



Università degli Studi di Firenze

Dipartimento di Scienze dell'Educazione
e dei Processi Culturali e Formativi

**ENABLING THE LOW SKILLED
TO TAKE THEIR QUALIFICATIONS
"ONE STEP UP"**

Implementation of Action plan on adult learning

Public Open Tender EAC/27/2008

**Final Report
Key Factors Analysis and
Final Recommendations**

by

University of Florence

DIE-Deutsches Institut für Erwachsenenbildung

IREA-Institutul Român de Educație a Adulților

This document constitutes the Final Report of the Study “*Enabling the low skilled to take their qualifications one step up*”, the European Commission-DG EAC assigned in December 2008 (Public Open Tender EAC/27/2008, Contract– 2008–5008/001-001 LLA-DISADU) to the *Università degli Studi di Firenze-Dipartimento di Scienze dell’Educazione e dei Processi Culturali e Formativi/University of Florence-Department of Educational Sciences and Cultural and Training Processes* as main contractor, in partnership with *DIE-Deutsches Institut für Erwachsenenbildung* and *IREA-Institutul Român de Educație a Adulților*, subcontractor *Melius s.r.l.*

The Scientific Committee has been chaired by Prof. Paolo Federighi (Università degli Studi di Firenze).

Members of the Scientific Committee have been Prof. Ekkehard Nussl von Rein (Scientific Director of DIE and University of Essen-Duisburg), Prof. Simona Sava (University of Timisoara), Prof. Vanna Boffo (Università degli Studi di Firenze) and Francesca Torlone (Melius srl).

The individual contributions were provided by the following authors:

- *Paolo Federighi* (Scientific Director)
- *Vanna Boffo*
- *Ekkehard Nussl von Rein*
- *Simona Sava*
- *Francesca Torlone*

Data collection, good practices analysis and case study reports were provided by:

- *Àngels Almendros* (Generalitat de Catalunya, Departament d’Educació-Direcció General de Formació Professional, Artístics i Especialitzats-Unitat d’Educació Permanent, Spain).
- *Ari Antikainen* (Finland).
- *Sigurjónsdóttir Aðalheiður* (Vocational Education and Training-*Mímir-símenntun*, Iceland).
- *Iris Beckmann-Schulz* (Germany).
- *Peter Bieheim* (Germany).
- *Gerhard Bisovsky* (Austria).
- *Liliya Bratoeva* (National Agency for Vocational Education and Training, Bulgaria).
- *Priscilla Brosig* (Germany).
- *José Cerf* (Finland).

- *Els Coecklbergh* (Belgium).
- *Chilariu Daniela* (Fornetti-Quality Manager, Romania).
- *Hana Danihelkova* (Association for Education and Development of Women-ATHENA, Czech Republic).
- *Andreea Dorobantu* (IREA, Romania).
- *Clare ElAzebbi* (Learning Connections, Lifelong Learning Directorate, Scottish Government, United Kingdom).
- *Carmen Fernández Herráez* (Subdirección General de Aprendizaje a lo largo de la vida-Dirección General de Ordenación y Formación Profesional-Ministerio de Educación, Spain).
- *Alexander Urban* (Germany).
- *Angela Fomison* (Ufi Cymru, United Kingdom).
- *Nils Friberg* (Sweden).
- *Suzanne Gatt* (University of Malta, Malta).
- *Francesca Gelosi* (Province of Ravenna, Italy).
- *Alessandra Graziani* (Province of Ravenna, Italy).
- *Dunja Hoch* (Liechtenstein).
- *Jean-Pierre Jeantheau* (*Agence nationale de lutte contre l'illettrisme-ANLCI*, France).
- *Mary Kett* (Further Education Development Coordinator Department of Education and Science, Ireland).
- *Natalja Kimso* (Vilnius Adult Education Centre, Lithuania).
- *Jumbo Klercq* (The Netherlands).
- *Ewa Kurantowicz* (University of Lower Silesia-Institute of Pedagogy-Department of Social Research Methodology and Andragogy, Poland).
- *Morten Lassen* (Denmark).
- *Giuseppe Leali* (Italy).
- *Irina Maslo* (Faculty of Education and Psychology-Institute of Pedagogical Science, Latvia).
- *Vida Mohorčič Špolar* (Slovenia).
- *Adrianna Nizinska* (University of Lower Silesia-Institute of Pedagogy-Department of Social Research Methodology and Andragogy, Poland).
- *Jos Noesen* (Luxembourg).
- *Agnethe Nordentoft* (Denmark).
- *Tom O'Mara* (National Adult Literacy Agency-Distance Learning service, Ireland).
- *Amnon Owed* (The Netherlands).
- *Marco Pomsel* (Germany).
- *Katarina Popovic* (Department for Adult Education, Faculty of Philosophy, University of Belgrade, Serbia).
- *Miriam Radtke* (DIE, Germany).

- *Renilde Reynders* (Belgium).
- *Tania Sandu* (Ministry of Education, Research and Innovation-Early Education, Schools, Performance and Programmes Department, Romania).
- *Graciela Sbertoli* (Vox-Norwegian Institute for Adult Learning, Norway).
- *Klitos Simeonides* (Cyprus).
- *Priscila Soares* (Associação In Loco, Portugal).
- *Richiard Spear* (National Institute of Adult Continuing Education/NIACE, United Kingdom).
- *Dagmar Stumpf* (Germany).
- *Cathrine Thue* (Vofo–voksenopplæringsforbundet, Norway).
- *Evelin Tiitsaar* (Ministry of Education and Research-Expert of Adult Education Department, Estonia).
- *Janos Toth* (Hungarian Folk High School Society, Hungary).
- *Magda Trantallidi* (General Secretariat for Adult Education, Greece).
- *Veronika Vasilova* (Comenius University, Philosophical Faculty-Department of Andragogy, Slovakia).
- *Maria Chiara Vita Finzi* (Melius s.r.l., Italy).
- *Halis Yeşil* (Ministry of National Education-General Directorate of Apprenticeship and Non-Formal Education, Turkey).
- *Henrik Zipsane* (Jamtli Foundation, Sweden).
- *Ioannis Zenios* (Cyprus).

Chapter 1 and Statistical Appendixes were provided by *Paola Naddeo*.

Special thanks to Servicio de Educación Permanente-DG Formación profesional y Educación Permanente de la Consejería de Educación de la Junta de Andalucía (Spain) and Subdirección Gral. de Aprendizaje a lo largo de la vida (Spain) as well as to Prof. Luca Toschi and Prof. Filomena Maggino (Università degli Studi di Firenze) for their support.

Gay Lobley, Celine Castelino, Alison Hay (English proofreading of the texts).

Editing of the Report by *Paolo Federighi* and *Francesca Torlone*.

The views expressed in this report do not necessarily reflect those of the European Commission.

Table of Contents

0. INTRODUCTION, Paolo Federighi and Francesca Torlone	7
1. THE CHALLENGES WHICH THE GOOD PRACTICES WERE DESIGNED TO MEET	9
1.1. <i>Reaching the low skilled in active employment</i>	9
1.2. <i>Upgrading the educational level of the workforce</i>	9
1.3. <i>Including the lower educated population in learning processes and educational activities</i>	10
1.4. <i>The obstacles to be overcome: family responsibilities, cost of education and training, lack of prerequisites, lack of employer support.</i>	11
2. ANALYSIS OF THE KEY FACTORS UNDERPINNING THE GOOD PRACTICES	13
2.1. Areas and issues addressed by the key factors selected <i>Paolo Federighi</i>	13
2.2. Political and institutional framework orientation <i>Paolo Federighi and Francesca Torlone</i>	15
2.3. Integrated strategic action, <i>Simona Sava</i>	24
2.4. Organisational components, <i>Vanna Boffo</i>	38
2.5. Didactical design, <i>Ekkehard NuiSSL von Rein</i>	45
2.6. Evaluation and monitoring, <i>Ekkehard NuiSSL von Rein</i>	57
3. FINAL RECOMMENDATIONS	66
3.1. Political and institutional framework orientation <i>Paolo Federighi</i>	66
3.2. Integrated strategic action, <i>Simona Sava</i>	71
3.3. Organisational components, <i>Vanna Boffo</i>	72
3.4. Didactical design, <i>Ekkehard NuiSSL von Rein</i>	74
3.5. Evaluation and monitoring, <i>Ekkehard NuiSSL von Rein</i>	75
4. METHODOLOGY, Paolo Federighi and Francesca Torlone	76
4.1. The notion of good practice	76
4.2. Criteria for the identification of good practices	77
4.3. Study tools	78

ANNEXES	80
Statistical Tables, <i>Paola Naddeo</i>	80
List of the 64 good practices included in the European Inventory.....	88
List of the 14 Case Studies selected	94

0. INTRODUCTION, by *Paolo Federighi* and *Francesca Torlone*

In Europe, in 2008 there were approximately 77 million citizens with a basic or less than basic level of education (ISCED 2). This is 28% of the population.

We find 23% of the active population in the same situation. In some European countries this percentage exceeds 50%.

If we were to consider indicators that measure actual basic competences, the picture would be even more serious.

This is Europe's hidden face, a substantial part of the forgotten population that little attention is paid to even in statistical and comparative studies.

Nevertheless the dimensions of the phenomenon go well beyond physiological selection. They could worsen as a consequence of the economic crisis if, even for this population segment, active policies of competences development are not put in place that would lead the low-skilled one step up¹. While in other areas of the world the growth of competences is constant and general, the absence of strategies aimed at a significant active measures will accentuate the trend to a decline of competences in Europe.

The problem is present in all countries, though in highly differentiated dimensions.

Compared to countries capable of potentially guaranteeing everyone the chance to achieve and exceed the levels of minimum qualifications (EQF² 1 and 2), there are others in which the provisions are decidedly inadequate with regard to managing the phenomenon of low levels of basic skills.

Even though the matter is often neglected, current experiences in Europe – and not just in the countries with good performance – are able to show that effective solutions do exist and are already in place, but often with limited scope, i.e. directed at very specific target groups.

This is why this study is aimed at learning more about existing good practices, to help those with low or no qualifications to achieve a qualification at least one level higher in their lifetime, in particular. The study set out to achieve these results by looking at and investigating existing good practices

- supporting improvement of basics skill levels of adults

¹ "Increase the possibilities for adults to go one step up and achieve at least one level higher qualification" is a priority of The Action Plan on Adult Learning (COM(2007) 558 final, Brussels, 22.9.07).

² The Report looks primarily at groups corresponding to Isced-2 level and below, corresponding approximately to EQF levels 1 and 2.

- raising the qualification levels of those who do not have the EQF level 1 and 2.

The target group of the present study consists of adults with no or insufficient qualification, or whose professional skills are obsolete and need to acquire key competences at any stages in their lives.

The present synthesis report is the result of a thorough examination of examples of good practice. It analyses the key factors which made the practices examined successful and makes recommendations for European and national policy makers as well as for practitioners.

Empirical data on sixtyfour (64) good practices from 33 European countries on which the analysis is based are described in details in the European Inventory and the Case Study Reports for 14 of the practices selected for deeper examination (available as a separate annex).

The present Report is made up of different parts:

1. The *Challenges which the good practices were designed to meet*, where the object of the study is investigated in relation to its action fields
2. The *Key Factors Analysis*, based on an evidence-based approach
3. The *Final Recommendations*, focused on key messages addressed to policy makers
4. The *Methodology*, explaining the methodological framework and tools behind the whole study.

1. THE CHALLENGES WHICH THE GOOD PRACTICES WERE DESIGNED TO MEET

1.1. Reaching the low skilled in active employment

The majority of the low skilled population is active in the labour market.

In 2008,³ in the European Union the total activity labour market rate for the Isced-2 group was 62.7%. In some countries they represent more than 50% of the labour force.

This data shows that the majority of lower educated citizens are active in the labour market and that this is the place where they can learn. While this fact in itself is positive, it poses challenges for the provision of learning in combination with work. At the same time it shows the strong potential demand for upgrading coming from the labour market.

Several of the selected good practices are focused on this challenge.

1.2. Upgrading the educational level of the workforce

Upgrading the level of education has an impact on labour market performance because access to the labour market is deeply influenced by the educational attainment of individuals.

In 2008,⁴ in the European Union the activity rate of the total population was 76.8% against 62.7% for the Isced-2 group. In other words there was a gap of more than 14% [in labour market activity] between the total population and the less educated population. This gap increases to about 19% for the female segment (68.9% versus 50.1%). That means that, unlike the female segment, a high proportion of the lower educated male population remains in the labour market although the prospect of changing job or obtaining a better job is relatively low. Isced-2 women present very low activity rates in Turkey and Malta (below 30%), countries characterised by very low overall female labour market activity rates. In 14

³ Data are extracted from the European Union *Labour Force Survey 2008* (<http://epp.eurostat.ec.europa.eu/portal/page/portal/microdata/lfs>) that covers the 27 European Member States, including two from the three EEA countries (Norway and Iceland), and the candidate countries (Turkey, Croatia and FYROM). The analysis of this paragraph is based on the data related to the population with at most Isced-2 level (hereafter shown as Isced-2) of education with the total population.

⁴ See footnote 3 and source quoted therein.

countries the gap for the female low educated segment is greater than 20 percentage points (Table 1 in Annex).

If data for age groups are compared this shows that for the youngest group (the 25-39 age-group) the activity rate is higher and the gap is lower than in the older age group. It could mean, especially for men, that young people tend to enter the labour market regardless of the level of education attained, but a large part of the lowest educated experience difficulties remaining in it.

The disadvantage for the low educated population is more evident when employment rates (i.e. the percentage of the employed in the total adult working age population – 25-64 years old) are considered. On average the gap in employment rate is above 15 percentage points (56.6% for the Isced-2 group and 72.2% for the overall population); this gap increases to about 20 percentage points for the female segment (44.6% against 64.4%).

The lower educated population also shows higher unemployment rates. In Europe the average unemployment rate in 2008⁵ was 6.0% (this is rising as a result of current financial and economic crises). For the Isced-2 segment it increases to 9.8%; for men the comparative values with the overall population are 5.5% and 9.0% and for women 6.5% and 10.8% respectively. The low gap in unemployment rates for males and females is due to the discouragement effect, with women, who face poor opportunities in getting a job, deciding to exit from the labour market and renouncing actively looking for work. In two countries, FYROM and Slovakia, Isced-2 women present very high unemployment rates, with values above 30%.

However, in FYROM the rate for the whole female population is above 30%.

1.3. Including the lower educated population in learning processes and educational activities

Looking at the data on participation rates in education and training of adults (individuals aged 25 - 64) by highest level of education attained⁶ it is clear that the Isced 2 adults experience very few opportunities to be involved in the education process (Table 2 in Annex).

⁵ See footnote 3 and source quoted therein.

⁶ Data are extracted from the Eurostat, *Adult Education Survey 2007* (http://epp.eurostat.ec.europa.eu/portal/page/portal/microdata/adult_education_survey). They are limited to 24 countries: 22 European Member States (we have no data for Denmark, Ireland, Luxembourg, Malta, Romania), Norway and Croatia.

Results of the pilot Adult Education Survey⁷ show that in Europe, on average, the learning process involves 18.0% of the lower educated population, this percentage increases to 36.0% for the total population. In addition, the data on formal education shows a difference in participation, with a rate of 2.5% for low educated compared with a rate of 6.3% for the total population. The countries with the lowest rates for participation in education and training for low educated individuals are Hungary, Croatia, Greece and Poland (with a value below 5%); Italy and Lithuania have rates below 10%. Limiting the analysis to formal education, there are very low rates for the Isced-2 group in nearly all countries: the highest figures are in the United Kingdom (7.8%), Belgium (6.6%), Sweden (6.3%) and Norway (5.6%). In all the other countries participation rates are much lower than 5%. For the total population it is apparent that a very high percentage of individuals are involved in learning activities, although with big differences between countries: the rates range from 73.4% in Sweden to 9.0% in Hungary. For formal education the lowest value is in France (1.7%), the highest in the United Kingdom (15.1%).

1.4. The obstacles to be overcome: family responsibilities, cost of education and training, lack of prerequisites, lack of employer support.

