with all CPIA in the region. Its mandate is three-fold: i) further develop the research on adult learning, with a focus on specific social, economic and cultural characteristics of the area; ii) support the services provided by the CPIA, including among others guidance and quality insurance; iii) strengthen the linkages between first and second level education pathways. The organisation in territorial networks puts the CPIA at the centre of the so-called “knowledge triangle” as it helps develop the interaction between education, research and innovation.

Evaluation and certification in CPIA courses

During the school year, CPIA students enrolled in all types and levels of courses are continuously monitored by their teachers through several examinations. Competences assessment can be helpful for students to gain a better understanding of their progress and for teachers to orient and adapt the content of the courses to students’ needs. At the end of the school year, students also take a final exam and receive an official certification that can be used to access further learning opportunities.

The objectives, timing and features of the evaluations as well as the main characteristics of the certifications released by CPIA for the school year 2019/20 are included in the DGOSV Note no. 22381 released in October 2019 (Ministero dell’Istruzione, 2019_[13]). The Note specifies that evaluations contribute to improve the learning process and the individual self-assessment in relation to the knowledge, skills and abilities owned by the student. In addition to the competences specific to the course attendend, evaluations also assess personal and social competences, the ability of learning how to learn, and the key citizenship competences. A certification is issued at the end of each learning period and lists the competences acquired by the adult with the aim of facilitating the transition between Level 1 and Level 2 courses and between adult education and vocational training pathways. The Note also specifies that only students who have attended at least 70% of the courses can be admitted to the final exam.

Additional elements specific to Level 2 courses are included in the ministerial circular no. 3 of March 2016 (Ministero dell'Istruzione, 2016_[14]). This piece of legislation indicates that the final exam is based on the individual learning agreement and that only students having obtained a note above six tenths receive the certification and are admitted to the following learning period. The ongoing evaluations can lead to the revision of the individual learning agreement and consequently the personalisation of the learning pathways. The note also recalls that the recognition of credits cannot be above of 50% of the total number of hours. In order to validate the school year, it is compulsory to attend at least three quarters of the total hours.

The characteristics of the final exam for CPIA students enrolled in Level 1 courses during the school year 2019/20 are explained in article 11 of the ministerial order no. 9 of May 2020 (Ministero dell'Istruzione, 2020_[15]). The final exam of the first period of Level 1 courses generally takes place at the end of the school year. After the examination, the adult receives a single final grade, in a scale from 0 to 10, based on the level of proficiency for each of the axes, and the evaluation of a short paper prepared by the student on a topic studied during the year or on a life and work project, as well as on the participation in educational activities. The adult who obtains a final grade of at least six tenths receives the diploma of the first cycle of education and the certification of competencies. If the adult obtains a grade of less than six tenths, the class board (*consiglio di classe*) communicates to the Commission the skills gaps identified for the purpose of revising the individual learning agreement and the related personalised learning pathway. This allows the student to take the course needed to fill these gaps during the following school year and take the exam by March of the following year (which corresponds to March 2021 for students enrolled in the school year 2019/20).

Additional details on final exams and remedial courses are included in the ministerial order no. 11 of May 2020 (Ministero dell'Istruzione, 2020_[16]), which takes into consideration changes imposed by the COVID-19 pandemics, such as the increase of at distance learning activities. Article 7 focuses specifically on CPIA students. It states that for adults whose individual learning agreements planned a 1-year attendance for literacy and Italian language courses (aimed at the qualification certifying the achievement of A2 level) or for second period of Level 1 courses (aimed at the achievement of the acquisition of basic skills related to compulsory education), the final examinations can be carried out electronically and, in any case, by the beginning of school year 2020/21. For adults whose individual learning agreements planned a 2-year attendance for the above mentioned courses, the intermediate assessment takes place, remotely if needed, at the end of the epidemiological emergency and by the beginning of school year 2020/21.

3 The recognition of competences by the CPIA

A growing interest in recognising non-formal and informal learning

The last decade has been characterised by important changes in the recognition and validation of non-formal and informal adult learning across European countries. In particular, the 2012 EU Council Recommendations represent the completion of a number of actions taken at the EU level in over 20 years aimed at changing the lifelong learning landscape (Villalba, 2016^[17]). The EU recommendations highlight the importance of learning outside formal education by valuing all types of learnings regardless of whether they have occurred at school, at the workplace or through other personal experiences. This approach defines validation as a process composed of four stages: the identification, the documentation, the assessment and the certification of learning outcomes. This structure provides flexibility in the process according to the students' needs.

In Italy, in line with the EU Recommendations, law no. 92/2012, known as *Legge Fornero*, provides a definition of lifelong learning and establishes a national public system for the certification of competences based on common criteria. It also states that, thanks to the validation of non-formal and informal learning, a number of formative credits might be attributed to the students in order to personalise their learning pathways (Gazzetta Ufficiale, 2012^[18]). One year later, with the decree no. 13/2013, guidelines in relation to the recognition of competences acquired in different contexts were given to all institutions involved in adult education. The guidelines aimed at ensuring that formal, non-formal and informal competences are recognised in a consistent way on the basis of common criteria.

Efforts were made by the Italian government to make the process of recognition more consistent throughout the country. The inter-ministerial decree issued on 30 June 2015 went in this direction. It defined the National framework for the recognition of regional qualifications and their relative competences, which significantly improved the standardisation of the procedures for the identification and validation of informal and non-formal competences across regions (Gazzetta Ufficiale, 2015^[19]). The process has been further improved by the establishment of the national framework of qualifications (*Quadro Nazionale delle Qualificazioni* - QNQ) through the inter-ministerial decree, issued in 2018 (Gazzetta Ufficiale, 2018^[20]). The national framework describes and classifies the qualifications obtained through the national system of certification of competences and ensures the correspondence between the Italian qualification system and those adopted in other EU countries and indirectly contributes to the promotion of international mobility.

The learning units in CPIA

In line with these reforms, one of the main innovations is the recognition of competences and the development of individual learning pathways by CPIA. This is done by organising the curricula into learning units (*unità di apprendimento*), that help connect skills, knowledge and competences to each type of courses and learning periods, as defined by the Decree 263/2012 and the subsequent Guidelines of March

2015. In this framework: skills are defined as the ability to complete tasks and solve problems; knowledge corresponds to facts, theories and practices related to a specific field of study or work; competences refer to proven capacities to use knowledge and skills in personal and professional contexts.

Three common criteria have been set for the elaboration of learning units: (1) consider all competences, knowledge and skills expected and required; (2) identify the number of hours needed for the completion of the learning unit; and (3) set the share of hours (up to 20% of the total number of hours) that can be performed at distance. Table 3.1 provides an example of a learning unit (e.g. “Written, oral and digital communication”) for a course of the first period of Level 1.

Table 3.1. Example of a learning unit for a Level 1 – first period course

Learning Unit – written, oral and digital communication	
Total hours: 32 – Hours in presence: 28 – Hours at distance: 4	
Competences	<ul style="list-style-type: none"> • Oral interaction with the language register appropriate to different situations • Use of technology to search and analyse selected information
Skills	<ul style="list-style-type: none"> • Understand different types of texts • Draft texts using software and ability to adapt the layout • Use different digital communication forms
Knowledge	<ul style="list-style-type: none"> • Language and communication • General and specific terminology • Methods for text analysis and comprehension • Digital writing and layout

Source: OECD Secretariat based on Convenzione Regione Siciliana-FormezPA (2015_[21]).