The Adult Education Survey⁸ also provides us with information about the obstacles to participation in learning activities⁹. For both groups the main reason given is “*respondent did not have time because of family responsibilities*”, with 42.5% of the low educated group and 40.2% of the total respondents giving this response. The countries where the low educated gave the highest rate of response for this reason are Cyprus, Greece, Lithuania, Croatia and Italy. When the total population is considered Lithuania disappears from this group (Table 3 in Annex).

With the second and third reasons given as obstacles to participation, an inversion between the two reference groups is apparent. For low educated people the second reason given is “*training was too expensive or respondent could not afford it*” (31.8% of the respondents) and the third answer is “*training conflicted with the work schedule*” (31.0%), while for the total population the rates are respectively 31.2% and 38.7%. The

⁷ See footnote 6 and source quoted therein.

⁸ See footnote 6 and source quoted therein.

⁹ It should be noted that in the survey more than one answer was possible.

countries where low educated respondents consider economic constraints as the most important obstacle to participation are Slovenia, Croatia, Poland, Slovakia and Estonia (for these countries the percentages are above 60%). The countries for which the highest rate is the conflict with the work schedule are Hungary, Finland and Slovenia (Table 3 in Annex).

The lack of prerequisites (e.g. education, financial requirements) also represents an important obstacle for the Isced-2 group: 1 in 4 respondents consider it an important obstacle to the participation in learning activities. The countries with the highest figures are Slovakia, Hungary and Germany. For the total population the fourth obstacle to participation in learning activities is the “*lack of employer’s support*”.

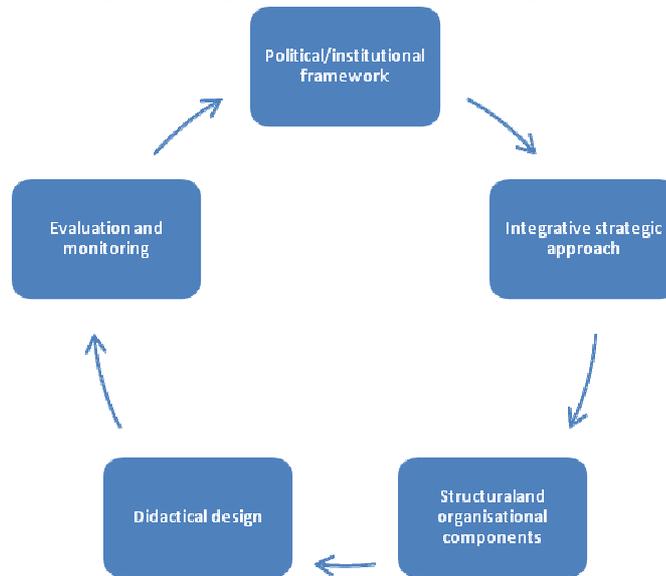
2. ANALYSIS OF THE KEY FACTORS UNDERPINNING THE GOOD PRACTICES

2.1. Areas and issues addressed by the key factors selected, by Paolo Federighi

The analysis of good practices has highlighted some key factors which tend to foster the success of the educational actions promoted.

We shall summarise these factors under five different perspectives as represented in the Figure below.

Figure 1 -Factors found in the practices described in the European Inventory



The *political and institutional framework* makes reference to the existence of a context where all key institutional actors, public and private, State and enterprises are endowed with the institutional instruments necessary to promote a policy aimed at outreach to low-skilled adults. As we shall see, this means in particular a focus on work and everyday life as a source of new learning experiences, including informal learning.

The *integrated strategic approach* refers to the multiplicity of places and actors which are involved. To reach low-skilled adults it is necessary to

transform their life and work environments into places of learning. The local community - with its libraries, museums, cultural centres, etc., the home, the business, the army, the association, the prison, etc. are all places which can generate learning experiences. The enhancement and promotion of effective interventions is based on the cooperation between institutional actors and non-institutional actors, who can assume specific roles in this matter.

The *organisational components* make reference to the necessity that the programmes aimed at outreach to low-skilled adults are equipped with three essential components: (1) political measures capable of impacting on demand (and which act on economic factors and of creation of availability of time for learning); (2) support and guidance services which operate both as regards the demand (information, motivation, guidance, counselling, certification etc.), and the offer of education and training; (3) measures which assure the quantity and quality of the offer of learning (variety of opportunities linked to different contexts, creation of chains which allow the education and training to be adequately provided, quality of the adult educators.

The *didactical design* is founded on the necessity that the learning offer of learning opportunities develops new didactical forms related to work and daily life, based on less formal and embedded methods. The personalised character takes form through direct connections with life phases and the vocational history of the low-skilled adults. The key of didactical design is based on codified knowledge which the subject does not yet possess, which is in use in his/her life or work environment. In this sense, in addition to active didactical methods, it is necessary to adopt methods integrated with the activity carried out by the subject in daily life and in work.

Evaluation and monitoring highlights the necessity to take on a results-oriented approach as well as an approach which takes into consideration the desired impact of the interventions being promoted. To this must correspond both self-management and the constant improvement of the educational quality, but also the activation of an independent, modern public system of inspection and control.

2.2. **Political and institutional framework orientation**, by *Paolo Federighi and Francesca Torlone*

2.2.1. *The strategic idea of one step up*

Enabling the low skilled to enhance their level of qualification is based on a strategy and a policy aimed at the growth of adults' capacity to transform their daily lives starting from their working and personal conditions.

This goal must be present in the strategies that inspire education, training and work policies. We must admit that the problem exists, translate it into a strategy of economic and social development, identify the resources that must be assigned for the purpose, define the responsibilities of the State, companies and individuals and, lastly, show where the 77 million citizens can develop their level of qualification.

Box 1 – Integrated policies

The Danish flexicurity model combines high mobility between jobs with a comprehensive social safety net for the unemployed and an active labour market policy (the so called “golden triangle”). The high degree of mobility from employer to employer is linked to the relatively modest level of job protection. That implies that there is a quite high percentage of the employed who are each year affected by unemployment and receive unemployment benefits or social assistance. But the majority of these unemployed people manage to find their own way back into a new job thanks to the effective active labour market policies included in the flexicurity system. Such an integrated system assists the unemployed and people who are in need of a better qualification to get involved in various programmes (basic professional education, job training and education, vocational training) and, in the end, to give them a better chance of getting a job.

(Integrated policies in the flexicurity model, Denmark).¹⁰

The more complex the adult's socio-economic circumstances the greater the need to harmonise actions that could bring them into situations of autonomy and development.

¹⁰ European Commission (2008), “YOUTH: Young in Occupations and Unemployment: Final Report 2008”, and “Country case study reports - Pathways to work: Current practices and future needs for the labour market integration of young people”, available at <http://ec.europa.eu/social/main.jsp?langId=en&catId=89&newsId=448&furtherNews=yes>

The connection between education and work is crucial for citizens whose autonomy – not only economic – is based on the possibility of finding, maintaining or searching for a job. Such a connection implies a strategy which does not divide, but tightly connects personal to professional growth.

Box 2 – How to reach cooperation between different educational organisations and programmes

The central features of the Noste Programme are:

- outreach work in workplace contexts outside educational institutions and organisational settings
- engaging in face-to-face contacts and negotiations with the target group and with employers
- tripartite collaboration at various institutional levels providing advisory services, guidance and counselling as part of the outreach process

The Noste Programme has been in place since 2003.
(*Noste Programme/Outreach activities for low skilled workers, Finland*).

This must be accompanied with new ideas in learning, new patterns closer to the natural processes of learning and further from the concepts of typical schooling. In such a way the job does not just become the objective of the learning, but the source of it and the place for personal development. This is also the case for other life contexts of adults.

2.2.2. Putting in place policies and infrastructure

The implementation of a development strategy to address low level education has consequences such as:

- Providing clear stable structures where citizens can apply for services. At the same time, public institutions, required to guarantee functioning and quality, must be identified.

Box 3 - Public policies for the low skilled

Municipal KomVux schools provide secondary education as well as compulsory schools, secondary schools and adult education residential centres (where specialist courses are held). Additional courses are run by local public bodies, independent secondary school courses and

public education schools.
(*Komvux – KOMmunal VUXenutbildning/Municipal Adult Education, Sweden*).¹¹

The integrated actions adopted by the Competence Centre are for promoting education and training within small and medium enterprises (fewer than 20 employees). Businesses, skilled and unskilled employees (working in public and private sector, with a low or insufficient qualifications level), competence centre middle managers, and teachers and trainers participate in competence development and continuing education. Centres were set up in 2006.
(*Competence Centre, Denmark*).

- The interpretation of such an objective in plans, programmes and adequate financing to achieve a measurable impact, based also on the financial commitment of public and private parties and – amongst them – companies.

Box 4 – Basic competence in working life

The ‘Basic competence in working life’ programme’s opportunities have been taken up by a number of private and public enterprises with employees who need basic skills training. The programme is part of the government’s overall competence policy. The education providers, which may be public and private providers and even companies themselves, if they have the necessary teaching staff, organise the courses and help recruit the participants in cooperation with enterprises. Trade union representatives often play an important part in the recruitment phase and throughout the whole process of setting up a course. The programme has been running 2006.

(*Basic Competence in Working Life Programme, Norway*)

- The creation of sustainable conditions for participation in education and training through the encouragement of motivation to invest in education and training, reduction of direct and indirect costs and the guarantee of returns.

¹¹ Isfol (2008), *Fostering participation in lifelong learning. Measures and actions in France, Germany, Sweden, United Kingdom-The specific measures*, I libri del Fondo Sociale Europeo-Unione Europea e Ministero del Lavoro, della Salute e delle Politiche Sociali, ISSN 1590-0002.

Box 5 – Sustainable conditions to enhance participation in education and training

The individual credit card for training is based on the ILA (Individual Learning Account) model and is intended to overcome obstacles of access to education and training, to develop ways back to work and the integration and personalisation of learning courses for those involved. It is particularly effective in helping those with low educational levels (EQF2) back into training and education. It combines three different aspects: institutional financing of education and training, supply of information and counselling services and the participant's freedom in his/her choice of learning. This measure allows the individual to develop a varied learning path over a number of years. The practice was introduced in 2005. It has had a special importance as a measure for unemployed people during the 2009-2010 economic crisis.

(Individual credit card for training, Italy).

The Adult Learning Grant (ALG) is one of the key learner support schemes put in place by the Learning and Skills Council in order to remove financial shortcomings as a barrier to participating in learning. The ALG is intended to help low income adults studying full time for their first full Level 2 or first full Level 3 qualification with the cost of learning. The amount eligible adult learners can receive varies and depends on their financial situation. The ALG was announced in July 2003 as part of the "Government's Skills Strategy 21st Century Skills: Realising our Potential". Following the first pilots of the ALG, it was expanded to cover the whole of England in 2007/08.

*(Adult Learning Grant, United Kingdom).*¹²

- For some groups in the population in particular conditions, special routes for approaching jobs and education and training must be contemplated. In these cases the aim is not certification; it is building a personal life project.

¹² Isfol (2008), *Fostering the participation in lifelong learning. Measures and actions in France, Germany, Sweden, United Kingdom-The specific measures*, I libri del Fondo Sociale Europeo-Unione Europea e Ministero del Lavoro, della Salute e delle Politiche Sociali, ISSN 1590-0002.

Box 6 – Integrated support for labour market integration of some disadvantaged categories of citizens

Integrated support for labour market integration (SIIL) is a service designed to reduce the risk of social and labour market exclusion of people with psychological, social and economic disadvantages as a result of low level basic and transversal skills, personal fragility and social vulnerability. It encourages the acquisition of social and professional roles through workplace mediation that consists of accompanying the person throughout his/her professional integration process, and stimulating its emancipatory effect. The integrated approach of the service is based on a strong cooperation among local centres and services providing counselling, education and training and introduction into the labour market.

(SIIL-Sistema Integrato Inserimento Lavorativo/Integrated support for labour market integration, Italy).

2.2.3. *Models of policies for the development of basic education* by Paolo Federighi and Francesca Torlone

The good practices collected in the Inventory highlight four different types of approach, potentially complementary, which must be taken into consideration while building strategies and policies:

1. The **validation approach**, which is characterised by accrediting and motivating the adult on what has been learnt during work and life experiences and with a subsequent aim of validation and recognition through appropriate methods, sometimes leading to certification.

During this study, this approach was found in a number of countries and contexts. The following features describe two specific types:

- Adoption of widespread national systems of validation for knowledge acquired in life and work;

Box 7 - Recognition and validation of vocational competences acquired in non-formal and informal contexts

The *Centro Novas Oportunidades* (CNO/New Opportunities Centres) identifies and validates skills that have been acquired through informal, non-formal or formal learning by adults with limited schooling and

ultimately awards a diploma equivalent to an official certificate. The NOC was set up in 2003 and has been growing throughout Portugal ever since. The target is to reach 500 in 2010.
(New Opportunities Centres, Portugal).

In Romania, individuals who would like vocational competences acquired through non-formal and informal routes to be assessed with a view to recognition apply to an assessment centre authorised for the appropriate occupation or qualification. The work is carried out by the assessment centres authorised by the National Adult Training Board (NATB). The candidate receives a certificate of competency for all the competency units for which he/she was declared “*competent*”. The certificates of competency have the same value as the nationally recognised graduation or qualification certificates issued in the authorised formal accreditation system. The practice was adopted in 2004.
(Recognition and validation of vocational competences acquired in non-formal and informal contexts, Romania).

- Adoption of correlation systems between formal and informal models through the introduction of activities bringing people up to the level to achieve school diplomas.

Box 8 – Low skilled employees access a national diploma

The *Evoluance* (Evolution) programme of the French group Danone is a qualification programme with the aim of helping the company’s low skilled employees access a national diploma or enter a VAE-*Validation des acquis de l’expérience* (certification of skills no matter how and where they are acquired) programme. The learning programme is initiated by the company using training plans and making a financial contribution to it. The national network of public and adult education centres, *Greta-GRoupements d’ETAblishements*, is involved as well as the body responsible for the formal adult education service in France. The programme began in 2004.
(Basic education for workers in Danone, France).

2. The **approach centred on embedded learning**, which aims to build learning pathways both structured and incidental, while at work or in some regular social activity. In its method of developing specific competences (fine tuning), this approach consists of organising activities carried out in the workplace or elsewhere, in order to accelerate the learning of the interested adult.

The most significant element is that this approach tends to bring into central focus what has been learnt in the workplace or in other contexts (e.g. sport, volunteering) in an informal way. It is therefore a model in which the education and training potential present in a specific social or professional activity (the manufacturing of yogurt, the production of animal feed) is used for the personal and professional development of low skilled adults.

It is an approach which, for those with a low level of education, is carried out through close cooperation between government, company and other agencies, including one which also provides certification and professional qualifications.

Box 9 - Embedded learning approach

The experience concerns language learning while the workers carry out the tasks, duties and functions assigned to them. The management of the workplace learning is entrusted in part to the learners themselves who must recognise, choose and decide if and how to use learning opportunities. This is what happens at *Passage gmbH in Hamburg*. In learning combined directly (embedded) with the work context and job roles, the willingness to learn is strengthened by the learners sharing their personal expertise in work processes with the trainers, who are language experts in reading, writing and communication. The underlying concept is that workplace-related language skills training can only be developed by taking into account particular work processes and contexts. Both skills (language and work processes) blend to form *ad hoc* materials, which are strongly contextualised with respect to the production process and centred around the workers' training needs, as thoroughly investigated by an external service centre. The practice started in 2007.

(German in the workplace, Germany).

The British Army has succeeded in addressing the need for sound literacy and numeracy skills that are foundation skills which underpin the ability of Service men and women to assimilate training, to carry out their duties effectively and safely and to take advantage of career opportunities. From 2000 to present the Basic Skills Agency (now NIACE) has worked in partnership with the British Army to provide basic skills to army recruits.

(Basic skills in the British Army, United Kingdom).