The number of competences varies across course type and period. The competences for the first period of Level 1 courses are 22, while for the second period they are 16 (see Table 3.2). The first period of Level 1 courses includes additional key citizenship competences (*Competenze chiave in materia di cittadinanza da acquisire al termine dell'istruzione obbligatoria*), to be acquired by the end of compulsory education, that are defined as follows: learn to learn; plan; communicate; collaborate and participate; act independently and responsibly; solve problems; identify links and relationships; acquire and interpret information (Gazzetta Ufficiale, 2015_[11]).⁸

Table 3.2. The competences of the first and second periods of Level 1 courses

First period	Second period
Languages axis	
1. Interact orally in an effective and collaborative manner with a linguistic register appropriate to different communicative situations.	1. Master the expressive and argumentative tools indispensable to manage verbal communicative interaction in various contexts.
2. Read, understand and interpret written texts of various types.	2. Read, understand and interpret written texts of various types.
	3. Produce texts of various types in relation to different

⁸ A detailed explanation of the 8 key citizenship competences can be found (in Italian) in the following document: https://archivio.pubblica.istruzione.it/normativa/2007/allegati/all2_dm139new.pdf

3. Produce texts of various types appropriate to different contexts.	communicative purposes.
4. Recognise and describe artistic and cultural heritage assets also for the purposes of protection and conservation.	4. Use the fundamental tools for a conscious fruition of the artistic and literary heritage.
5. Use information technologies to research and analyse data and information.	5. Use the English language for the main communicative and operational purposes.
6. Understand the cultural and communicative aspects of non-verbal languages.	6. Produce texts of various types in English in relation to different communicative purposes.
7. Use the English language for the main communicative purposes related to aspects of their own life and environment.	
8. Understand and use a second EU language in simple and direct exchanges of information on familiar and routine matters.	
Historic-social axis	Historic-social-economic axis
9. Orient oneself in the complexity of the present using the understanding of historical, geographical and social facts of the past, also in order to meet different opinions and cultures.	7. Understand the change and diversity of historical times in a diachronic dimension through the comparison of epochs and in a synchronic dimension through the comparison of geographical and cultural areas.
10. Analyse territorial systems near and far in space and time in order to evaluate the effects of human action.	8. Place personal experience in a system of rules based on the mutual recognition of the rights guaranteed by the Constitution, to protect the person, the community and the environment.
11. Read and interpret the changes in the world of work.	9. Recognise the essential characteristics of the socio-economic system in order to orientate oneself in the productive fabric of one's own territory.
12. Exercise active citizenship as an expression of the principles of legality, solidarity and democratic participation.	
Mathematical axis	
13. Operate with integers and rational numbers mastering their writing and formal properties.	10. Use the techniques and procedures of arithmetic and algebraic calculation, also representing them in graphic form.
14. Recognise and compare geometric figures in the plane and in space identifying invariants and relationships.	11. Compare and analyse geometric figures, identifying invariants and relationships.
15. Record, order, correlate data and represent them also evaluating the probability of an event.	12. Identify appropriate strategies for solving problems.
16. Tackle problematic situations by translating them into mathematical terms, correctly developing the solution procedure and verifying the reliability of the results.	13. Analyse and interpret data, developing deductions and reasoning on the same, also with the aid of graphic representations, consciously using calculation tools and the potential offered by specific computer applications.
Scientific-technological axis	
17. Observe, analyse and describe phenomena belonging to natural and artificial reality.	14. Observe, describe and analyse phenomena belonging to natural and artificial reality and to recognise the concepts of system and complexity in their various forms.
18. Analyse the network of relationships between living beings and between living beings and the environment, also identifying interactions at the various levels and in the specific environmental contexts of biological organisation.	15. Analyse qualitatively and quantitatively phenomena related to energy transformations starting from experience.
19. Consider how different ecosystems can be modified by natural processes and human action and to adopt ecologically responsible ways of life.	16. Be aware of the potential and limits of technologies in the cultural and social context in which they are applied.
20. Design and realise simple products, also of a digital nature, using material, information and organisational resources and commonly used objects, tools and machines.	
21. Orientate oneself on the economic and ecological benefits and problems linked to the various methods of	

energy production and to technological choices.	
22. Recognise the properties and characteristics of the different media for their effective and responsible use in relation to one's needs for study, socialisation and work.	

Source: OECD Secretariat based on Gazzetta Ufficiale (2015^[11]).

Considering the different nature of Level 2 courses, competences are strictly linked to the type of diploma chosen by the students and are articulated around the three periods mentioned in chapter 2 (i.e. first two years, third and fourth year and fifth year).

For Literacy and the Italian language courses, competences refer to the Common European Framework of Reference for Languages (Official Journal of the European Union, 2008^[22]) and are distinguished in two levels. Students reaching the so-called A1 level can understand and use familiar everyday expressions and very basic phrases aimed at the satisfaction of needs of a concrete type; they can introduce themselves and others and can ask and answer questions about personal details such as where they live, people they know and things they have; and they can interact in a simple way provided the other person talks slowly and clearly and is prepared to help. At A2 level, instead, students can understand sentences and frequently used expressions related to areas of most immediate relevance (e.g. very basic personal and family information, shopping, local geography, employment); they can communicate in simple and routine tasks requiring a simple and direct exchange of information on familiar and routine matters; and they can describe in simple terms aspects of their background, immediate environment and matters in areas of immediate need. The 20 competences of Literacy and Italian language courses are listed in Table 3.3.

Table 3.3. The competences of Literacy and the Italian language courses

A1	A2
Listening	
Understand instructions given as long as they are spoken slowly and clearly.	Understand as much as is necessary to meet needs of a concrete type, provided that it is spoken slowly and clearly.
Understanding a very slowly and precisely articulated speech, with long pauses to allow the meaning to be assimilated.	Understand expressions related to areas of immediate priority such as the person, family, shopping, local geography and work, provided they are spoken slowly and clearly.
Reading	
Understand very short and simple texts, catching familiar names, words and expressions and re-reading if necessary.	Understand short and simple texts of familiar and concrete content, formulated in language frequently used in everyday life and/or at work.
Oral and written interaction	
Ask and answer simple questions about oneself, one's daily actions and the places where one lives.	Manage routine exchanges by asking and answering simple questions.
Use numbers, quantities, costs, times in a communicative exchange.	Exchange information on familiar topics and activities related to family, environment, work and leisure.
Fill in a simple form with your personal data.	Write short and simple notes, related to immediate needs, using conventional formulas.
Oral production	
Describe oneself, one's daily actions and the places where one live	Describe or present in a simple way people, living or working conditions, everyday tasks.
Formulate simple, mainly isolated expressions about people and places.	Use simple expressions and sentences linked together to indicate one's preferences.
Written production	

Write down biographical data, numbers and dates.	Write a series of elementary expressions and sentences linked by simple connectives such as 'and', 'but', 'because' relating to social, cultural and work contexts of life.
Write simple expressions and isolated sentences.	Write a simple personal letter on familiar topics and activities related to family, environment, work and free time.

Source: OECD Secretariat based on Ministero dell'Istruzione, dell'Università e della Ricerca (2012^[23]).

Distance learning is another innovative feature of adult learning introduced by the recent reform. Previous OECD work has shown the importance of flexibility in adult learning provision as a tool to increase participation, especially for the low skilled (OECD, 2019^[24]) (OECD, 2019^[25]) (OECD, 2020^[26]). The mix of online and face-to-face learning programmes gives people the opportunity to train when they have time, especially for those who have a job or other commitments but also to have social interaction with the other students and the teachers (INDIRE, 2020^[27]). However, as shown in Table A.1 in the Annex, the share of Level 1 courses attended at distance is less than 10%; this can be partially explained by the lack of equipment as well as the lack of IT skills for both students and teachers (INDIRE, 2020^[27]).

To increase the provision of online courses, in October 2019 INDIRE launched an online platform called *Adulti in formazione* (Adults in training),⁹ which provides online courses at Levels 1 and 2 to CPIA students. In the first period of testing, the website offered pilot learning units in science history, Italian, English and IT, although the objective is to increase the type of courses by including additional learning units identified by the teachers of CPIA. The idea behind this project is to create a virtual repertory of learning units easily accessible by the students and encourage collaboration among the teachers in charge of distance learning.

Individual learning pathways

Thanks to the adoption of learning units, CPIA students' learning pathways can be personalised based on the recognition of the competences previously acquired through formal, informal and non-formal learning. A specific Commission (*Commissione per la Definizione del Patto Formativo Individuale*) established in each CPIA is in charge of the process. This Commission is composed of a number of teachers from the different types of courses and it is chaired by the Director of the CPIA. It can be occasionally integrated by a language mediator for foreign students or by external experts. The role, the composition, the functioning and the channels of communications and collaboration with other institutions are defined in the regulation of the CPIA.

After a first phase of reception and orientation of the students, the recognition of competences is organised in three main steps as shown in Table 3.4:

1. The identification of the competences acquired through formal, non-formal and informal learning by the student;
2. The evaluation of the competences identified in phase 1;
3. The certification of competences and the allocation of credits.

Table 3.4. The personalisation of learning pathways

	Identification	Evaluation	Certification
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⁹ A more detailed explanation can be found in: <https://www.indire.it/2019/10/07/e-online-la-piattaforma-indire-per-i-cpia/>

Objectives	Identification of previous experiences	Assessment of competences acquired through informal and non-formal learning	Certification of the competences acquired through formal, informal and non-formal learning
Methods	One-to-one interviews to identify relevant activities and competences Creation of the personal booklet	Evaluation of the personal booklet Direct test (optional)	
Document released	Transparency document (<i>Documento di trasparenza</i>)	Validation document (<i>Documento di validazione</i>)	Certificate for the personalisation of pathways (<i>Certificato di riconoscimento dei crediti per la personalizzazione del Percorso</i>)
Outcome	Competences identified	Competences validated	Competences certified according to the national framework

Source: OECD Secretariat based on (Ministero del Lavoro e delle Politiche Sociali; Ministero dell'Istruzione, dell'Università e della Ricerca, 2019_[28]).

In the identification phase, the interview and the personal booklet (*libretto personale*), are used to better understand and document the skills and the background of the students. The interview is structured using a “biographical” approach, which helps identify all relevant experiences (such as volunteer activities, cultural interests and personal hobbies) that, in addition to the competences acquired in a formal setting, help personalise the learning pathways. The interview includes also a section on the personal motivation and needs that stimulated the student to go back to education. The interview is generally conducted by a teacher who is part of the Commission. All the information gathered through the interview together with the relevant certificates will feed into the personal booklet (*libretto personale*) which will be used in the second phase to evaluate the competences of the student.

In the evaluation phase, an assessment of the competences obtained in the formal institutions identified by the Law 92/2012,¹⁰ as well as the competences acquired in non-formal and informal settings is conducted. For this latter category of competences, specific ad-hoc tests and evaluations might be prepared to facilitate the assessment. Additional experts, such as linguistic mediators or external experts, might be involved in this phase. Efforts have been made to make this process transparent and objective (Gazzetta Ufficiale, 2015_[11]).

During the certification phase, the Commission analyses the skills identified and evaluated in the previous steps. The Commission has the right to validate and certify only a limited number of competences among those identified, and defines the number of hours needed to finalise the pathway chosen by the student on the basis of the results of the tests conducted in the evaluation phase. Overall, only competences up to 50% of the total hours of the course attended by the adult can be recognised as credits (Ministero dell'Istruzione, 2019_[29]). The Certificate (*Certificato di riconoscimento dei crediti per la personalizzazione del Percorso*) issued by the Commission lists the competences recognised as credits, the corresponding hours that can be considered as already acquired by the student and how they have been tested.

Based on the recognition of competences, a formal individual learning agreement (*Patto formativo individuale*) is signed by the student, the Commission and the director of the CPIA. For the students of Level 2 courses, the agreement is also signed by the director of the upper secondary school that provides the course. This individual learning agreement includes a number of key elements, such as the type of course in which the student is enrolling the number of credits recognised after the three phases of identification, evaluation and certification, the total number of hours for that the student needs to undertake, the number and type of learning units and the duration of the course.

¹⁰ See Article 4, paragraph 52 of the Law 92/2012.

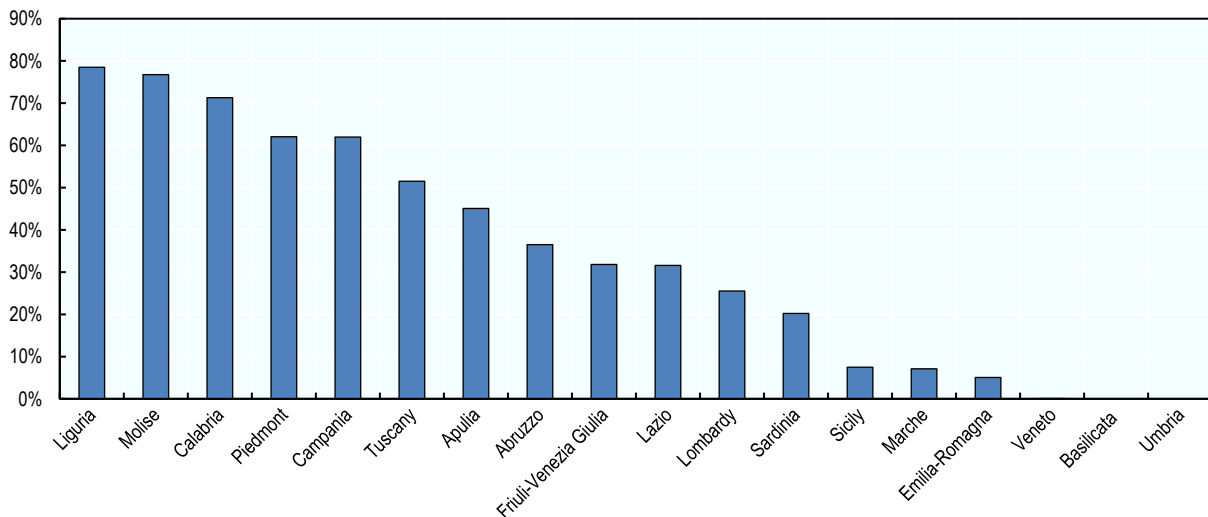
A number of instruments are at the Commission's disposal for the establishment of the learning agreement:

- The template of the request for the recognition of competences
- The personal booklet
- The guidelines for the evaluation of competences
- The template of the certificate for competences recognition for the personalisation for pathways
- The template of the learning agreement

Since 2019, individual learning agreements can be registered in the SIDI (*Sistema Informativo dell'Istruzione*) portal.¹¹ The Note DGCASIS 1235 of May 2019 recalls the need of organising the curricula into learning units as defined by the 2015 Guidelines and explains in details the functions of the SIDI portal. In particular, in the "Insert learning offer" (*Inserisci Offerta Formativa*) section, the CPIA can provide, for each course, the number of hours related to each competence; in the "Manage UDA" (*Gestione UDA*) section the CPIA includes the knowledge and the abilities linked to each competence; and after these two steps the CPIA can include in the portal all the components of the individual learning agreement (Ministero dell'Istruzione, 2019_[30]).

Yet, in spite of the detailed instructions given to the Commission for entering the information of the individual learning agreement in the SIDI portal, its use is still not universal. Among the individual learning agreements signed by CPIA students, just above one third is acknowledged in the SIDI portal, with significant differences throughout the country (Figure 3.1). The share of CPIA having used the online function ranges between 0% in Veneto and Umbria and nearly 80% in Liguria. Less than 10% of CPIA use the online function in Emilia Romagna, Marche and Sicily, while Calabria and Molise are on the opposite side of the spectrum with more than 70% of CPIA students having a learning agreement registered in the SIDI portal.