3. The **alternance approach**, based on developing public education and training institutions at various levels (up to university) exclusively open to workers, enrolled by the company in which

they work. The workers attend learning courses that aim to improve understanding and ability to carry out a specific – usually complex - work activity. Enrolled people usually dedicate up to 50% of their time to education and training activities and the remaining time to productive activities within companies. Certification and qualification are issued after completion of education and training. In the past, the model of alternance was mainly used for young apprentices, and now is also used for adults. It is a model usually reserved for those with a job contract. In fact it requires long periods away from the workplace. For this reason, the financial cost for the company is particularly onerous. Its extension to unemployed adults is made through integrated social policies (disbursement of minimum wage subject to execution of the work activity) or active labour market policies. In these cases, the labour cost is entirely or partially paid by the State.

Box 10 – Dual system centred on alternance

In Luxembourg, a legal measure offering adults the opportunity to make up for a lack of vocational education and certification or to acquire an additional certification. Participants get a contract of employment and a salary after admission to the dual vocational system (company based apprenticeship training complemented by attendance at a vocational school). After finishing the apprenticeship, the opportunities for them in the Luxembourg labour market noticeably increase.

In terms of the company-based aspect, if young people get an allowance for the apprenticeship, the adults get the minimum social welfare benefit. The difference is reimbursed by the State to the company.

The practice was introduced in 2000.

(Adult apprenticeships, Luxembourg).

4. **Formal approach:** formal education and training systems can also be adapted and extended based on the relationship between the school/training centre and other learning contexts (social environment, job, etc.), and as a function of demand manifested in the adult's social life and/or the job market, and resulting in the consequent adaptation of curricula and learning models. In such cases – also when the objective is to obtain a professional qualification - the learning does not take account of the specific needs of one company, but rather aims to provide the job market as a whole with workers who are employable in several types of companies. It is education and training to achieve an occupation –

and therefore mainly addresses adults in search of a job. This approach tends to be characterised by the following features:

- Revision of the learning programmes in the sense of a strong relationship between basic training and professional qualifications –requested by the job market and social competences.

Box 11 – Standardised open learning programmes

In the Cards 2004 project, public and private education and training providers (trainers and researchers) were provided with additional expertise to develop a more flexible basic skills programme. This involved developing a new curriculum consisting of six terms, each lasting 18 weeks. The first (I) and second (II) terms are equivalent to the level of the first four grades of primary education. These terms are designed for adults who have not completed the first four years of primary school. Terms three (III) to six (VI) match the level of the remaining four years of primary education and are, therefore designed for adults who have completed only the first four years of regular primary education. The “Cards 2004” project started in 2007 following an overall review of the government’s initiative and ended in May 2009.

(Basic education and vocational training for low skilled workers, Croatia).

- Definition and standardisation of learning outcomes and adaptation of curricula in achieving such aims;

Box 12 – Standardised open learning

Aula Mentor is an open learning system adopted by *Ministerio de Educación*. Curricula are arranged in a way that they standardise learning outcomes. They comprise, for instance: (1) “*Aula Mentors*” with a PC and internet connection, where students can access tutor support, find materials, and get assistance in deciding on their learning pathway, and (2) the “*mesas de trabajo*” (work stations), virtual environments for studying and communicating included in the Mentor server platform. The practice was started in 1992.

(Aula Mentor, Spain).

2.3. Integrated strategic action, by *Simona Sava*

Once the vision and the political aim are set, their realisation requires coherent, integrated action by all relevant players, with clearly defined responsibilities. As well as achieving the goal of enabling people to take their qualifications ‘one step up’, the implementation of the political perspective requires a diversified infrastructure, cooperation among different players, and reliable data for understanding the wealth of evidence and the complexity of the situation of these adults, and the combined measures and support services.

To reach the low skilled adults, different actors acting in multiple settings and places are to be involved.

The experiences presented in this study show how the solutions to the different situations of adults with low qualification levels, and the systems put in place, are tailored to the problems they are facing. The national, regional, or local infrastructure and network of institutions involved will vary in the distribution of responsibilities, and in the relevant players needed to achieve an integrated, coherent way of acting according to the level of intervention (e.g. top-down approaches, such as national large scale initiatives, versus bottom-up initiatives, at a smaller scale, at local/ regional level, but with promising results).

Key success factors of an integrated, coherent strategic approach to supporting adults with low qualification levels to go ‘one step up’ appear to be:

1. Identifying and involving all relevant players.
2. Combining different measures.
3. Defining realistic objectives for programmes and projects.
4. Defining responsibilities clearly.
5. Basing approaches on sufficient and empirical data.
6. A positive political approach.

These factors are explored below, using concrete examples from the data collected across Europe.

2.3.1 . Identifying and involving all relevant players

The diversity of problems people with low levels of qualification are faced with call for different kinds of expertise to be involved in addressing them (e.g. imprisonment, no or insufficient qualifications, incomplete basic

education or basic skills needs, migrants with literacy problems mainly related to the mastering of the national language of the host country, outside of the labour market, or at its periphery). For a specific problem it is necessary to define who the relevant players are; how they can act together or complement each other in providing educational and non-educational services; how the responsibility can be divided among them; or what might be a strategic partnership.

Not only the specific nature of the problem, but also the level of need has an impact on the number of players to be involved, and on the geographical coverage. This will determine if large scale national initiatives or small scale local ones are to be initiated.

Box 13 – National large scale initiative, formal educational provision

A 10 year-long governmental initiative launched in 2003 in Croatia with the aim of helping adults to complete their elementary education, improve their literacy level, and train for basic occupations leading to a qualification in demand on the labour market, thus enabling them to get a better job.

Its implementation meant several combined approaches, one aimed at fostering political dialogue and consensus among the most important partners at all levels (municipalities, local authorities, companies, the Croatian Employment Service, adult education providers, primary and secondary schools, open universities, employer associations, non-governmental and non-profit organisations).

(Basic education and vocational training for low skilled workers, Croatia).

In 2002 the *Back to Education Initiative-BTE* was launched as part of the Irish Government's programme for Second-Chance and Further Education. The overall aim is to increase the participation of young people and adults with less than upper secondary level education in a range of flexible part-time learning opportunities. The BTE complements existing full-time provision in further education funded by the Department of Education and Science.

The Back to Education Initiative comprises two strands:

A Formal Strand, delivered by Vocational Education Committees (local education authorities) who provide the bulk of the provision, and a small number of post primary schools who provide adult education courses.

A Community Strand, with 50 community groups offering BTEI provision. 10% of the annual BTEI budget is allocated to these groups.

(Back to Education Initiative, Ireland).

All examples provided show that the ‘One step up’ strategy would not work for these specific target groups without a holistic view of their life situation and their daily environment, as their problems and concerns are not educational ones, but mainly relate to securing a decent life. The more specific the environment (prison, army, F.E.), the easier it is to define all relevant players. The broader it is, the more initial analysis is needed to assess the complexity of the environments and to define the relevant players that might work together.

Box 14 – Education and training programmes for inmates

In the prison of Nitra-Chrenova, partners provide different qualifications, the university offering a general course on everyday law and the municipality a “Citizen and democracy” foundation course. *The Women in Prison programme* has succeeded in: overcoming issues of low levels of literacy; improved self-knowledge, the quality of family life, and the understanding of human rights; raised educational levels and qualifications gained, and developed self-confidence in relation to the labour market, within a common educational programme.

(Educational programme for women in prison, Slovakia).

The national programme (2006-2010) “*Creation, Testing and Realisation of the Pedagogic Improvement Programme for Imprisoned People*” (Latvia), has succeeded in overcoming issues of prisoners with no professional qualification and with very few opportunities to be employed on release. 76% (about 5,000) of those involved are prisoners with no qualification or occupation. Partners: Prison Administration of the Ministry of Justice of the Republic of Latvia, State Probation Services, Jelgava Engineering Plant, Vocational Education Administration of the Ministry of Education and Science, coordinated by Jelgava Regional Adult Education Centre.

(New solutions for promoting ex offender employment, Latvia).

The army also provides a well-defined environment with a limited number of players. Places like army and prisons are increasingly seen as non-traditional sites for learning.

Box 15 - Remote sites for integrating learning into daily life

A pan-Army approach was developed to enable those whose literacy and numeracy have not benefited fully from the civilian education system to meet (and exceed) the basic skills standards that Army life demands. Organised on a regional basis, basic skills learning opportunities (including

full diagnostic assessment and access to national testing) are available through in-house provision delivered via a network of 30 Army Education Centres (AECs), six initial Army training units and over 120 ICT-based learning centres in the UK and overseas (including a virtual learning centre). Up to 25,000 applicants across the UK are assessed annually. (*Basic skills in the British army, United Kingdom*).

Workplaces are similarly increasingly involved as learning environments for people with low educational levels which directly relate to their everyday life and welfare. When linked to training on the job, this may involve only one player, usually a big company that has developed in-house training and qualification provision for its employees with no or a low level of qualification (see Danone, in France, or Fornetti, in Romania). When it is about SMEs, which have limited capacity for training their employees, other link institutions, or partnerships with educational providers are needed.

Box 16 - Embedded learning related to the job

The *Competence Centre* was set up in Denmark, in 2006, to initiate contact and cooperation between training institutions and businesses, using the Centre for Labour Market Research to observe and analyse the progress. Due to the success of the initiative (more than 450 SMEs became involved, and more than 3750 employees trained), permanent coordinating centres of adult vocational training courses are to be established by political decision in parliament for the whole country, starting in 2010. (*Competence Centre, Denmark*).

The *Literacy Integrated into the Job* programme developed specific vocational training, customized to the special needs of additional language learners with few literacy skills. The vocational training was to prepare them to get a job in the cleaning sector (since 2005).

Partners: Centre for Adult Basic Education in Mechelen (provided the Dutch language courses and the coordination), Prisma-Integration Centre for New Immigrants in Mechelen (provided career guidance, the introductory course into Flemish society), Levanto-Non-Profit Organisation for Vocational Training (provided career guidance, personal coaching and part of the Dutch language course), VDAB Mechelen - the Government Agency for Employment and Vocational Training (provided the vocational training), Karel de Grote-Hogeschool (coordinated the whole project and gave methodological support to the teachers).

(*Literacy integrated into the job, Belgium*).

In contrast to these specific needs, when adults need a general support service such as counselling to guide them on their way, the players providing such services vary considerably. Also, when the aim is to reach very diverse adults and motivate them to attend further education, many institutional players, drawn from almost the whole community educational infrastructure may need to be involved to respond to learners' interests and personal situations.

Box 17 - General support services

The Portuguese New Opportunities Centres are to be found in: state schools, job training centres, professional associations, town halls, local associations, private companies, not-for-profit institutions, other local establishments and organisations.

(New Opportunities Centres, Portugal).

The Permanent Territorial Centres (PTC), since 1999, , play the complex role of promoting and encouraging the coming together of those working in the same area (e.g. secondary education institutes, vocational training agencies, associations, businesses, trade unions, employment centres and local authorities) for the planning, promotion and/or provision of educational and vocational training activities for adults, assuring both the **flexibility of the education and training offer**, integrated pathways and modular training units. PTCs introduced the **training pact** with the adult learner, aimed at increasing his or her responsibility and initiative for the learning paths, in accordance with his or her interests and life experience.

(Permanent Territorial Centres, Italy).

In response to the general aim of inspiring and motivating adults to re-engage with and re-enter formal or non-formal education, a very diverse range of institutions can be relevant players (e.g. the Nordic Centre for Cultural Heritage Learning- NKC, Jamtli Museum, Regional museum in Jämtland, the State Regional Archives in Östersund, Birka Folk High School, the Unemployment Office, the Östersund Municipality, etc.). The preparatory courses aim to enable and motivate the participants to start basic or vocational training again, by '*learning to learn*'.

(X-Press on tracks, Sweden).

Thus relevant players need to be identified in response to the type and size of the problem. All relevant players and stakeholders must be involved, in the light of the territory served (town, village, region, state) and the task

to be addressed, including not only schools and enterprises, but also support services and civil society organisations.

The complexity of the problems addressed usually requires integrated actions and measures, and support links connecting them.

2.3.2. Combining different measures

Most of the examples provided have used integrated approaches to support low skilled adults to overcome the difficulties of their situation and find a job, as the causes and effects of such situations are different.

The large scale initiatives consisted of the different integrated measures needed to put in place a functional and good quality system. This mainly occurred in countries where the system was to be newly implemented, like the new EU Member States, and there was a need for action on many levels. The measures aimed also to be flexible enough to adapt to adults' different experiential backgrounds, relating either to measures of validating and integrating their previous knowledge and skills acquired in informal and non-formal learning contexts, or to measures enabling them to take responsibility and make their own choices for the qualification route to follow by providing them with learning vouchers.

Box 18 - Combined measures, multidimensional design

The *Second Chance Programme* was developed in different phases and continually extended. Implementation of the programme involved a number of elements, including measures to develop institutional capacity, through: a) Developments in educational policy to regulate the implementation of the Second Chance programme; b) Organisation of training sessions; c) Development of curriculum and educational materials; d) Monitoring and evaluation; e) Information campaigns.

The programme provides individual training and recognition of prior learning, based on both the curricular standards for basic education and the vocational training standards. The learners have the benefit of counselling and support services within the programme.

The offer is at two levels: Second Chance for Primary Education and Second Chance for Lower Secondary Education (the latter including a vocational training component).

(*Second Chance Programme, Romania*).

In the countries with more experience, the combined national scale measures were more specific and focused, with targeted actors.

Box 19 - Specific measures and targeted institutional actors

The *Basic Competence in Working Life Programme* was launched in 2006, with the aim to set up basic education projects in enterprises and to monitor the implementation of the measures taken. The Norwegian Institute for Adult Learning, Vox, has been entrusted with the coordination, support and on-going evaluation of the programme. Networks and consortia were set up: enterprises were able to apply for public funding, and finance was made available for basic education courses in public institutions. Employers were included in the programme from the outset as an effective strategy to utilise companies' existing infrastructure for employee development to develop adapted training and further education courses.

The Norwegian government has also set up a *Framework for Basic Skills for Adults* which the applicants for training grants use as a frame of reference while defining the competence levels of various participants.

(*Basic Competence in Working Life, Norway*).

As the problems the adults are facing are multidimensional, combined measures, tailored to their situations are needed.

Box 20 - Tailored combinations of measures

Apprentices lacking basic competences in literacy, numeracy and ICT are supported and mentored on their route to graduation by an integrated tailored training aimed to overcome their learning barriers for entry to the dual vocational training system. An individual curriculum is developed with the learners. A very detailed process of assisting the young adults was designed, supported by voluntary social pedagogical mentoring, and close co-operation between the basic education trainers, training centre management and teachers at vocational schools.

(*JUMP Project, Austria*).

The *Learndirect* programme provides learning aimed to improve skills, find a job, change careers or progress at work, to people over the age of 16 in England, Wales and Northern Ireland. Since 2000, more than 2.5 million learners have participated.

(*Learndirect, United Kingdom*).

Guidance and counselling integrated into teaching was provided at non-residential folk-high schools in *Denmark* for young adults with low

literacy, as part of the participant's job plan provided by a job centre. The approach was aimed at building confidence and motivation for further learning, and thus 'transition' entitlements were designed.
(*Guidance and counseling at non-residential folk-high schools, Denmark*).

Such targeted approaches show the complementary measures needed to support adults in overcoming their learning barriers. Even when they are designed more as individual educational programmes, the cooperation between different players with different expertise characterises the integrated approach. More elements of the integrated approach are involved while running awareness campaigns which aim not only to raise awareness, but to give adults "on the spot" support and guidance about concrete further steps to be taken. As such, campaigns involve a wide range of relevant players, more details about them will be provided below, where the responsibility of each is described.

Irrespective of the size and range of the measures taken and combined, they always relate to the aim to be reached.

2.3.3. Defining of a realistic objective for programmes and projects

To be able to design and implement integrated strategies, clear and realistic aims need to be defined. The strategy must define a clear and realistic objective, based on a clear problem definition and a clear strategic aim. This is the precondition for further precisely planned and realised activities to ensure the success of the strategy. This is even more important since the task of learning is always multi-dimensional and complex for these target groups.

Box 21 - Clear aims, priorities and targets

The overall aim of the *Back to education initiative (BTEI)* in Ireland was to increase the participation of young people and adults with less than upper second level education in a range of flexible part-time learning opportunities. The BTEI has a number of **specific priorities**:

- Introducing greater flexibility into the Irish education system which has had a predominant emphasis on full-time provision and time specific entry and exit opportunities.
- Promoting greater synergy between different forms of provision.
- Assisting individuals in combining family, personal and work responsibilities with learning opportunities.
- Engaging hard-to-reach groups in learning activity.

- Addressing the low literacy levels of the Irish adult population by providing a bridge from literacy provision to other courses.
- Offering a wider range of choices, which are appropriate to the particular circumstances of learners, and leading to national certification or accreditation with a strong focus on increasing the number of Irish adults who have certification at upper secondary level or equivalent.
- Addressing specific skill needs, by providing courses in business, tourism, art and craft, childcare, healthcare and a broad range of disciplines within the services sector as well as offering access to Information and Communications Technology training.

(Back to Education Initiative, Ireland).

In-depth reflection is needed on how challenging to make the aims and objectives, to determine realistic and affordable ways of reaching them. Objectives which are too general make it difficult to anticipate the measures needed, while a too narrow aim might not be integrative enough.

Consideration must also be given to the time scale needed to ensure realistic objectives in the time available. With a longer time frame, intermediate objectives acting as milestones are important to show how the overall objective will be reached.

Box 22 - More ambitious targets based on experience and continuity

The national campaign *Mother and Daughter in School* was initiated in 2001, in line with the UNESCO initiative to make a 50% improvement in adult literacy by 2015 and to provide equal access for all adults to primary and continuous education.

The initial campaign ended in 2007. Due to its success, a new more extensive campaign has been initiated from 2008 until 2012, with the goal set by the Turkish government to reduce the number of illiterates by 40% by 2012.

In 2008 356,011 people were reached, a large increase compared with previous years, which makes the government confident that the goal set for 2012 will be reached.

(Mother and Daughter in School, Turkey).

However, generally speaking, the overall aim is to enhance people's control over their own lives, for which a common framework of learning opportunities needs to be created, aimed at enhancing learners' chances by offering more possible choices.

At the more operational level, it is crucial that the structure of the work follows the aims of the programme to enable ‘one step up’ for the learners. The commitments and obligations of all involved organisations must clarify this aim and show appropriate activities to reach it.

Beside a clear aim, it is important to draw up a frame of reference for a core of the basic competences for all relevant fields, competences that enable people to secure decent lives for themselves (*see Box 19*).

2.3.4. Defining responsibilities clearly

Given the number of players and activities to be carried out to bring hard to reach adults back into education and employment, a clear definition of how each of them will contribute to the final aim is needed. The drivers and decision-making centres of a strategy also need to be identified (eg. civil society, some ideologies, economic development, etc.), and the needed levels of action specified (eg. from the macro/ ministry level, to micro level, including the involvement of all social partners and relevant stakeholders).

Box 23 - Clear responsibilities among networked partners

The *Noste* is a national programme launched by the Finnish Ministry of Education in cooperation with the Ministry of Labour and social partners in 2003. Its aim is to find out how to reach, motivate and support low skilled working adults with little experience of post-compulsory education. The programme consists of 59 regional and provincial *Noste* projects organised as networks of various providers of adult education (including vocational adult education centres, vocational institutes, adult education centres, folk high schools, upper secondary schools, apprenticeship training centres, business centres, associations and job centres) and their working life partners. The *Noste* Programme includes one national outreach project, coordinated by the Central Organisation of Finnish Trade Unions (SAK).

The network organisations of the regional *Noste* projects supported the outreach work by enabling cooperation between different educational organisations and training programmes, exchange of knowledge and expertise and use of existing relationships and networks with workplace contexts, as well as providing a broad range of programmes and courses for the students.

(Noste programme-Outreach activities for low skilled workers, Finland).

The structure of work in the partnership also needs to be clarified, as can be seen in the above example. In most cases there is one institution to

coordinate the programme and the partners; the others generally work through a variety of networks, but with shared duties, clear roles and responsibilities.

The successful implementation of a programme based on a partnership with shared responsibilities depends on some key factors, including: clear and accepted aims, relevant capacity building, defined roles, clarifying the structure of communication, interests met of all partners, commitment and evaluation of impact.

The examples presented in this study demonstrate a number of different types of strategic partnership:

- The first type is a **complementary partnership**, in which organisations of different kinds join together in a working scheme. This could be, for instance, a partnership of schools, administration, enterprises, cultural institutions, labour market agencies, ministries and public bodies on all regional levels (local, regional, national).
- The second type is the **additional partnership**, in which many organisations of the same kind are working together. This means, for example, schools and administrations in neighbouring regions, to enlarge the scale of provision and access. Providers may be organised in additional partnerships.
- The third type is the **supportive partnership**, in which organisations and bodies are involved in supporting the process and the delivery of the programme. Supportive partners mostly support financially, and sometimes are helpful in political or ideological questions.

The size and diversity of the partnership depend on the level of intervention (national scale, versus regional/ local coverage), and on the complexity of the problem. In most cases the responsibilities of the partners are shared.

It is important to stress that local responsibility needs to be enforced, to ensure the proximity of intervention to the real life situation of these people. *Local governance* can draw up effective and tailored *local strategies* which will encourage local authorities, employers, colleges and voluntary organisations to work together to meet the needs of the low skilled people in the most effective ways. A diversified and tailored infrastructure can be developed if local players have the power to set up the offer for learning and support services. Also employers should be motivated to strengthen a culture of learning in and out of work, as part of the infrastructure and network for learning.

Box 24 - Enforced regional/local responsibility and governance

Adult basic education addressed to parents of immigrant pupils showed how in the province of Prato 7 municipalities set up an inter-institutional network and a joint project to respond to the issue of high levels of inward migration and signed a Protocol Agreement. They were supported by the Region of Tuscany which made the financial resources available, and the National Ministry of Education.

The objective is to support and develop a collaborative relationship between schools and local authorities in order to research new strategies for integrating foreign children of school-going age and to promote courses aimed at educating for diversity through the full involvement of all teachers, parents and students.

The actions planned relate to the following areas: *Reception services* (including the welcoming of parents and young people, guidance, recognition of skills, certification of educational credits and debits); Italian language workshops; intercultural workshops and active citizenship workshops; staff training, parenting support through the involvement of voluntary and third sector associations; counselling for teachers and non-teaching staff (by cultural mediators and linguistic facilitators) etc.

(Adult basic education addressed to parents of immigrant pupils, Italy).

Removing the barriers to access for all adults with less than upper secondary level education requires articulated actions at different levels: from the certification (and accreditation system) of different forms of provision, to designing open and flexible access, transfer and progression pathways to different/ alternative education or employment, and ensuring that people find it easier to gain credit for any learning they have undertaken. This also means introducing greater flexibility into the education system, as well as greater synergy between different forms of provision and bridges between the different learning pathways. This creates more opportunities for learners to move between different parts of the system, in this way widening the range of learning opportunities available, as more choice means more chances.

This approach builds bridges mainly inside the educational system (passages between formal and informal learning, alternative routes, credit system, etc.) and also between the educational system and the “real” world of the people at the workplace and in the social environment. Above all, supported by awareness campaigns, it builds up an effective system for informing people about their possibilities.

Box 25 - Bridges for alternative learning pathways

Reintegration of women in the healthcare sector programme is addressed to women with rural and/or migrant backgrounds struggling to get back into the labour market after a long period out of employment, for family reasons.

Different healthcare institutions provide training courses for this target group to learn and validate healthcare skills and competences. Most of them had no formal qualification.

The successful participants of the training courses not only had their skills validated, but also found employment at one of the participating healthcare institutions.

(Reintegration of women in the healthcare sector, The Netherlands).

2.3.5. Basing strategy on sufficient and empirical data

The interventions designed into an integrated strategy are to be based on the use of empirical data, research findings and documented experiences (also from abroad), that can give information not only about the size of the problem, but also suggest areas and ways of tailored intervention, providing at the same time a scientific and reliable rationale.

Box 26 - Relevant and reliable data

In Scotland the information about the size of the target group reached by the good practice is quite precise:

The International Adult Literacy Survey (1996) suggested that approximately 23% of Scotland's adults (800,000 people) had some level of literacy or numeracy difficulty. New research (New Light on Adult Literacy and Numeracy in Scotland (2008) suggests that 36% of Scotland's adults do not have the literacy skills they need to be able to achieve everything they might in their personal lives and in their work and that 71% of adults lack the numeracy skills they need in order to be able to achieve everything they might.

(Networking and partnership with adult literacies tutors in Scotland, United Kingdom).

Knowledge of the problems, the structure of the field and the advantage and disadvantage of actions, along with careful analysis of the situation is fundamental to ensuring an in-depth understanding of the whole complexity of the problem, and to make sure that quick decisions are not taken that might be wrong.

Box 27 - Gathering empiric facts

The primary aim of the NOBI Network and the Coordination Centre, *German in the workplace*, is to find solutions which emphasise the responsibilities of society, the labour market, and the companies themselves. The prime purpose of the programme is to enable migrants with limited German language skills to participate in cultural, social as well as working life without, however, demanding one-sided assimilation. Thus, one of the main tasks of the project is to develop training programmes for companies and adapt learning methods and materials which are relevant to the respective target group or company. To do so, drawing on identified work-related and individual needs, the Coordination Centre, *German in the Workplace*, offers to design and deliver customised programmes for in-house training in companies. The focus is on the language skills specific to a particular company, which are identified on site by observing and analysing work processes. (*German in the workplace, Germany*).

Also, very important is the information coming from peer learning activities, from “lessons learnt” in running similar activities. Going into the concrete reality and gathering the empiric data, and also listening to the “learner’s voice”, forms the basis to make sure that we have a proper understanding of their situation and needs.

Box 28 - Encourage the learner’s voice

The *Adult Learner’s Week* in United Kingdom is one of the learning campaigns and activities which promotes and encourages the “learner’s voice”. Adult Learners’ Week was conceived as a national campaign, with local action. Some of the key *elements* of the campaign are: the local coordination through *learning festival groups* or regional coordinators; the development of a *learner network* to promote learning through word of mouth; the inspiring award on behalf of learners who have had a life changing experience through learning. (*Adult Learner’s Week, United Kingdom*).

Consistent, broad and rigorous information collection (that might come also from monitoring and evaluation), can open debate about the implications of the strategy as the whole, or of the different measures. A stronger and broader analysis of the benefits and costs of the intervention over time, and systematic experimentation on what works, is also needed, and these aspects are addressed in the section on *Evaluation* below.

2.4. Organisational components, by Vanna Boffo

2.4.1. Promoting the demand for education and training centred around the individual

The key factor in creating specific organisational conditions is to focus on the promotion of learning demand. Good practices in such diverse cultural, social and environmental contexts as those observed in the European countries in question, are characterised by an underlying spirit of promotion of the individual, as a person having to determine how to build one's life path through empowerment and personal growth.

The organisation of each practical activity destined to become a successful practice is founded on this unspoken assumption: the notion that the individual must become the primary agent of his/her very own "project" and must therefore become "his/her own guide" in life, in places of study and at work.

Box 29 - Promotion of the Individual through a Learning Path

The *Back to Education Initiative* aims to facilitate adults' access, transfer and progression to other education and employment pathways. The Initiative is designed to overcome the inflexibility of the existing further and adult education system by providing adults with the opportunity to combine education with other family and work responsibilities. In this case the education and the learning is combined with the opportunities of the labour market.

(Back to Education Initiative, Ireland).

All the prisoners after release could find employment and work as welders. For example, in the period of 2007-2009, two-thirds of the programme's participants passed the centralised qualification exam and acquired the 2nd professional qualification level. They started work in the prison's production unit, which enhanced their professional competences providing the opportunity for paid work and to develop new social skills in labour relations.

(New solutions for promoting ex-offender employment, Latvia).

Empowering adults, selected as beneficiaries of education and training policies and professional development, to act in their own capacity to understand the importance of learning to improve their professional level, implies granting adults the capacity to "demand learning" and to access education and training opportunities. To this end, good practices sustained

by particular economic benefits (vouchers, learning accounts, etc.), or by certain scheduling benefits in terms of working hours, create conditions under which adults may be oriented towards education and training opportunities. In this sense, a balance is created between the supply envisaged by political-institutional governance and the creation of demand. Many good practices refer to individuals or sections of the population who are immigrants or have experienced forced migration, where the balance of an adequate supply of training/education creates and sustains a learning demand that is, substantially, self-directed learning. The educational supply sets out the conditions for gaining the capacity to continue one's personal education and training. It is not sufficient to merely provide economic support; the good practices prove that ongoing educational and training activity is only possible in situations in which the individual is also motivated to learn, generating "awareness" of the human potential that is amplified with the growth of personal and instrumental knowledge.

Measures to stimulate demand are accompanied by an organisation that supports the beneficiary through the presence of external players, in the form of educators, teachers and counsellors.

Box 30 - The Municipality sustains the Learning Programme

The Vocational Training Course for Immigrants (JOIN) is a training programme that first attracts the target group using a variety of outreach activities, and, at a later stage, individual study plans are created together with the learners. 22 participants are selected to take part in the course, which is divided into language and vocational training. The two main objectives of JOIN are that the participants should obtain a job after completing the training, and that their integration in Swedish society should subsequently be improved. In this initiative the individual's needs, living conditions and wishes are the focus, and thus the training is driven by the individual's demands. Each individual should be able to find a solution for his or her learning needs. The intention is that the individual's position in the labour market should be strengthened. The municipality has had overall responsibility for the organisation, preparation, and implementation of the programme.

(Guidance, Validation and Preparatory training-Vocational Training Course for Immigrants-Job in the Residential Area-JOIN, Sweden).

2.4.2. Operational consequences

On an operational level, current knowledge of a focus on personal self-learning to increase one's level of professional qualification is deployed through three types of procedure, or rather three particular types of public measure that can be identified in the good practices researched:

- Support and assistance services which operate in regard to both the demand for and the offer of education/training.
- Education/training measures that can ensure both quantity and quality of the learning offer.
- Measures to improve guidance supporting individuals in their choices and learning pathways.

These are found on numerous levels and to varying degrees, but are widespread in the European countries surveyed.

2.4.2.1. Support and assistance services

Great importance is placed on the support and assistance services implemented to cope with demand and to cover supply. A distinguishing factor of many good practices is the action carried out by the institution that conceives the processes and coordinates the educational activity. If the institution - which often depends directly on a country's government, ministries of education, or ministries of employment and/or social affairs - were to cultivate a learning concept based on holistic principles, it would also be creating extended conditions “enabling people to go one step up”.

This means having the capacity to

- Put together adequate skills and information campaigns
- Develop continuous counselling
- Acknowledge certification as an asset
- Grant certification at the conclusion of an educational measure.

Stimulating motivation to learn and to continue learning is the primary factor, which can be achieved with a support network that requires the large-scale, continuous involvement of many people. A significant role is also played by the relationship between public and private institutions, in cases where the practice directly implies the possibility of individual self-learning in the workplace. In such cases, activity must be shared among public and private sectors as this would help produce greater long-term benefits. If the measure implemented is part of a governance project split among numerous agents and involving the spirit of a community - made up of the citizens of a region or state, or of members of a large scholastic

and/or educational and training institution - the likelihood that the practice will become a good practice increases, because the measure is part of the social and cultural fabric of the region in which it is implemented. There are many examples that derive from the good practices chosen.

Box 31 - Examples of an information campaign

The Dutch practice is concerned with combatting illiteracy in the Netherlands, which has an estimated number of about 1.5 million people with poor reading and writing skills. HRH Princess Laurentien of the Netherlands established the Lezen & Schrijven Foundation in 2004. The main purpose of the Foundation is to launch campaigns that draw attention to the literacy problem in the Netherlands, and, at the same time, encourage those with poor literacy skills to recognise their difficulties, to face the challenges and to request help.

(Reading and Writing Foundation, The Netherlands).