Figure 3.1. Share of Level 1 students for which the individual learning agreement is registered in the SIDI portal



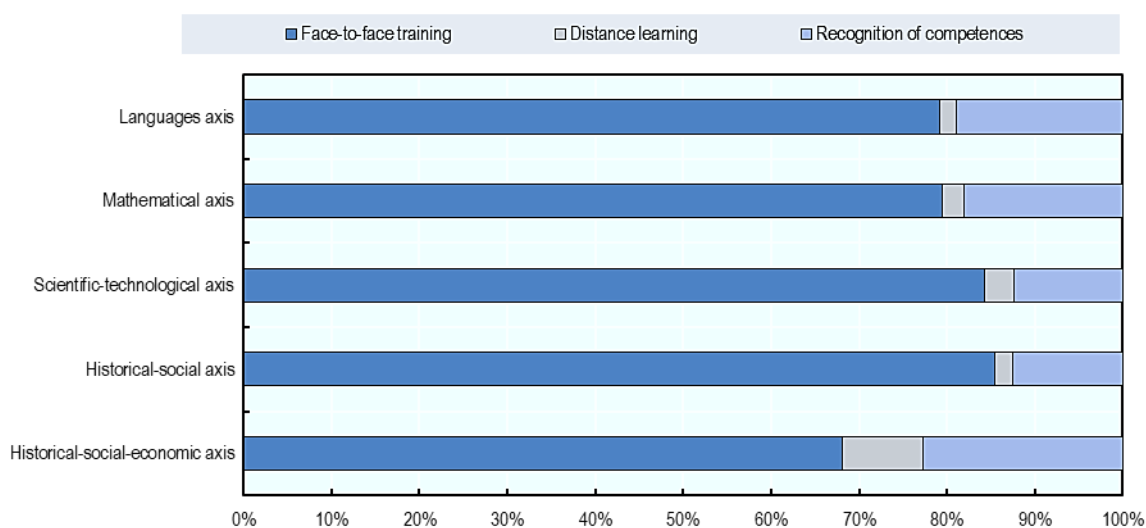
Note: Data only exist for Level 1 courses. Aosta Valley and Trentino Alto-Adige do not have any CPIA, and are hence excluded from the analysis.

¹¹ The SIDI portal is managed by the Ministry of Education and is a reserved area where applications (and related communications) are available for school secretariats and central and peripheral administration offices, which are tasked of acquiring, verifying and managing the data that the information system collects and processes.

Source: OECD Secretariat's calculations based on data from the Ministry of Education.

CPIA students can fulfil their hours of learning in three main ways: face-to-face classes, distance learning and recognition of competences. When looking at the subjects that are part of Level 1 courses, the distribution in these three categories presents some differences (Figure 3.2 or Table A.1 in the Annex for a more detailed analysis). The historical-social and scientific-technological axes have more than 80% of face-to-face classes, compared to less than 70% for the historical-social-economic axis. Yet, the latter has a much higher share (9%) of distance learning compared to the other subjects, for which it varies between 2% and 3%. Around one fifth of learning hours in the language and historical-social-economic axes are recognised as credits, meaning that previous competences in these fields have been recognised as valuable for the completion and validation of the learning course. The recognition of competences has a lower incidence for the historical-social and scientific-technological axes, where it represents around 12% of the total amount of hours.

Figure 3.2. Breakdown of Level 1 course hours by type of provision



Note: Data only refers to Level 1 courses. First Period and Second Period have the same three axes (language, mathematical and scientific-technological), while the fourth one is "Historical-social" for the First Period and "Historical-social-economic" for the Second Period.

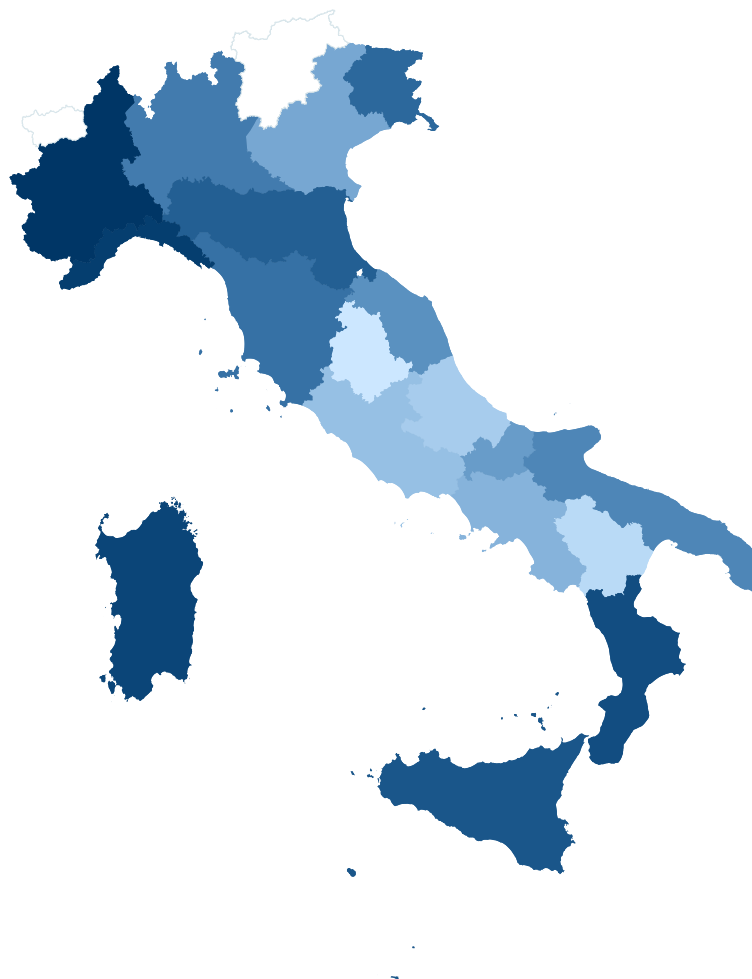
Source: OECD Secretariat's calculations based on data from the Ministry of Education.

4 The users of the CPIA

Going beyond averages

Who are the adults who turn to CPIA? How many are they and what are their characteristics? Table 2.1 showed that, in total, just below 236 000 students were enrolled in CPIA in the school year 2019/20, with the largest student groups in Lombardy (39 000), Piedmont (27 000) and Sicily (22 000). However, once population size is taken into consideration, Lombardy ranks just below average, with 385 CPIA students every 100 000 inhabitants (Figure 4.1). Piedmont, takes the lead, with 625 CPIA students for each 100 000 citizens, followed by Liguria and Sardinia, two regions that in absolute terms have below 9 000 CPIA students each, whereas in relative terms have roughly 550 CPIA students per 100 000 population. Accounting for size is particularly important also for Lazio and Molise, albeit for different reasons. In fact, while in absolute terms Lazio has a relatively large number of CPIA students, almost 18 000, and Molise has the smallest student group of just above 1 000, the relationship is flipped once taking into consideration their very different population sizes. In relative terms, Molise has almost 350 CPIA students every 100 000 inhabitants, while Lazio has just above 300.

Figure 4.1. Number of CPIA students per 100 000 population, 2019/20



Note: Colour intensity implies different levels of student enrolment in CPIA, from the lightest blue of Umbria (212 CPIA students per 100 000 population) to the darkest blue of Piedmont (625 CPIA students per 100 000 population). Aosta Valley and Trentino Alto-Adige do not have any CPIA, and are hence excluded from the analysis.

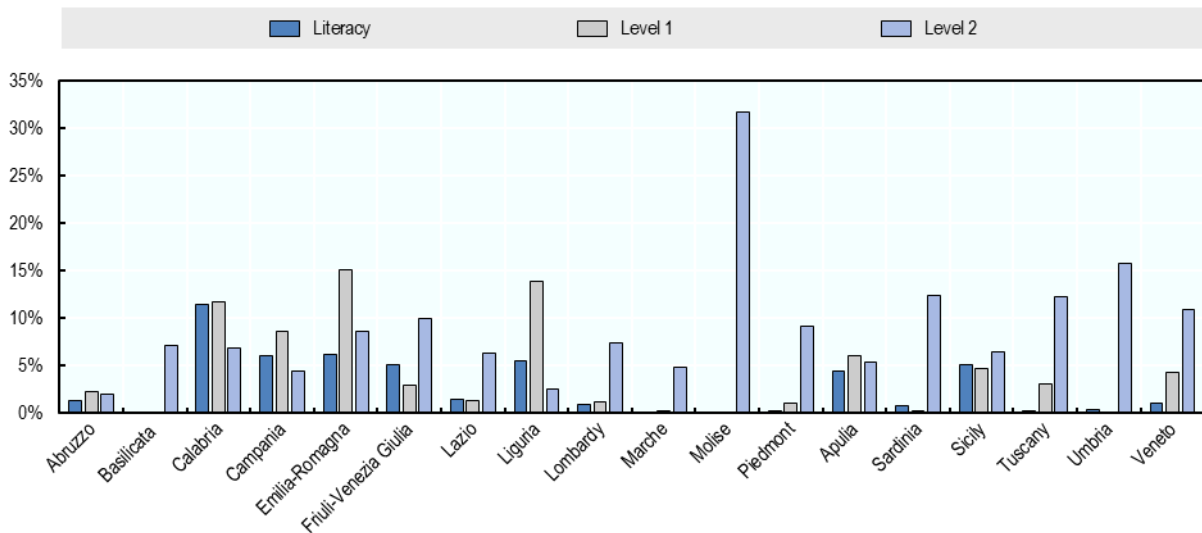
Source: OECD Secretariat's calculations based on data from the Ministry of Education and ISTAT.

Among students enrolled in Literacy and Italian language and Level 1 classes, dropout rates are on average relatively low, at 2.5% and 4.5% respectively (Figure 4.2).¹² Dropouts are slightly higher for Level 2 courses, on average 7.5% across Italy. Such difference might be due to the fact that adults who attend Literacy and Italian language classes, generally migrants, may be less likely to drop out because they see these classes as an opportunity to enter the labour market and integrate in society. Yet, once again, geographical heterogeneity is large. In a few regions, dropout rates are similar across courses – e.g. in Calabria, Apulia and Sicily, while in others there are large differences between courses. For example, in Piedmont, Sardinia, Tuscany and Umbria, the dropout rate in Level 2 courses is much larger. The extreme

¹² Note that dropout rates for CPIA in Figure 4.2 include all kinds of interruptions of the training attended. For instance, they include cases of individuals dropping out of CPIA because of illnesses or sudden childcare responsibilities. It does not cover, however, students in prisons, in order to avoid interruptions due to terminations of jail sentences.

end of the spectrum is Molise, where in 2019/20 there has not been any dropout in Literacy and Level 1 courses, but almost a third of Level 2 students did not complete the course..

Figure 4.2. Share of CPIA students who left their course, 2019/20



Note: Data exclude students who are in prisons.

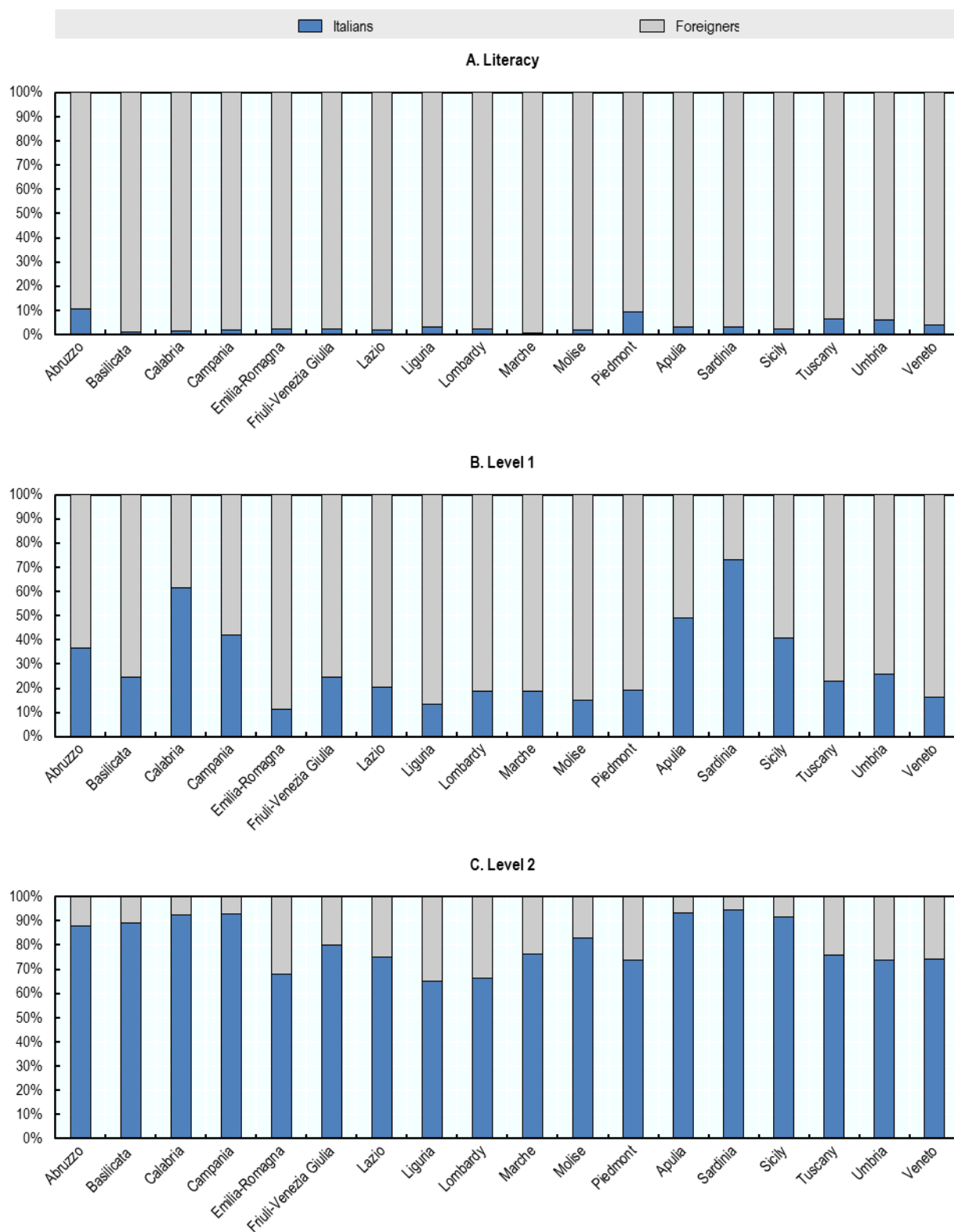
Source: OECD Secretariat's calculations based on data from the Ministry of Education.

Demographic characteristics of CPIA users

The variety of courses provided by CPIA is a reflection of the diverse student composition. Overall, there are more male students (56%) than female ones (44%) throughout the existing 130 CPIA, while foreigners represented more than 60% of the total. However, differences between courses are large. For instance, as shown in Figure 4.3, almost the totality of adults enrolled in the Literacy and Italian language courses offered by CPIA are foreigners (Panel A). On average in Italy, 96% of students in these courses are migrants, and the proportion remains relatively stable across regions, with Abruzzo being the only one where Italian citizens represent more than 10% of the students in Literacy and Italian language classes. The situation is completely reversed for enrolments in Level 2 CPIA courses, where on average across Italy only 18% of students are foreigners (Panel C). Variability among regions is nevertheless greater, with Sardinia having only 6% of migrants in Level 2 classes, while Liguria having as high as 35%.