Adult Learners' Week provides a framework for celebrating and promoting adult learning opportunities by mobilising the regional and local networks of hundreds of learning providers/community organisations who organise special events, advice and free tasters classes to engage new learners. This is supported by national co-ordination of publicity (television, radio, and press), poster campaigns, national awards to recognise achievement and national conferences or events to lobby politicians and policy makers. The purpose of *Adult Learners' Week* campaign is to encourage more and different adults to engage in better quality learning of all kinds.

(Adult Learners' Week, United Kingdom).

2.4.2.2. *Measures to improve quality of learning*

Some of the most important structural components are trainers, teaching curricula and learning contexts.

These components require certain conditions:

1. Teacher/trainers preparation.
2. Curricula suited to the conditions of learning in the workplace.
3. Working conditions that allow for learning.

Many very effective examples involve good practice in teacher training and the development of the training curriculum. See, for example, *Aula Mentor* (Spain), *Basic education and vocational training for low skilled workers* (Croatia), *New solutions for promoting ex-offenders employment* (Latvia), *Second chance Programme (for Primary/Secondary Education*

(Romania).

Very importantly, they are developing practices to support quality in the fields of literacy, content embedded literacy and in the workplace.

Box 32 - Quality of learning and improvement of professional competences in the workplace

Non-literate immigrants have a low participation rate in educational and vocational programmes in Flanders. The Literacy Integrated into the Job programme developed specific vocational training, customised to the special needs of illiterates learning an additional language. The programme helped participants to overcome barriers to learning and the learners acquired vocational skills. After the training all of the participants managed to find a job.

(Literacy integrated into the job, Belgium).

This project established a Competence Centre to initiate contact and cooperation between training institutions, respective businesses, using the Centre for Labour Market Research to observe and analyse the progress. Competence training in the workplace, especially for lower skilled workers, has been initiated. Lower skilled workers have been assisted and motivated to develop and/or improve their professional competences in the workplace.

(Competence Centre, Denmark).

2.4.2.3. Measures to improve guidance, by Ekkehard Nuisl von Rhein

With regard to guidance and counselling provision, proximity, including regional proximity, open access and the appropriateness of guidance counselling offices are of tremendous importance.

Box 33 - New Opportunities Centres

The New Opportunities Centres are to be found in: state schools, job training centres, professional associations, town halls, local associations, private companies, not-for-profit institutions, other local establishments and organisations.

(New Opportunities Centres, Portugal).

Equally important to the location of guidance and counselling services, is their availability to the target groups and whether they directly address their needs. With regard to campaigns, there is no single solution to opening up access to measures and educational activities, but rather – modified for each specific target group – a framework of access possibilities has to be

created. This brings into focus community locations not normally associated with education such as, for example, supermarkets and regional festivals.

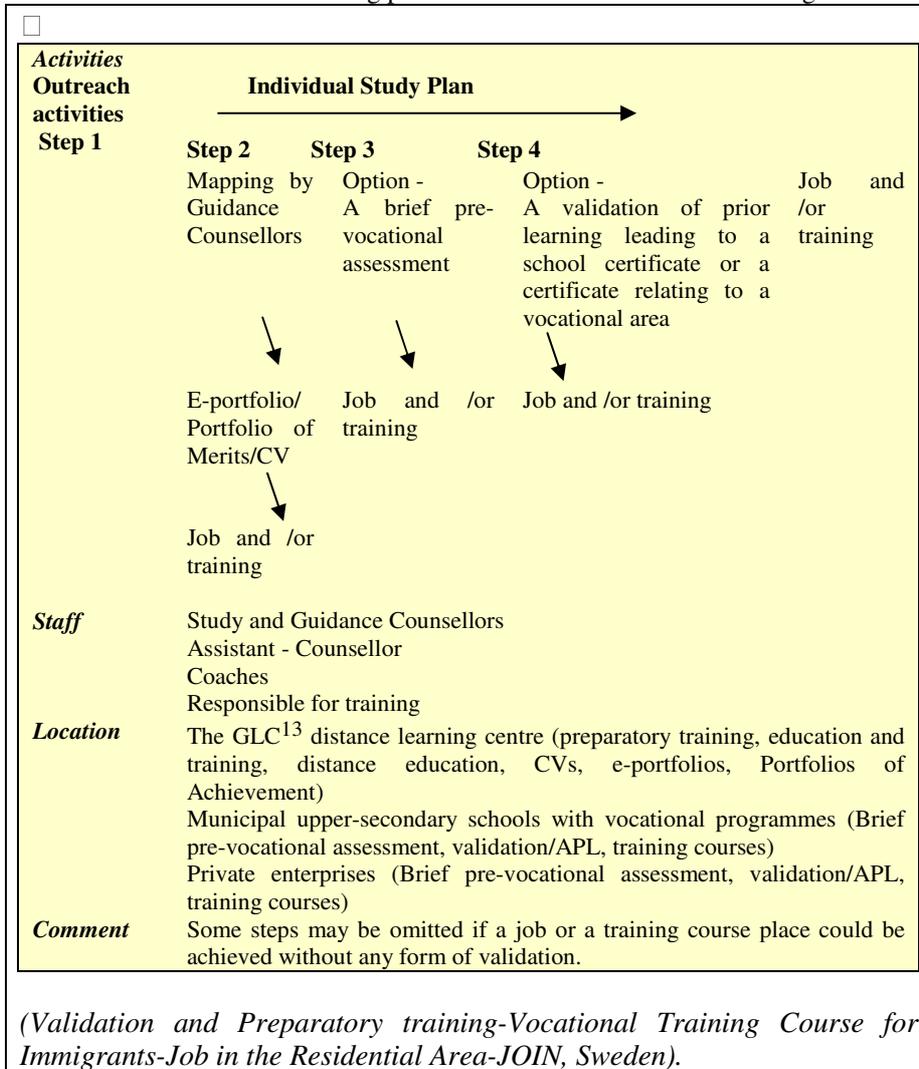
Box 34 - The Adult Learners' Week

Key elements of the campaign are: (1) Information and advice via television, radio and the press. (2) Small grant funding for special events. (3) Television and radio commercials. (4) Thousands of free taster sessions and outreach workshops for the target groups. (5) Promotion through job centres, shops, supermarkets, leisure centres, community groups; web based briefings and information and advice. (6) Free posters and campaign materials. (7) Awards to celebrate the achievements of adult learners. (8) A public relations campaign to promote the stories of adult learners. (9) Focus days to target participants and to link to key policy areas. (10) Learning Promotion Grants to support local first step learning activity. (11) A survey on adult participation in learning.
(Adult Learners' Week, United Kingdom).

Guidance plays an extraordinarily important role in enabling individualisation and flexibility as well. The task is to specify the level of competences, learning interests and learning objectives through discussion in order to embark on individual learning paths. Profile analyses are carried out in some case studies in the form of discussions, but also in tests and guidance.

These analytical approaches involving learners generally lead to a customised “study plan”.

Box 35 – A model of the learning process in vocational courses for immigrants



¹³ GLC is the Guidance and Learning Centre (“Väglednings- och lärcentrum, VLC”).

2.5. Didactical design, by *Ekkehard Nuisl von Rein*

Target groups, including people with low competency levels, limited literacy skills, those who are unemployed or at risk of unemployment, and immigrants with language needs, require specific didactical strategies in order to achieve success in learning.

These didactical strategies need to operate at macro, meso and micro levels:

- Suitable institutions and networks of institutions which target specific groups and jointly work on the development of access to and support for the target groups must be examined at a macro-level (see Chapter 2.3 “Integrated Strategic Action”).
- At a meso-level, programmes, in other words modules or units of learning that relate to each other, need to be coordinated in a coherent manner in order to achieve the **objectives set for each target group**
- At a micro-level, the planning and delivery of the teaching and learning process must take account of the target group’s language proficiency, participation rates, engagement with learning and teachers’ skills and experience.

These didactical planning requirements do not just affect the teaching and learning process but also directly relate to the workplaces, social environment and everyday life particular to each target group. These elements must be taken into account, and the learning made relevant to the life of each individual learner, in order to maximise the engagement and motivation of these groups. The learning has to be organised and perceived as integral to their work and everyday life.

The needs of members of target groups for particular help and advice in making decisions about education, learning approaches and learning difficulties must also be considered. They would be unable to meet the requirements of self directed learning without additional support.

It is necessary to analyse the needs and requirements of the target groups in order to develop appropriate didactical strategies. This in turn requires a precise definition of each target group with regard to their educational needs (e.g. preconditions for learning) and an identification of the individuals to be targeted (e.g. through outreach educational work). This can be difficult, for instance in the case of illiterate or functionally illiterate individuals who have found ways to conceal their reading and writing difficulties.

The identification of target individuals is facilitated when it takes place in a protected environment in a closed organisation.

Box 36 – Target groups in the JAPD programme

The Defence Preparation Day (JAPD) was created in 1998 and provides the opportunity every year to measure the literacy skills of an entire age group to identify young people with literacy problems. The identification element is emphasised, as all the young men and women registered (and therefore of French nationality or applying for French citizenship) and who are at least 17 years old, take a series of tests organised by the Ministry of Defence in collaboration with the Ministry of Education. Once the young people with difficulties have been detected the baton is passed from the military staff to the professionals in charge of helping young people integrate in society and deliver training. Local partnerships and the pooling of skills are essential to set up relevant, personalised solutions that can effectively combat low literacy.

(Defence Preparation Day, France).

In other cases, the issue is not only the analysis of deficits in reading, writing and arithmetic, but also vocational competences. This was the case in the *Validation and Preparatory training (Vocational Training Course for Immigrants: “Job in the Residential Area“ JOIN)* in Sweden.

In addition to identifying target individuals and identifying their educational needs, the “teaching side”, in other words the teachers’ competences and teaching approaches, needs to be analysed as part of the curriculum planning process. In this context the term “teachers” includes all those who interact directly with the target group in an organised learning programme: those involved in a teaching, guidance, counselling or supportive capacity at work, in the community and in the family. Many of the examples of good practice and the case studies draw attention to this.

Box – 37 Vocational training course for immigrants

Most of the participants of JOIN have been recruited through an outreach activity by the course leaders.

At the outset the learners and counsellors draw up an Individual Study Plan. This process includes a compilation of each individual’s competences, on which the training programme (JOIN) is based. In addition any practical problems regarding study support, childcare matters, time-schedules etc are discussed and any possible adaptations are made to meet the individual’s needs. Individuals receive study and vocational

guidance before applying for the training course. They are also offered the opportunity to validate any prior competence or knowledge (APL).
Validation and Preparatory training (Vocational Training Course for Immigrants: “Job in the Residential Area“ JOIN) (Sweden).

The consequences of this with regard to the design for outreach strategies are also highlighted in Section 3.2 of the Action Plan on Adult Learning (2007) – “improve the quality of provision in the adult learning sector” and include the ideas outlined in Section 2.3 “Delivery” of the Action Plan.

Here we identify and sum up the aspects of educational innovation to reflect on the following fields all of which are extracted from the examples of good practice and case studies:

- The integration of the teaching-learning process (2.5.1.),
- Support and guidance counselling (2.5.2.),
- Individualisation and flexibility (2.5.3.),
- Participation and self-evaluation (2.5.4.),
- Extending the competences of the teachers (2.5.5.),
- Conclusions (2.5.6.).

2.5.1. Integrative aspects of the teaching-learning process

In this context, innovative approaches mean the integration of various areas of learning in different combinations. Thus, the combination of language skills in communication, reading/writing and job-related language skills provides an adequate method of learning the national language as a second language. The combination of structured classroom learning together with job-related, informal and social learning outside the classroom is effective. In general, new approaches to literacy teaching, involving a combination of basic education and offers of vocational training, prove to be the way forward. Programmes are mostly concerned with job-related activities, but other variations are equally effective, especially for the unemployed. In addition, the key competences approach combines reading and writing, national language, mathematics, ICT, English and other job-related skills such as group work and self respect (Greece) and extend to self esteem, public speaking, extended writing, competence portfolio and career guidance (Iceland).

The combination of cognitive learning with the provision of motivational and psychological support is also of importance. In doing so, it may be important to examine and strengthen the non-language related competences (especially with migrants). To this effect, learning places are chosen which

strengthen self-confidence, such as museums, libraries and daily living environments. The acceptance of existing structures, such as personal networks, enhances motivation and learning.

In addition to active learning methods, therefore, it is important to integrate activities carried out by the individuals in their daily life and work.

With regard to upgrading and validating skills and experience, the case studies confirm how important it is to make sure education plans are designed in line with all the various areas of life and the widely varying forms of measures which are important to the target groups.

Box 38 – Priority to programme planning and delivery

Outreach Provision -. Outreach is defined as the process engaged in by education providers to bring services to the learners in ways that work for them. Three inter-related strands of development are highlighted: (1) Engaging with adults who are consistently not availing themselves of educational opportunities to identify their motivations and needs in relation to learning. (2) The physical relocation or moving of educational programmes services and staff out of traditional colleges and institutions into local settings. (3) Adapting existing educational provision and designing new programmes to establish more appropriate starting points and modes of delivery for learners. These approaches mirror both Irish and European Union policy which prioritises the need for more accessible learning systems.

(*Back to Education Initiative-BTEI, Ireland*).

Decisions on the allocation of particular approaches clearly depend on the scope and nature of the target group. There are differences to be found here, for instance, between members of the army (in France) and prisoners (in Latvia).

An analysis of the timescale of organised educational measures which make it possible to integrate the learning in everyday life is of particular interest. Reference is made here to an “interval”, or the period of time within which the learning can be processed, reviewed and further refined and developed.

Box 39 Efficiency of training for ex offenders

The fact that all the prisoners after release could get employment and work as welders proved this. A positive feature was the interval between the training and the exam during which it was possible to use personal tuition as a new form of training for Latvia and thus individualise the training and

run the learning process flexibly.

In formal education this programme requires a minimum of 960 hours and runs for a year. There are also two-year and three-year programmes which include more general subjects. In non-formal education, continuing education programmes of the same type and level of qualification comprise 480 hours and can be delivered in two months. Of course, it also enables costs to be saved. Adults learn 8 hours a day, whereas students in vocational schools have fewer lessons a day. However, they could still complete the programme in half a year and not in one year. In non-formal education programme delivery is much faster. This is thanks to the efficient planning of time and technical materials.

(New solutions for promoting ex offenders employment, Latvia).

With regard to workplace programmes, the examples of good practice and case studies show that learning is related to human resource development and motivation to work and learn.

Box 40 – Workplace programme in Germany

German in the workplace is an example of good practice in the area of further qualification of low-skilled workers in Germany. Any company, whether public or private can apply for funding. The following criteria are especially important: (1) Learning activities should be contextualised in basic work-oriented competences supported by the training. (2) The courses should strengthen the participants' motivation to learn from the very beginning. (3) The course should refer to the Competence Goals determined by German in the workplace.

(German in the workplace, Germany).

2.5.2. Individualisation and Flexibility

It is equally important to design individualised and flexible teaching-learning programmes for the target groups. This requires an analysis of the individual needs, interests and learning strategies as part of the educational process and used to inform planning. The analysis of individual learning strategies and their integration in pedagogical activities is an important approach in the good practice examples in our inventory. Analytical methods are and have been developed to determine the cognitive abilities of the learners (e.g. admission tests), as well as their social and emotional condition, their reasons for learning and their learning strategies. Various coherent procedures (e.g. interviews) have been introduced in good practice

examples. Their purpose will only make sense if they become or are a constituent part of the educational programme.

The examples demonstrate that incorporating such individual learning strategies etc. into programmes is based on the recognition of the role of flexibility - in formalised teaching-learning procedures which support individual programmes in terms of duration, design, timing, and even target definition. Neither the required organisational structures nor the learners' competences can be assumed but need to be established. Thus curricula consist of modules (smaller learning units) with a variety of possible combinations as well as a close tie to learning processes embedded in the working and social environment or in an informal context (e.g. mass media or book reading). The formal teaching-learning processes are integrated within the context of the learners' daily lives.

A key element of individualisation is the recognition of personal competences, life experience and personality in general. Especially in the case of disadvantaged groups, this helps to build stability and boost motivation to take further educational and developmental steps.