By contrast, the picture for Level 1 courses is more mixed (Panel B). While migrant adults still represent the vast majority of the student force (70% on average in Italy), heterogeneity is very large across regions. For example, in Emilia Romagna, Liguria and Molise there are less than two Italians every 10 students enrolled in Level 1 courses. In contrast, Italians represent roughly half of the adults enrolled in Level 1 classes in Apulia and Campania, and reach as high as 73% in Sardinia.

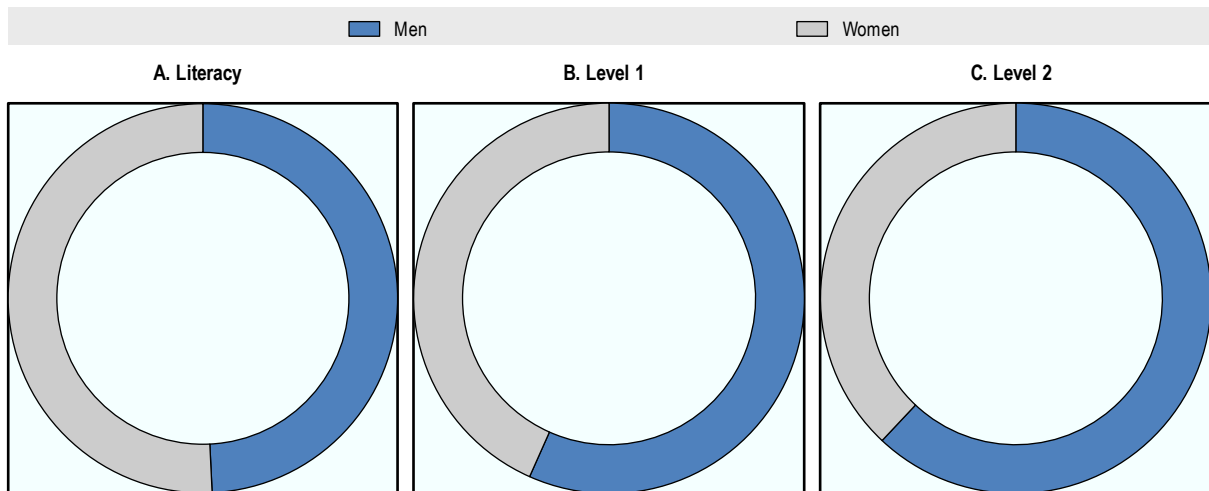
Figure 4.3. Composition of CPIA students by region and citizenship, 2019/20



Source: OECD Secretariat's calculations based on data from the Ministry of Education.

The heterogeneity in the composition of the CPIA student force goes beyond nationality: gender differences are also marked (Figure 4.4). In Literacy and Italian languages courses there is almost gender parity, with a slightly higher proportion of female students (51%). As a possible explanation, it is worth recalling that the vast majority of students of this course are foreigners, and all migrants (regardless of their gender) need Italian language training. By contrast, women represent only 43% of the participants in Level 1 classes, and as low as 38% of the students in Level 2.

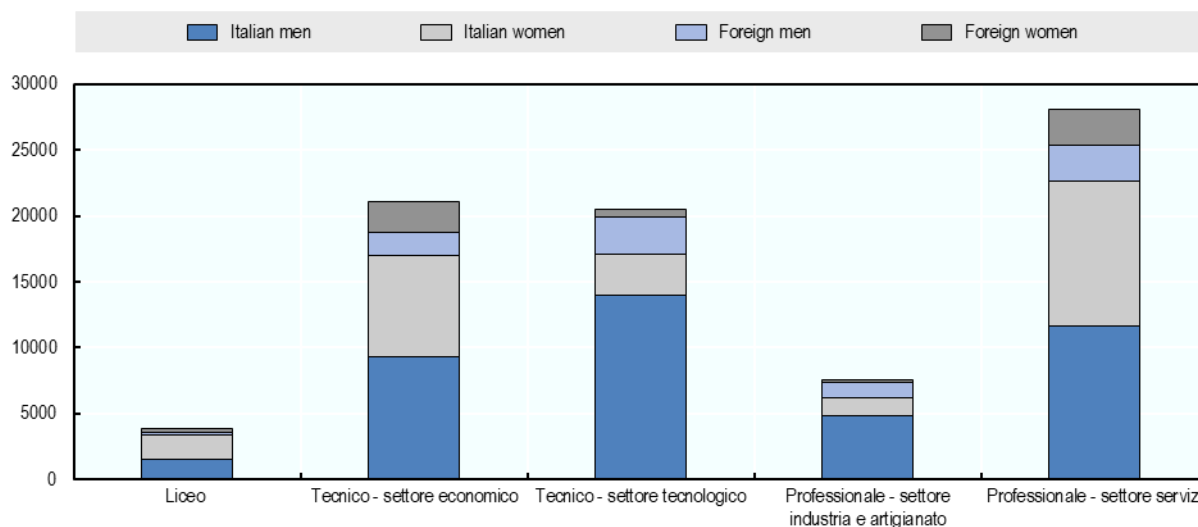
Figure 4.4. Composition of CPIA students by gender, 2019/20



Source: OECD Secretariat's calculations based on data from the Ministry of Education.

Focusing specifically on Level 2 courses, it is worth noting that, overall, the majority of students attend professional learning programmes in the service sector (*Professionale – settore servizi*) (Figure 4.5). This is particularly the case for women: 44% of Italian women and 45% of non-EU women enrolled in Level 2 classes participate in this course. Men, instead, regardless of their nationality, are more likely to attend technical learning courses in the technological sector (*Tecnico – settore tecnologico*), which is attended by approximately a third of male students. By far, the least attended is the high school course (*liceo*), with a total of less than 4 000 students throughout the country, 87% of which are Italian. This might be explained by the fact that both professional and technical learning programmes provide students with practical skills that can help them find a better job, while the education provided by the *liceo* is often less job-related and aimed at preparing for university enrolment.

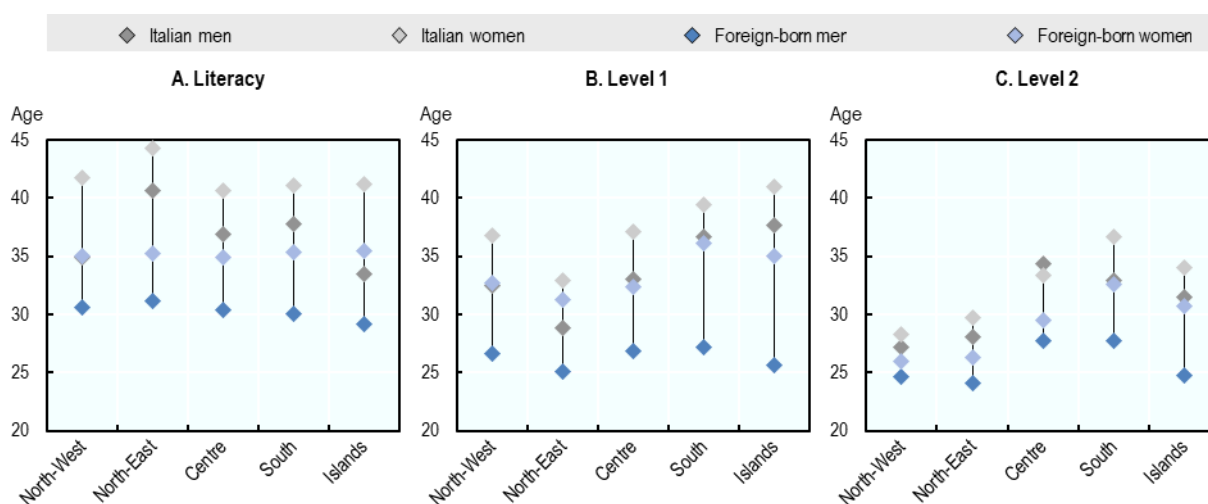
Figure 4.5. Number of CPIA students in Level 2 courses by curriculum, 2019/20



Source: OECD Secretariat's calculations based on data from the Ministry of Education.

The age profile of the adults relying on CPIA is quite mixed. Typically, Italian students are older than foreigners (Figure 4.6). This pattern reflects the age structure of the foreign-born population, which is generally younger than the native-born one. In a similar vein, regardless of their country of birth, participant women are older than men. A possible explanation for this is that women with childcare responsibilities might wait for their children to be older before engaging in adult learning. Finally, it worth noting that participants in Literacy and Italian languages courses are typically older than those in Levels 1 and 2 classes, whereas Level 2 students are often younger.

Figure 4.6. Average age of CPIA students, 2019/20

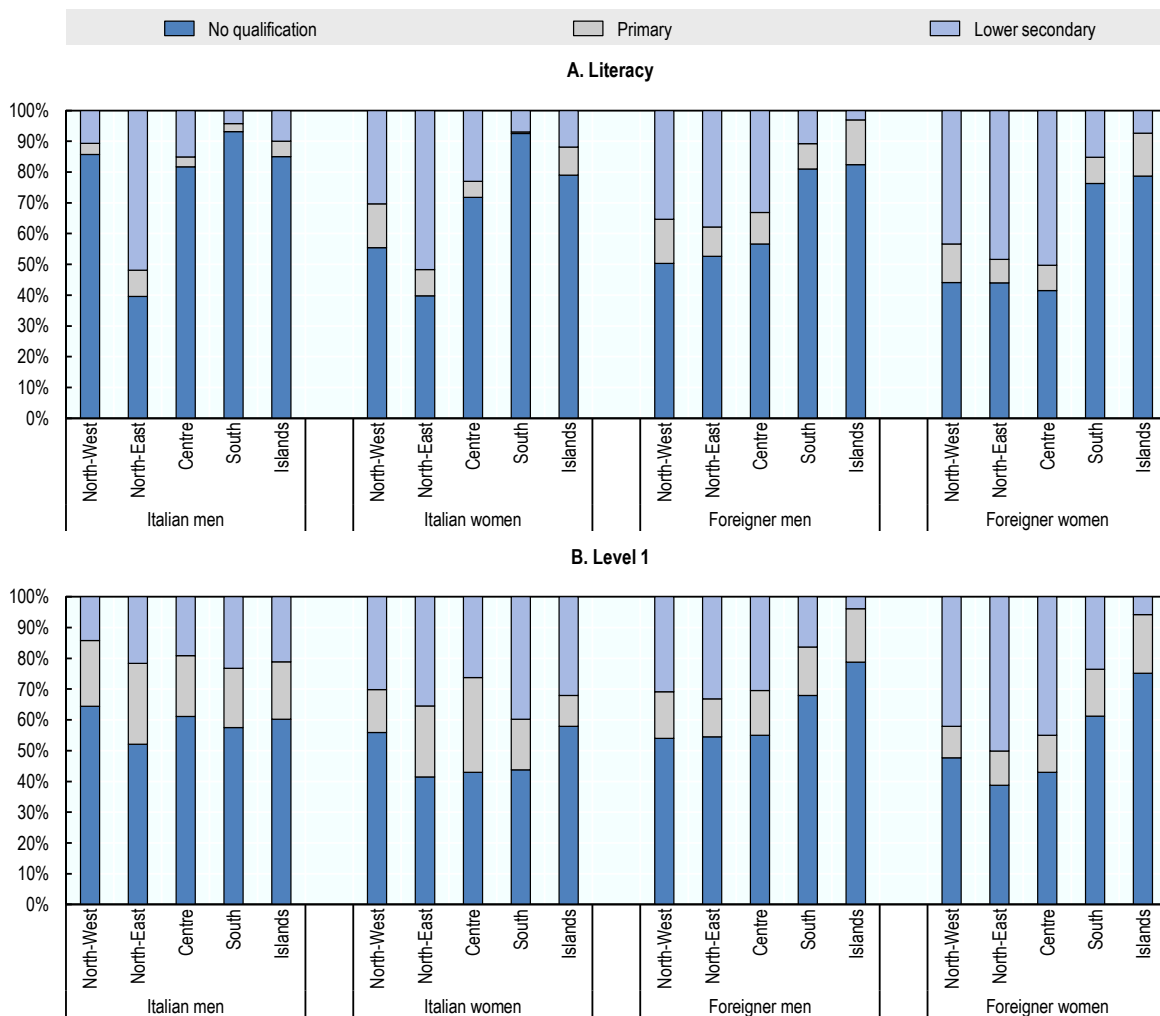


Source: OECD Secretariat's calculations based on data from the Ministry of Education.

Educational and labour market background of CPIA users

As expected, adults participating in CPIA Level 1 courses tend to have higher educational qualifications than those in Literacy and Italian languages classes (Figure 4.7). This is particularly the case for Italians, while the picture for foreigners is more nuanced, probably also due to a lack of recognition of foreign qualifications. For instance, foreigners in the North and Centre of Italy have similar qualifications regardless of the level of the classes attended in the CPIA. In contrast, in the South and in the Islands, migrants are not only less educated than their peers in the rest of Italy, but around 80% of those in Literacy and Italian languages courses have no qualification at all, compared to approximately 70% of those in Level 1 classes. This difference between North and South might reflect the fact that migration flows in Italy have an important regional dimension, with more recent and less qualified migrants having arrived in the Southern part of the country.