Box 41 – Individualised approach

Individual tuition is an initiative provided by Jelgava Regional Adult Education Centre/JRPIC which is not available in other similar programmes. Such tuition was deemed necessary and useful, based on the previous experience of the adult education centre staff. Learners undergo examination after training and tend to forget the theoretical knowledge they have acquired which makes them feel less confident. Uncertainty about the examination process adds to this and all of this influences the results of the exam. Personal tutoring hours provide the opportunity to revise the most important knowledge and the teacher/trainer can provide practical tasks similar to those in the exam. After this the learners are more confident and this confidence can be seen in the exam results. Personal tutoring shows the advantages of the combination of formal and informal education.
(New solutions for promoting ex offender employment, Latvia).

A high level of individualisation is required here – especially with respect to the target group of prison inmates.

Flexibility and individualised delivery are also a feature found in more formal systems:

Box 42 – Flexibility and individualisation aspects

Key features of the programme are:
At curriculum level the study of each subject is based on flexible modules.

Curricular standards have been developed for each subject; as have assessment standards for each module within a subject.

Educational materials have been developed so that there is a Learner's Guide and Teacher's Guide for each module.

Integrated teaching-learning of natural sciences (biology, chemistry, physics).

Definition of the learning content through an inter- and trans -disciplinary perspective based on the general and specific competences that are common to the subjects included in the programme.

The curriculum targets the development of general competences which the learners will develop as a result of participation in cooperative learning activities in groups, in real contexts, through tasks and assignments appropriate to their interests and needs.

Recognition and use of life experience gained by the learners in the learning process.

The learners integrate new attainments in their own experience.

The diversity of every learner's profile, cultural background, etc. is considered to be a learning resource and can be used as such.

A practical and functional approach, investigative learning and problem-based learning.

Allocation of an additional number of hours (determined by the school) for the basic education modules to allow for the identification of the various individual learning styles and needs, for a differentiated approach to learning and to contribute to increasing learner self-esteem.

(Second Chance Programme [for primary and secondary education], Romania).

In the workplace individualisation and flexibility pose particular difficulties because working conditions and the workplace cannot be individualised and changed as one pleases. For this reason it is important to develop the possibilities offered by an individual perspective and to analyse the whole point of education and learning progress.

Box 43 – Learning process measurement

Vox checked the literacy competences of several participants who had been tested by the employment agency, at the beginning and at the end of their course. Most of the participants who had attended the course had made measurable gains in literacy competence. About 50% of the participants, both job seekers and those already in gainful employment, noticed that after completing the course their orthography had significantly improved. In the

same way, around half of the participants reported that after the course their knowledge of grammar as well as their personal reading rate had improved. In addition, course participants and employers concluded that a positive consequence of the courses is being able to overcome barriers and, thus, face future challenges more confidently as being better qualified also increases self-confidence.

(The Basic Competence in Working Life, Norway).

Funding and support guidelines are often based on an individual learning plan, which is not only a prerequisite for support to be provided, but also includes suggestions and guidelines on the amount, the point in time and the specification of the type of financial support. Similarly evaluation criteria are developed which are of importance in formulating individual study plans and which serve as the basis for support.

Box 44 - Evaluation and support criteria in the Individual Credit Card for Training

The evaluation criteria for the allocation of financing are the following:

Quality of training path

1. Adequacy of the training objectives
2. Adequacy of the modalities of the allocation of the intervention
3. Correspondence between the duration and the objectives
4. Correspondence between the costs and the length of the training

Project coherence

1. Correspondence between the training and professional experiences of the beneficiary
2. Sustainability with respect to the autonomy/motivation of the beneficiary
3. Adequacy of the intervention with respect to the final employment goals

Priorities

1. Level of education
2. Level of qualification/professional experience
3. Duration of unemployment up to 6 months
4. Enrolment in the register for unemployment or redundancy payments
5. Gender.

(Individual credit card for training-ILA card, Italy).

2.5.4. Participation

All good practice examples stress the relevance of the learner's participation in the planning and development of the teaching-learning-

process as well as the importance of appropriate self assessment strategies for the learners. The main problem in this regard is the need to improve the learner's awareness and skills to fulfil these requirements.

The participation of the target groups in the development of curricula is emphasised in most of the examples of good practice presented here. This involves not just the general definition and participation of target groups, but rather the individual acceptance of learning processes by the learners. They have to know what they want to learn. They have to know why they want to learn. And they have to know that the learning courses and programmes on offer in which they participate correspond to both their goals and interests. This applies equally, and especially, to activities at the workplace.

Box 45 – Participation of the target groups in the learning activities at the workplace

The employer's objective was to increase the involvement of poorly skilled but long-serving employees in the optimisation and innovation processes introduced as part of a structural re-organisation of the company. The intention was to permanently increase the culture of safety in the workplace by enhancing work-related language skills. This process was to be embedded in a general personnel development strategic plan aiming at improving company communication in general – and not only for employees from migrant backgrounds.
(*German in the workplace, Germany*).

In many cases, this can also be seen in campaigns in which participation in local events or in the formation of networks of learners in order to agree on learning progress and learning interests is possible. Here too, the examples of good practice and case studies illustrate the importance of guidance and counselling; scarcely any of the members of a disadvantaged group are prepared and able to define their own learning interests in terms of didactically and educationally relevant categories or to formulate specific and broad goals. For this reason the participation of learners is always contingent upon the degree of support they receive before and during the learning process.

2.5.5. Competences of Teaching Staff

Considering the fundamental didactical innovations to be developed for the target groups mentioned, teaching staff are critical. The teachers' task is partially changed (from teacher to facilitator) which requires further and

additional qualifications and competences in the area of counselling and support, assessment and evaluation, methodological knowledge and self-awareness.

Thus the issue of continuing education methods for teaching staff is of great importance. Evaluation results of individual projects often indicate the staff's high motivation and goodwill, as well as a lack of appropriate competences.

The question of the qualification of teachers is addressed in manifold ways in the examples of good practice and case studies; first of all this involves the selection of teachers. By the same token, it is apparent that a special mixture of competences and experience is of tremendous importance. The next task is the formation of appropriate teams which work together with a division of responsibility and tasks. Thirdly the task is to achieve a large degree of openness and flexibility on the part of teachers in their work, and fourthly to provide just the right education and training programmes for teachers both before and during the programmes.

Box 46 – Combination of teaching competences and flexibility of teachers work

All educators are professionals in several subjects; work in a team and all have experience of intercultural learning and mobility as they had acquired education mostly abroad. The teachers/trainers do not have a strict teaching load and timetable as in formal education. The contract signed by Jelgava Regional Adult Education Centre/JRPIC contains an estimate but the institution is free to determine how these resources will be used. The management of the institution is interested in achieving the best possible result and therefore manages the learning programme flexibly and can pay the teacher/trainer for any additional input, which provides opportunities for individualisation.

(New solutions for promoting ex offenders employment, Latvia).

To exemplify the education and training programmes designed for teachers in almost all the strategies, there are interesting findings in the Romanian programme.

Box 47 – Education and Training programmes for teachers in the Second Chance Programme

Training sessions were run for school inspectors, school managers and trainers of the teachers involved in the organisation and development of the Second Chance (Lower Secondary Education). 210 trainers and school inspectors benefited from this training and were able to cascade it locally. For teachers the training programmes for the county project teams included

an inaugural conference and three training seminars. The training courses focused on an analysis of the educational situation in the counties and on the development of an inclusive educational strategy. The trainers for the Second Chance programme benefited from additional training on issues related to adult training, student-centred learning, development of school-community-employer partnerships, implementation of a modular curriculum and use of educational materials and assessment.
(Second Chance Programme [for primary and secondary education], Romania).

A special situation arises for trainers and teachers in connection with teaching-learning processes which are specific to the workplace. This involves not only competence in technical and educational-didactical aspects, but also an understanding of the workplace.

Box 48 – Teaching and learning processes at the workplace

The Coordination Centre selects and appoints the trainers. The latter must be experienced in work-related language training and have both didactic and methodological knowledge of the particular work objectives. The trainers ultimately base their training plans and delivery on the analysis of the workplace-related language requirements.
(German in the workplace, Germany).

A test and certification system has been specially developed by Vox, which qualifies and certifies the trainers after the appropriate further training to use a special diagnostic test system and measure learning outcomes. Vox also offers interested trainers, learners and providers of basic education courses different internet programmes as resources which allow them to use and present a variety of tools in the fields of literacy competence, computer literacy, or arithmetic.
(The Basic Competence in Working Life Programme, Norway).

Teachers who provide support and guidance and counselling require specific qualifications acquired through special education and training programmes. These are vividly described in the Portuguese practice on the “New Opportunity Centres”.

Special competences and qualifications in new technologies are needed for the ICT programmes, particularly when teachers act more as guidance counsellors than instructors in innovative learning settings.

Box 49 – Professional profile for teachers in ICT programmes

‘Mentor Tutors’ are selected by the Mentor Office. Anyone interested in participating in the project, either as a mentor or as a creator of new courses, can click on the "Collaborations" tab on the website and send in their *curriculum vitae*. Once potential mentors have been selected by the Mentor Office a tutor training phase begins. This training phase consists of two parts: first a general phase focusing on pedagogy and methodology, which explains the philosophy of the project, student and tutor responsibilities with regard to the software tools they will use. The second part of the training is related to the specific content for which he or she is to be responsible. Project staff make sure that each tutor’s knowledge is absolutely suited to the course objectives. Once it is considered that the tutor is able to perform their brief well they can start receiving students from anywhere in the country. The priority selection criteria for mentors is that they are, or have been, teachers.
(*Aula Mentor, Spain*).

2.5.6. Conclusions

Education and training programmes for the target groups in question need to be based on a holistic design that includes the integration of various content areas as well as the learners’ environments. A holistic approach must be supported by cooperation with relevant institutions and the learners’ social environment.

Learners should be involved in the planning and arrangement of their learning processes. Thus, they need to have sufficient information, be prepared and trained in order to be able to participate effectively. This is particularly true in the process of self-evaluation.

The design of learning processes should support individual approaches and different learning strategies. For that purpose systematic procedures for analysing learners’ learning strategies and their didactical consequences must be developed and applied.

Teachers need to be prepared for their tasks of interacting with the target groups. Their competences in the application of different methods, counselling and support, social communication and intercultural mediation should be refreshed and developed continuously. Thus appropriate programmes for further teacher training must be developed and established.

2.6. Evaluation and monitoring, by *Ekkehard Nuissl von Rein*

Without evaluation it would not be possible to know which objectives were achieved, what the experiences were or which conclusions could be drawn. Without monitoring there is no way of checking the progress of the work, to correct or adjust potential undesirable developments, and to reflect on the relationship of target, effort and interim result. Monitoring and evaluation are of key significance especially in innovative project contexts to secure knowledge and to achieve transfer and sustainability. Evaluation and monitoring are especially important in projects dealing with the training of disadvantaged target groups to ensure educational policy acceptance, to demonstrate good practice and to create a base for additional and improved activities.

It is necessary not only to evaluate the results of a project or programme but also to consider the impact being achieved. Without this it is not possible to identify the consequences for further governance activities and programmes involving individual, institutional and political responsibilities, objectives and obligations. Evaluation of results and impact is a prerequisite for establishing standards of quality, transparency and success. Evaluation (and monitoring) is needed to improve educational quality systems as well as the involvement of all partners and stakeholders needed in complex adult education approaches.

Projects and measures dealing with the education and training of disadvantaged groups need to use processes of monitoring and evaluation, which are appropriate, understandable and achievable for the particular context. Therefore it is necessary to specify clear indicators, not only of results and success, but also of impact and effective management. The indicators must refer to learning strategies, self esteem and further activities. These procedures require adequate facilities and shared ownership; they must be obligatory and transparent. Those involved need to agree to their application and cooperate constructively. The objectives to be monitored and evaluated need to be defined clearly. The evaluation and the monitoring must be focused on evaluation strategies that foster the learning procedures and improve the programmes. The monitoring and evaluation results should be published and discussed.

A more detailed examination of the activities in the examples of good practice and case studies of “outreach strategies” in terms of monitoring and evaluation, shows that they take place for the most part at three levels:

- At the level of individual learners, their learning successes, the certificates acquired, the costs incurred and other data relating to the individual participants.

- At the level of programmes and projects, the interaction between the participants, the overall costs incurred and sources of funding, the teachers, institutions and results.
- At the level of the “impacts” achieved (which are inherently difficult to measure, but which are nevertheless identified): for instance, a greater awareness about the education of disadvantaged persons, an improved educational atmosphere, and so on.

The most important aspects relating to these three levels are presented and summarised in the following:

- Monitoring and evaluation of the learners (2.6.1.)
- Evaluation of projects and programmes (2.6.2.)
- Impact evaluation (2.6.3.)
- Observations and conclusions (2.6.4.)

2.6.1. Monitoring and evaluation of the learners

The monitoring of learning results and learning achievements is an important and equally difficult task especially with disadvantaged groups. The task is to maintain and encourage motivation by ascertaining learning progress, to strengthen self-confidence and support prospects of continuing learning, but not to diagnose failures through monitoring and evaluation nor to cause disappointment. Ultimately this also involves evaluation and monitoring on the part of the individual learner, which means on-going evaluation as learning progresses to support learners in defining the direction and the path of their learning.

The analysis of the didactical structure has already drawn attention to guiding the learning processes and progress assessment. Here it is especially important to define progress in a manner which can be measured and quantified and which constitutes a “benefit” for the learners. In addition it is important to leave the criteria upon which the evaluation is based in a large, generalised framework, but to operationalise these in terms of the individual conditions of the learners.

Box 50 – Evaluation of the learning targets

The overall learning target was to increase workers’ literacy skills, and in particular, their communication skills. A part of the evaluation process was to check whether the participants could, by the end, describe their machines and the production flows. Heads of departments and human resources staff were invited to evaluate the results of the modules which were presented to them by the participants.

The participants actively participated in the sessions and stayed motivated

although they had had to attend the course in their own time or after their shift. The training was tailored closely to the participants' language needs, and the topics and materials focused exclusively on their daily work, the participants' motivation remained constant and enduring despite the extra time pressure.

(German in the workplace, Germany).

Here it is noted that motivation is maintained when the evaluation is carried out together with the individuals involved, if the criteria have been devised in a participative manner. This is also shown by the example that continuous feedback from the setting (in this case the employer) is of tremendous importance; this feedback is a key element of the evaluation of learning progress by disadvantaged target groups.

Box 51 – Evaluation by State qualification examination

The procedure for State qualification examinations is regulated by the Regulations of the Council of Ministers of the Republic of Latvia. First, exam questions should be prepared and approved by the Ministry of Education and Science. Permission to organise exams and the approval of the State Examination Commission should be received. The requirements of the Examination Commission are also regulated. The Commission is independent; the specialists from the educational institution are not allowed to participate in its work. The members of the State Qualification Examination Commission should be representatives of employers with corresponding education and work experience. The exam results are sent to the Vocational Education administration of the Ministry of Education and Science where they are approved and the respective number of certificates are registered and issued.

(New solutions for promoting ex offenders employment, Latvia).

This involves an assessment of performance with a high level of recognition in a differentiated process. Learning success thus does not only remain with the learners, but is documented in a series of usable, broadly accepted certificates.

On the whole, however, emphasis has not shifted to any notable extent to the level of evaluation by the learners in the examples of good practice and in the case studies. The reports tend to focus more on individual data in a summative evaluation.

2.6.2. Evaluation of projects and programmes

Much more stress is placed on the monitoring of programmes in the examples of good practice and case studies. It is understandable when funding sources require that successful work be demonstrated and documented. The most frequent indicators for these programmes and project evaluations in the examples presented are:

- Information on the target group, the age, gender, the type of education, the work situation, etc. They generally follow universal demographic indicators (in order to establish greater comparability) and allow classification for discussion about special target groups.
- Data on the results: this is generally expressed in quantitative terms in absolute and relative figures (how many persons have achieved a qualification, for example, what percentage of the target group does this account for, what percentage was expected, etc.).
- Data on the material framework, the funding, the organisation, the teaching staff, the exams, the drop-out rate, etc.
- Data on the participants, in particular learners, in terms of their learning success, the attainment of the sought-after objectives, the assessment procedures used, etc.
- Data on the development of products, learning material, curricula and strategies which are of importance to transferability.
- Data on the scope of a project, in particular the regional range, but also the social range and the profile of the participant group.

Many of the evaluation strategies used also highlight aspects of transferability and the sustainability of ongoing programmes. As far as institutional sustainability is concerned, it is questionable whether the institutions involved continue to use the approaches applied during the programmes after they finish (in most cases these were dependent on special project funding).

Box 52 – Evaluation process in the Basic education and vocational training for low skilled workers

The entire Phase II run within the CARDS programme included the following steps, measures and methodologies: (1) Develop the methodology for the evaluation of the *For a Literate Croatia* project, choose the appropriate *method for assessment and* evaluation, and revision of the curriculum for basic adult education. (2) Develop a comprehensive methodology for evaluation of the basic skills programme for adults, carry out an initial analysis and assessment of the information relating to the *For*

a Literate Croatia project and define the aspects of the project that need reviewing. (3) Develop the first draft methodology for the *review* of all relevant aspects of the project, including the financial mechanism and curriculum. (4) Design the methodology for evaluation and assessment of the project in more detail - structured interview, questionnaire, targeted SWOT analysis and instruments for the collection of data relevant for various research target groups: labour market, government institutions, service providers and trainers, as well as individual approaches to various groups of participants in the basic adult education programme, and their integration into the strategy as a whole. (5) Collect data for the *evaluation of the implementation* of the *For a Literate Croatia* project from all involved stakeholders, establish smaller working groups by region and by research target groups, agreement on time framework, sources of data, systematisation of data related to quantitative analysis. (6) Analyse the data obtained in the surveys (quantitative data and samples of qualitative data), final report and final recommendations.
(*Basic education and vocational training for low skilled workers, Croatia*).

The explanation below illustrates how programme evaluation strategy derives from the projected aims and is incorporated in individual evaluation processes.

The approach used in the Romanian project falls within an evaluation category, while, at the same time draws attention to the use of the evaluation procedure in a more far-reaching context.

Box 53 – Monitoring and evaluation approach in the Second Chance Programme

Monitoring and evaluation of the programme included organising round tables, developing and applying monitoring and evaluation tools and publishing national reports on programme delivery. The 2007 monitoring and evaluation report identified perceptions, attitudes and needs related to the programme. At the same time, it generated new ideas to support and develop the programme, many of which may eventually be adopted by the education system. (Copoeru, L. Pop, V., Vermeulen, P., October 2007, *Raport de monitorizare si evaluare a programului „A doua sansa” în România*, www.acces-la-educatie.edu.ro).
(*Second Chance Programme [for primary and secondary education], Romania*).

In cases of long-running programmes, ways have been sought to submit evaluation results while the programme is still running, which feed back into its further development.

Box 54 - Evaluation of Short Term Impacts to Date

Short-term learning gains can be: the level of satisfaction with the courses, the evidence of progress towards learning outcomes, or to what extent the programme may be leading to a direct expansion of the further education market with respect to basic education courses on offer. The evaluators concentrated on the courses funded in 2006, and the employment agency courses supported by the Ministry for Labour and Social Affairs which took place in 2006 and 2007.

The core data are taken from three different sources: (1) Contact with groups, composed of representatives of participating enterprises, further education institutions and course participants. (2) Results of surveys conducted with both participants and further education institutions. (3) Qualitative interviews carried out with the responsible project administrators from the Ministry and the project managers.

(The Basic Competence in Working Life Programme, Norway).

Cost-benefit evaluations are usually available in most cases to provide insight on the investment required to attain the objectives planned.

A problem in programme and project evaluation, especially with regard to comparison or transfer, is the uniqueness of each project's results. The data input in most of the evaluations cited here is not defined precisely enough to allow a systematic comparison of the results.

2.6.3. Impact evaluation

With respect to the impact analysis of the programmes, very little reliable information and data are available. In many cases, project descriptions mention self-evaluation procedures, which are not further explained. On the other hand, survey methods (oral, written, standardised, open etc.) are mentioned but not analysed with regard to the requirements or the results of the project concerned. Also the critical analysis of the evaluation and monitoring procedures applied is much less developed than the critical analysis of the measures developed and improved.

Finally, it is striking that there is little differentiation between the evaluation of the product/result on the one hand and of the impact on the other. In many cases, the impact evaluation is also a product evaluation,

which is understandable, as impact evaluation is complex and difficult in terms of methodology and costs. Where impact evaluation has been achieved and referred to, there is often a lack of established and defined indicators, methods and verified data. Frequently, in these cases, a rather general assessment (e. g. political understanding, acceptance, knowledge etc.) is all that is provided.

Box 55 – Impact of the campaign and media support

The impact of the project was indicated by the level of free media support obtained through news coverage on television, radio and press articles, other than that arranged as part of the project. If the combined editorial coverage in the national, regional or local press for Adult Learners' Week had been paid for it would have been worth over £5 million (approx 5.7 million euro) in advertising revenue in 2008. (*Adult Learners' Week, United Kingdom*).

The evaluation of the Italian project on “Individual Credit Cards for Training” attempts to spell out and operationalise impact indicators in more specific terms; the occupational and educational impact of the Credit Card System are examined and quantified by level.

Box 56 – Assessment of occupational impact

The Assessment of Occupational Impact was conducted on a sample assembled in the period from December 2007 to February 2008. Regarding the beneficiaries at the end of their training activities, 66% of them declared they had improved their own professional status, while 33% found their status unchanged. Further consideration by the beneficiaries of improvements in their professional status revealed that 67% found the training experience very useful, 31% quite useful, 2% not very useful and 1% not useful at all. In reference to the category who found the training experience very or quite useful, 47% of these attribute the cause to professional development, 23% declared they had found work, 7% found it useful because of the financial support they received, and 4% were afforded the possibility of acquiring a qualification.

The evaluation carried out on the impact on beneficiaries' knowledge and skills reveal the following data:

- 85% acquired new knowledge and skills ;
- 61% updated existing knowledge and skills;
- 55% developed knowledge and skills;
- 21% filled previous gaps in knowledge.

The experience provided by the Individual Credit Card for Training also

produced results in terms of social impact on the part of the beneficiaries, in terms of:

- personal growth 58% ;
- facilitating new knowledge 55%;
- self confidence 45%;
- ability to communicate with others 45%;
- training approach 38%;
- attitude toward work 37%.

(Individual credit card for training, Italy).

2.6.4. Observations and conclusions

An initial observation is that all projects and programmes in the outreach strategy category have used evaluation and monitoring procedures. However, they are at different levels and the results are difficult to compare with one another. In some cases too the evaluation methods have not always been applied using appropriate scientific principles.

In general, it appears that insufficient distinction has been made between individual, programme-related and system-related (impact-oriented) evaluations. Greater input should be provided here in order to make the work and results of programmes and projects transferable and more productive in their further development. The impetus for this must come from those in charge of the programmes and the funding institutions, not only in the form of a “requirement”, but also as part of the work with ample dedicated funding.

Evaluation and monitoring processes must be planned and applied as essential components of projects both in terms of content and expenditure. The particular importance of monitoring procedures in the course of policy implementation should be strengthened by further development of the methods used.

The evaluation procedures should be promoted, planned and financed beyond the lifetime of policies and practices when they are specially promoted. The publication and discussion of results must be ensured.

Special emphasis must be placed on impact evaluation with regard to the allocation of funding, together with further development and systematic promotion of the methodology and procedures.

Much of the experience gained from the good practices examined in relation to evaluation and assessment methods and indicators, etc. provide useful input to the discussion launch by the Action plan on Adult learning in relation to the broader questions of the impact of reforms on the sector

and how it is monitored. The focus should be placed more strongly on on-going evaluation of results and their impact.

3. FINAL RECOMMENDATIONS

This chapter presents the recommendations which derive from the analysis of success factors. They are strictly based on evidence drawn from the 64 good practices and selected case studies analysed. In this sense they are founded upon elements of evidence emerging from the empirical material collected as well from the interpretation of the authors.

3.1. **Political and institutional framework orientation**, by *Paolo Federighi*

Current experiences and the wealth of good practices show that in Europe there is widespread innovative development produced in response to the potential demand for learning from the 77 million low skilled citizens.

Recognise the urgency of developing quality competence supply to the low-skilled

The wealth of solutions adopted shows that the problem is not in understanding what to do or how to intervene. The problem lies in deciding whether to finally provide a sustainable and sound reply to the potential demand for learning from so many millions of people, and to activate the demand.

The European Union and its Member States should decide whether or not Europe can realise its economic growth for 2020 in social and equity terms, without fully including the human and professional potential of so many millions of low skilled. This is often a matter of low cost labour, that feeds the informal economy, yet which – if better qualified – would more effectively participate in developing the quality of products and services, and would reduce the social costs deriving from their frequent recourse to social and health policies (from the incidence of job accidents and deaths, to a greater exposure to all kinds of diseases).

The European Union has done much for the other three quarters of the European population, giving them opportunities that have obtained significant results (such as in the field of higher education). In the strategic frameworks to 2020, so far there are no provisions for priorities and strategies for evaluating the impact in terms of reducing the phenomenon of the low-skilled. The only positive exception is the attention dedicated to containing early school leaving and the illiteracy problems among young people that it entails.

But to this regard, like other Lisbon Strategy priorities, “among concrete commitments and actions still a discrepancy of implementation and fulfilment remains”. Radical problems require radical responses, mobilizing all stakeholders: nonetheless this has not affected the necessity to reduce the number of low skilled individuals in Europe.

The European Union must encourage the effort of Member States and social partners to recognise that the problem exists.

Adopt immediate, stabilising and appropriate strategies and measures

Without special interventions, today we know that in 2020 more than one fifth of the population between the ages of 25 and 35 years will be low skilled and lacking key competences for lifelong learning.

We must have more precise goals to achieve by 2020. These goals must include the following priorities:

- a) Know the exact dimension of the low-skilled phenomenon, its distribution among various economic sectors and among various classes of the population. Research and statistical services must assume responsibility for this field of study and guarantee its annual monitoring and communicate their findings;
- b) Recognise and acknowledge the necessity to reduce the number of low skilled in Europe as well as adopt strategies that would ensure a realistic but relevant impact: a reduction of millions per year could represent the goal for the next decade;
- c) Choose, implement and evaluate – using the Open Method of Coordination – a package of urgent indirect measures that would impact on:
 - I. Preventing the phenomenon, with special attention to education and training of young people with little schooling;
 - II. Educating and training young parents with an inadequate educational background;
 - III. Reinforcing education and training measures for the unemployed in particular and for the low-skilled (i.e. contribute to their "flexicurity");
 - IV. Promoting basic on-the-job training for low-skilled in employment;
 - V. Developing or creating local, regional, national systems that are characterised by combined action and involvement of a variety of key committed actors and that guarantee service continuity and supply.

Shared commitment: new policy measures strengthening the policy framework

Member States must introduce the requirement that all economic and social organisations, public and private, define their own *Skills and learning development plans* for upgrading the qualifications of low skilled people.

Each commune, each public and private institution, company, organisation of social interest has to:

1. define and adopt a *Document of competence need analysis* defining the minimal level of competences required to live and work in its environments.
2. adopt a *Yearly Action Plan* as a planning tool for implementing the actions needed to enable everybody reach an adequate level of competence, ideally not lower than the equivalent of EQF level 2.

There are no prescribed requirements standards for the supply learning opportunities in this context. The focus is on learning outcomes.

The Yearly Action Plan should be a duty supported through financial and fiscal incentives delivered by the State.

The dimensions of the problem are vast. In some countries they concern half, and even more, of the workforce. The effects of the crisis combined with today's performance of the school system and the characteristics of migratory phenomena foresee that the supply of skills available on the job market will be slight and inadequate.

Tackling the problem means, above all, taking action with people who have worked in some type of productive activity, who are waiting for work or who, in any case, live in an organised social context. For others, attention must be given to primary subsistence and social integration needs.

The answer to this problem must be wide-ranging and varied. It must be based on the concerted effort of all the social actors who benefit from the development of skills in this sector of the population, and who take on this goal as their ethical responsibility. Public intervention alone, through the current systems of adult education, shows that results can only be guaranteed for a limited percentage of the targeted population and, mainly, for the unemployed.

This is not just a problem of insufficient resources. Even in the countries where programmes with significant impact goals are adequately financed, there are difficulties in achieving the target: the number of participants is lower than expected and available financial allocations are not entirely used.

For these reasons, the State – and in particular the Ministries of Education and Labour – must assume the role of sponsor and regulator, requesting

action from the others: companies and social partners for employed workers, the municipalities for unemployed citizens, health system structures for the ill, the army for soldiers, prisons for prisoners, community and religious membership organisations for their members, etc.

Each social actor must have a *Skills and learning development plan* in order to monitor and be constantly aware of the skills development needs of its members. It includes a *Yearly Action Plan* in which to describe concrete actions to guarantee rapid answers for their development needs.

Each undertaking, each organisation, must be free to adopt the most suitable, effective and sustainable solutions. Research shows that there is a plurality of methods, their effectiveness varying depending on context (learning embedded in work, the study clubs, dual models for the unemployed, etc.).

For this reason, and also due to the shortage of specialised adult teachers, it is appropriate that each organisation be left free to decide the teaching models to use for achieving its own Action Plan.

In the first place, this measure should produce a collective benefit, since it will enhance the quality of the offer of skills on the job market and will reduce the social and health costs of those with low education and training levels. In the second place, it should increase individual productivity, i.e. the Work Ability Index.

This is why implementation costs should be shared among the various actors involved: the direct costs should weigh on public finance, and, partially private, the indirect costs, such as the opportunity costs, on businesses and on private citizens.

Above all in this phase of introduction, the State should intervene with fiscal incentives aimed at supporting and rewarding the businesses and organisations involved in processing the documents, analysing skill needs and in the implementation of the Yearly Action Plan.

Short term initiatives

To begin implementation of the general recommendations, we feel that the European Commission should take the following initiatives:

1. Promote the **studies necessary to define the quantitative goals** that Europe can set for itself to increase competence supply and development, founded on and including part of the 77 million low-skilled citizens. We must know more about the actual dimensions of the problem and the sustainability of interventions. Therefore, the general quantitative goals to achieve, as well as the specific goals, must be defined in

relationship to the various population segments, according to their social classes and productive sectors;

2. Promote the **Open Method of Coordination among decision makers on each of the five urgent measures** mentioned above: prevention, educating parents, active policies and training for the unemployed, basic on-the-job training, developing systems with multi-actor participation;
3. Promote collaboration with **local and regional governments with direct responsibilities in the field of education and training** in order to work for reaching benchmarking and create a network of municipalities and regions that develop policies to eradicate illiteracy (15% of adults in lifelong learning in any period of one month). The realisation of the interventions, in many cases, does not only depend on the efforts of the State, but on local and regional policies too. Moreover, benchmarks at local and regional levels should be developed in order to promote identification and comparison of the different local policies capable of reducing the number of low-skilled adults.
4. European Institutions should recommend to Member States that they adopt a policy committing all socio-economic organisations to define their own **“Plan for competences and learning development”** for upgrading qualifications of low skilled people. The European Commission should support the Member States in defining minimal common denominators to drive and inspire the Plan and its implementation.
5. Also in policies and European programmes it is essential to promote adult basic education and training through all forms of learning – formal, non-formal and informal. Policies enabling the low-skilled to take their qualifications one step up concern education and training, and also social, regional and economic policies (agriculture, industry, commerce, environment, etc.). **Substantial European investments and incentives should be earmarked** for the funding of activities aimed at reaching low skilled adults, especially for those investments devoted to economic growth (i.e. agriculture, infrastructure, trade, etc.).
6. This wide commitment has to be accompanied by a strong **motivation and information campaign** addressed first and foremost to those responsible for the adoption of each **“Plan for competences and learning development”**. At the same time it has to be addressed to low-skilled people as well.