Figure 4.7. Educational attainment of CPIA students, 2019/20

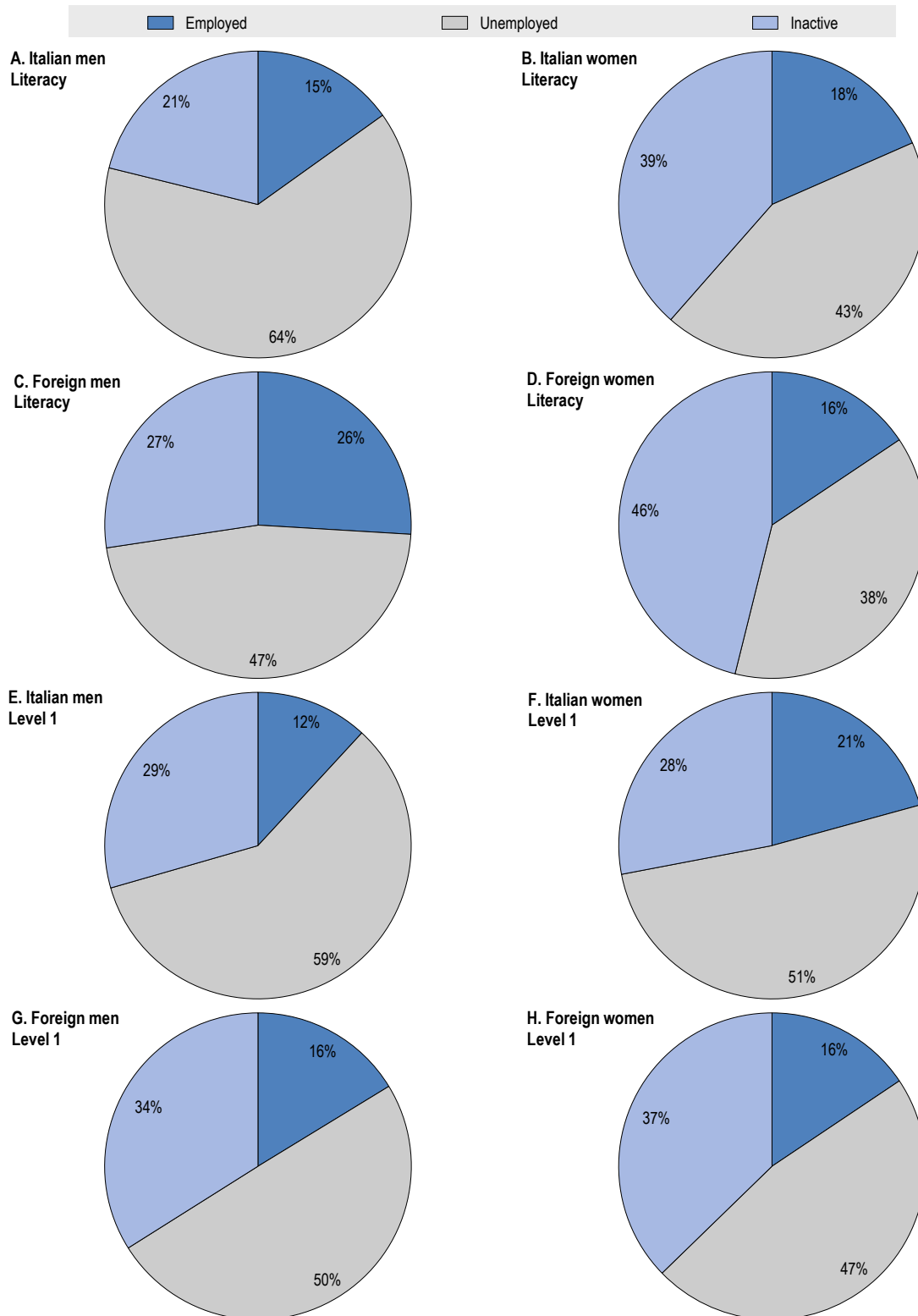


Note: Information on Level 2 is not available.

Source: OECD Secretariat's calculations based on data from the Ministry of Education.

It is important to cross-check the demographic characteristics of the adults participating in CPIA courses with their labour market status, in order to understand the participation of different segments of the adult population. For instance, only a very limited portion of CPIA students in Literacy and Level 1 courses are employed (Figure 4.8): for instance, only one every five Italian men participating to Literacy classes is employed, while 64% are unemployed and 15% are inactive (Panel A). Unemployment remains the most common labour market status among CPIA students of all sorts, with one exception only: foreigner women in Literacy classes are 8 percentage points more likely to be employed than unemployed (46% in employment versus 38% unemployed) (Panel D). Inactivity is also relatively common for certain categories of CPIA students: for example, over a fourth of male migrants in Literacy classes are inactive (Panel C). Note that the vast majority of inactive adults in CPIA courses are of working age (15-64): only 11% and 24% of inactive students in Literacy and Level 1 courses, respectively, are beyond working age.

Figure 4.8. Labour market status of CPIA students, 2019/20



Note: Information on Level 2 is not available.

Source: OECD Secretariat's calculations based on data from the Ministry of Education.

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Annex

Table A.1. Breakdown of the hours of Level 1 courses by axis and competences

		Face-to-face training	Distance learning	Recognition of competences
Languages axis	Comprendere e utilizzare una seconda lingua comunitaria in scambi di informazioni semplici e diretti su argomenti familiari e abituali	77%	1%	23%
	Comprendere gli aspetti culturali e comunicativi dei linguaggi non verbali	85%	1%	13%
	Interagire oralmente in maniera efficace e collaborativa con un registro linguistico appropriato alle diverse situazioni comunicative	83%	1%	16%
	Leggere, comprendere ed interpretare testi scritti di vario tipo	79%	3%	18%
	Padroneggiare gli strumenti espressivi ed argomentativi indispensabili per gestire l'interazione comunicativa verbale in vari contesti	72%	3%	25%
Mathematical axis	Affrontare situazioni problematiche traducendole in termini matematici, sviluppando correttamente il procedimento risolutivo e verificando l'attendibilità dei risultati	88%	1%	10%
	Analizzare dati e interpretarli sviluppando deduzioni e ragionamenti sugli stessi anche con l'ausilio di rappresentazioni grafiche, usando consapevolmente gli strumenti di calcolo e le potenzialità offerte da applicazioni specifiche di tipo informatico	79%	7%	14%
	Confrontare ed analizzare figure geometriche, individuando invarianti e relazioni	71%	2%	26%
	Individuare le strategie appropriate per la soluzione di problemi	72%	3%	25%
	Operare con i numeri interi e razionali padroneggiandone scrittura e proprietà formali	81%	2%	17%
	Registrazione, ordinare, correlare dati e rappresentarli anche valutando la probabilità di un evento	88%	2%	10%
	Riconoscere e confrontare figure geometriche del piano e dello spazio individuando invarianti e relazioni	86%	2%	13%
Scientific-technological axis	Analizzare la rete di relazioni tra esseri viventi e tra viventi e ambiente, individuando anche le interazioni ai vari livelli e negli specifici contesti ambientali dell'organizzazione biologica	87%	2%	10%
	Analizzare qualitativamente e quantitativamente fenomeni legati alle trasformazioni di energia a partire dall'esperienza	77%	6%	17%
	Considerare come i diversi ecosistemi possono essere modificati dai processi naturali e dall'azione dell'uomo e adottare modi di vita ecologicamente responsabili	88%	3%	9%
	Essere consapevole delle potenzialità e dei limiti delle tecnologie nel contesto culturale e sociale in cui vengono applicate	78%	7%	15%
	Orientarsi sui benefici e sui problemi economici ed ecologici legati alle varie modalità di produzione dell'energia e alle scelte di tipo tecnologico	89%	2%	9%
	Osservare, analizzare e descrivere fenomeni appartenenti alla realtà naturale e artificiale	85%	2%	13%
	Osservare, descrivere ed analizzare fenomeni appartenenti alla realtà naturale e artificiale e riconoscere nelle varie forme i concetti di sistema e di complessità	76%	6%	18%
	Progettare e realizzare semplici prodotti anche di tipo digitale utilizzando risorse materiali, informative, organizzative e oggetti, strumenti e macchine di uso comune	87%	2%	11%
Riconoscere le proprietà e le caratteristiche dei diversi mezzi di comunicazione per un loro uso efficace e responsabile rispetto alle proprie necessità di studio, di socializzazione e di lavoro	87%	1%	12%	
Historical-social axis (Period 1)	Analizzare sistemi territoriali vicini e lontani nello spazio e nel tempo per valutare gli effetti dell'azione dell'uomo	87%	2%	12%
	Esercitare la cittadinanza attiva come espressione dei principi di legalità, solidarietà e partecipazione democratica	85%	3%	12%
	Leggere e interpretare le trasformazioni del mondo del lavoro	86%	2%	12%
	Orientarsi nella complessità del presente utilizzando la comprensione dei fatti storici, geografici e	85%	2%	14%

	sociali del passato, anche al fine di confrontarsi con opinioni e culture diverse			
Historical-social-economic axis (Period 2)	Collocare l'esperienza personale in un sistema di regole fondato sul reciproco riconoscimento dei diritti garantiti dalla Costituzione, a tutela della persona, della collettività e dell'ambiente	63%	16%	21%
	Comprendere il cambiamento e le diversità dei tempi storici in una dimensione diacronica attraverso il confronto fra epoche e in una dimensione sincronica attraverso il confronto fra aree geografiche e culturali	67%	4%	29%
	Riconoscere le caratteristiche essenziali del sistema socio economico per orientarsi nel tessuto produttivo del proprio territorio	74%	12%	15%
Average		81%	4%	16%

Note: Data only refers to Level 1 courses. Periods 1 and 2 have the same axes, except for the last axis, which is "Historical-social" for Period 1 and "Historical-social-economic" for Period 2.

Source: OECD Secretariat's calculations based on data from the Ministry of Education.