The European Commission should commit itself to promote “viral” information campaigns every year, in order to support the development of policies and interventions aimed at reaching low skilled adults. In this regard, it would be appropriate to concentrate the objectives of the campaigns on specific priorities affecting each organisation involved in the planning process.

3.2. Integrated strategic action, by *Simona Sava*

Make the system comprehensive and well articulated

The approach to underprivileged target groups has to be complex; all relevant partners have to be involved, all suitable instruments and measures have to be combined.

Removing the barriers to access for all adults with less than upper secondary levels of education requires articulated actions at different levels: from the certification (and accreditation system) of different forms of provision, to designing an open and flexible access, transfer and progression to different/alternative education or employment pathways, and to ensure that people find it easier to gain recognition and credit for any learning they have undertaken. This also means introducing greater flexibility into the education system, as well as a greater synergy between different forms of provision and bridges between the different learning pathways, creating more opportunities for learners to move between different parts of the system, and, in this way, widening the range of learning opportunities available. More choices mean more chances.

At the delivery level, ensuring wider access to learning and successful provision of "one step up" opportunities requires:

- Bringing learning closer to learners in their communities and workplaces.
- Offering a wider range of choices appropriate to the particular circumstances of learners and leading to national certification or accreditation.
- Combining literacy provision with other courses, including vocational training.
- Learning activities that are contextualised in and based on work-oriented competences supported by education and training.

In addition, more support should be available for all those involved in delivering education and training for those in the NEET (not in employment, education or training) group.

Base the strategy on reliable data

The prerequisite of strategic outreach programmes is use of empirical data, research findings and documented experiences (including experiences from abroad). Knowledge of the problems, the structure of the field and the advantages and disadvantage of measures is fundamental.

A “One step up” strategy will not work for these specific target groups without an holistic view of their lives and daily environment. The barriers and problems faced by low-skilled adults are multi-dimensional and extremely complex.

The success of integrated outreach strategies is highly dependent on an understanding of learning, which is not just focused on educational aspects. Social, personal, economic and political factors must be considered as well.

Define responsibilities clearly

The drivers and decision-making centres of a strategy need to be clearly identified (e.g. civil society, some faith organisations, economic and social entities, etc.), with a clear specification of the necessary levels of action (e.g. from the macro/ ministry level, to micro level, including the involvement of all social partners and relevant stakeholders).

Local responsibility needs to be enforced (for instance financing education of people with low literacy levels is usually supported by the state), to ensure proximity of intervention to the real life situation of these learners. *Local governance* can draw on effective and tailored *local strategies* which will encourage local authorities, employers, colleges and voluntary organisations to work together to meet the needs of low skilled people in the most effective ways. A diversified and tailored-made infrastructure can be developed if the local actors have the power to design and set up the offer for learning and support services. Employers should be motivated to strengthen a culture of learning in and outside work, to be part of the infrastructure and network for supporting learning.

3.3. Organisational components, by Vanna Boffo

Developing the learning offer

- State or regional governments should create a structural network that can continuously sustain nationwide adult education and training projects and which allows access to the highest EQF

levels.

- They should also develop different types of education and training schemes that cover the different life and work circumstances of low skilled adults.
- Governments should extend the power to award qualifications to all entities authorised to offer learning opportunities (in childcare services, in the army, in workplaces, etc.) and introduce certification systems that validate individual skills, based on learning outcomes, that take into account knowledge gained throughout adulthood in any setting.
- Companies should create internal education and training activities that develop the basic skills of their workers.

Developing support services

- Governments must promote extensive and detailed awareness campaigns that allow adults in a country to benefit from the broadest and most widespread social and political intervention and which guarantee the open access to information on all existing learning opportunities.
- Public systems and companies must work together to find a balance between the provision of public guidance and counselling systems and similar corporate activities in this area (evaluation of career assessment, etc.), in order to provide those involved with better quality information and lifelong guidance services.

Overcoming financial obstacles:

- In addition to the measures already in place in certain Member States – vouchers and study grants related to other provisions that cover living costs while studying - further measures are required that encourage adults – and also companies - to invest in education and training.
- Measures such as Individual Learning Accounts should be widespread (integrated with guidance services). Other measures should be studied in order to give each person a share of resources that can be used to fund his or her learning activity (from forms of incentive-based saving or tax relief to the introduction of forms of benefit entitlement for those who left school early or who have not gained suitable skills).

3.4. Didactical design, by Ekkehard Nuisl von Rein

Implement the educational processes in the daily life of the learners

Organised educational processes need to be implemented in the learners' life situation, capable of establishing meaning in their immediate environment, in tune with their needs, their workplace, family and social life. Thus curricula for these target groups are no longer mere educational curricula, but draft plans for life on the basis of education.

The underprivileged target groups have a lack of motivation, low expectations of the value of education and a lack of the competences needed to manage self directed learning. All three aspects are due to a common cause: the limited and rarely positive learning experiences of the persons within this group. That is why it is so difficult to address these target groups just via activities in the educational sector.

Involve the social environment of the learners in the process of motivating and orienting learning

The support and advisory system needs to be developed and made accessible for members of this target group by using people who are in a position of trust, who can be accessed in the everyday living environment. This means motivating and training people from the target group's living environment as multipliers and advisers.

People in these target groups are strong in other aspects of life. Many are surviving under difficult conditions, having relatively positive experiences in their social and daily life environments. They feel – totally different for each single individual – more confident in other fields of life than in education. That means that a certain kind of social and individual transfer takes place, but also highlights the need for support.

Educational programmes have to put more effort into aspects of life than into the knowledge or teaching oriented elements. Teachers working in this field need a broader approach to what they are doing: supporting lives and developing individuals rather than concentrating only on educational processes, etc.

3.5. Evaluation and monitoring, by Ekkehard Nuissl von Rein

Implement in all projects and programmes an adequate evaluation of results and monitoring process/framework

All programmes and projects should design and implement a process of constant evaluation or monitoring of results. Therefore such a process should be supported and promoted and – of course - financed.

Implement a process to assess the impacts in each programme and project

Impact evaluation or assessment should be supported, promoted and financed too and it should continue after the programme and practice itself has ended or evolved as a new initiative. The timing of this evaluation should allow sufficient time after the ending of the practice to collect data, to evaluate and to disseminate the findings.

It is essential, that the objectives of evaluation and monitoring are clarified at the very beginning of project or programme and practice planning so that the necessary procedures are integrated into the process of programme delivery. In the interest of best practice there has to be more emphasis on evaluation of results, whereas transferability requires more emphasis on assessment of the impacts. Both interests should not be mixed up to guarantee a valid basis for the results and findings.

Develop an overall system of “core indicators” for future monitoring and evaluations

In order to guarantee the comparability of the evaluation results, we recommend designing an overall system of “core indicators” that allows for comparisons on a national and international level. Only with such comparisons, can specific transferable-activities be designed based on evaluation results.

Regarding the political value of the evaluations, it is ultimately less a matter of legitimising spent financial resources, but more a matter of monitoring and constantly striving for better achievements and success of the project objectives on the one hand and data for better transferability on the other.

4. **METHODOLOGY**, by *Paolo Federighi* and *Francesca Torlone*

4.1. The notion of good practice

The question addressed by the study was to find out which practices are suitable in order to let more adults engage in and successfully pursue lifelong learning activities for the purpose of raising their qualifications and skills levels.

The study therefore identified key factors of success in existing good practices aimed at bringing more low-skilled adults into learning and making their learning successful and sustainable.

This led to the analysis of good practices around Europe and the setting up of an inventory of collected materials, case studies, and literature and other sources on good practices as well as in-depth analysis of policy measures selected.

In the present study good practices have therefore been considered as a set of coherent and planned actions that lead to the achievement of the above mentioned goals, under sustainable conditions and with modalities enabling their partial or global transfer.

Considered as a set of coherent actions, good practice is a complex subject that is made of various components. Such components can be seen from two complementary perspectives:

1. Dynamic
2. Structural.

If we look at the *dynamic* perspective, good practice is described by the process that usually starts when a problem emerges and goes on in different steps, i.e. the development of the collective will to face and solve the problem, the definition of appropriate solutions, their adoption and implementation. The dynamic dimension is centered on the role played by different actors.

From the *structural* point of view, good practices can be described according to the instruments and provisions which can be seen also as measures that they put into practice. In this instance, each good practice always contains one measure or a set of concrete measures that can be analyzed and reproduced. Structural dimension is then centered on the description and the analysis of the actions that are put in place as well as of the organisational, financial, instrumental and other components.

4.2. Criteria for the identification of good practices

The identification of good practices of outreach-strategies that result in lifelong learning and adult upskilling have been carried out according to their relevance, outcome, duration and available documentation. These criteria are better described below:

- a) *Field*. Highest priority in the chosen selection criteria was given to the field of activity. All possible outreach strategies and activities were clustered in six priority fields:
 1. Upgrading skills to access level 1 and level 2 EQF
 2. Learning at the workplace for professional qualification and basic education
 3. Guidance, counselling and validation of informal and non formal learning
 4. Information, campaigns, network and partnership
 5. Grants, loans and financial incentives
 6. Access to and Use of ICT.
- b) *Relevance*. Second priority was given to relevance. Each example of good practice was analysed according to whether the approach of the activity was relevant to the solution of the problems in the respective field. Relevance was defined as the efficient and effective character of the activity and the possibility of transfer.
- c) *Outcome*. Third priority was given to the outcome of the activity. Outcome was considered to be broader than just output, but not as widely defined as impact. The outcome was analysed in quantitative as well as qualitative terms.
- d) *Duration*. Fourth priority was given to the duration of the receptive activity; the duration has been seen as a pragmatic indicator for the validity and sustainability of the main aspects of the activity.
- e) *Documentation*. As to the fifth and final priority, it was decided that the existence of documentation on outcomes and impact is crucial. In other words, according to documented evidence it was possible to analyse the activity also as a case study in a more differentiated way on the basis of existing documentation.

Furthermore, selection of good practices for the European Inventory also took into consideration the geographical dimension, including examples from all countries participating in the Education and Training 2010 work programme.

4.3. Study tools

Good practices available in 33 European countries have been described in the European Inventory (see separate Annex) as a basis for the analysis described in this report, which was carried out by the Scientific Committee. and the examples were delivered by national correspondents who have responsibility for an intimate knowledge of the good practices and how they have been adopted and developed on their national/local territory or sector.

The first step of the study ended with a selection of 64 good practices from 33 countries, based on information and sources that have been collected and stored according to the following descriptors:

1. Problems that the good practice has been able to overcome and solve
2. Beneficiaries
3. Institutions involved
4. Period of action
5. Abstract (Description of the Action and Basic information about results and impact)
6. Documentation and sources related to the good practice
7. Impact evaluation
8. Evaluation of results
9. Additional online national/local sources¹⁴
10. Contact details.

In addition, good practice promoters provided further information where necessary.

In most cases, good practices have been described in close cooperation with their responsible bodies that also validated contents.

On the basis of the data collected, the study selected and analyzed in depth 14 relevant and successful good practices via the case study method. These studies pinpointed good practices characterizing national/local policies for enabling people to take their learning and qualifications "one step up". They were analyzed taking into consideration the following headings:

1. Problems addressed by the good practice
2. Rationale for and lessons from the good practice

¹⁴ Consultation of the online sources is dated from September 2009.

3. Methodology
4. Solution/Solutions identified
5. Transferability
6. Strong and weak aspects.

Case studies have been described and analyzed in close cooperation with national and local researchers and experts (see p. 2-4) along with institutional actors in charge of adoption, implementation and evaluation of the practices.

Data on practices included both in the European Inventory and Case study reports (see Annexes) are dated from May-July 2009.

ANNEXES

Statistical Tables, by Paola Naddeo

Table 1–Activity rates, Employment rates and Unemployment rates by gender, age and highest level of education attained, 2008

	Females						Males						Males and Females					
	25-39		40-64		25-64		25-39		40-64		25-64		25-39		40-64		25-64	
	Isced-2	Total	Isced-2	Total	Isced-2	Total	Isced-2	Total	Isced-2	Total	Isced-2	Total	Isced-2	Total	Isced-2	Total	Isced-2	Total
	Activity rates																	
European Union	60.0	78.0	46.7	63.3	50.1	68.9	88.4	92.6	71.1	79.7	76.8	84.8	75.2	85.4	57.6	71.4	62.7	76.8
Belgium	59.8	83.9	39.4	57.9	43.4	67.5	85.6	94.1	61.5	74.6	67.4	81.8	74.2	89.0	50.2	66.3	55.4	74.7
Bulgaria	54.6	79.2	42.4	67.5	46.0	71.6	74.0	89.8	59.9	77.5	64.5	82.2	64.7	84.6	50.7	72.3	55.1	76.8
Czech Republic	55.4	70.4	48.6	67.3	50.0	68.6	79.6	95.2	63.1	82.3	69.4	87.7	67.0	83.1	52.6	74.7	56.3	78.2
Denmark	70.8	87.0	57.4	73.3	60.1	78.3	87.6	93.9	72.9	82.8	77.0	86.9	80.1	90.5	64.4	78.1	68.1	82.6
Germany	58.3	80.8	56.0	72.1	56.7	75.1	89.4	93.0	76.1	85.4	81.2	88.0	72.9	87.0	63.5	78.7	66.6	81.6
Estonia	63.2	77.8	48.5	79.3	54.4	78.8	86.5	95.9	62.5	82.7	73.2	88.3	76.5	86.9	55.8	80.9	64.6	83.3
Ireland	48.4	75.4	41.5	58.7	43.1	66.5	83.1	92.4	74.5	82.8	76.9	87.3	69.2	84.0	59.3	70.8	61.9	77.0
Greece	55.9	74.4	41.2	51.7	44.4	60.5	95.1	95.0	78.3	82.3	83.8	87.6	79.7	85.0	59.0	66.7	64.7	74.0
Spain	68.5	79.8	45.1	57.2	51.9	66.9	92.0	93.3	78.7	83.1	83.7	87.7	82.0	86.8	61.2	70.1	68.1	77.4
France	63.5	82.9	54.2	66.3	56.1	72.4	91.6	95.3	65.3	74.7	72.0	82.5	78.1	89.0	59.3	70.4	63.6	77.3
Italy	50.6	67.6	33.1	49.3	37.5	56.3	88.5	89.4	69.2	76.7	75.2	81.7	71.8	78.6	50.7	62.8	56.7	68.9
Cyprus	67.3	83.2	48.2	63.0	52.1	71.5	89.3	93.2	81.6	87.5	83.7	89.9	79.0	88.1	63.0	75.1	66.8	80.6
Latvia	62.8	83.5	48.0	77.5	53.8	79.7	85.4	93.9	63.4	83.4	74.5	87.8	77.4	88.7	56.3	80.2	66.0	83.6
Lithuania	60.3	83.0	26.0	72.8	38.2	76.6	64.0	87.8	44.3	79.7	54.2	83.0	62.6	85.4	34.6	76.0	46.8	79.7
Luxembourg	70.1	77.1	46.0	57.0	52.5	65.2	96.6	94.3	69.0	76.7	78.5	83.6	83.7	85.7	55.7	67.1	64.2	74.5
Hungary	46.2	69.3	36.6	57.5	39.1	62.2	76.1	91.1	47.2	67.0	58.1	77.3	61.2	80.3	40.4	62.0	46.8	69.5
Malta	41.6	58.4	20.3	26.3	26.4	38.0	95.3	96.3	70.4	74.1	77.8	82.4	67.9	77.8	44.4	50.4	51.2	60.5
Netherlands	66.0	85.0	49.9	67.0	53.4	73.5	90.8	95.8	76.3	83.5	80.6	87.9	79.4	90.4	61.3	75.3	65.9	80.7
Austria	66.0	81.5	51.5	65.0	54.9	71.2	85.7	94.0	66.3	79.7	71.9	85.1	73.8	87.7	56.4	72.3	60.9	78.1
Poland	51.8	78.0	33.0	54.7	36.8	63.9	78.0	93.0	55.6	71.1	62.0	80.1	66.4	85.5	42.9	62.6	48.6	71.8
Portugal	82.5	87.0	63.7	66.9	69.4	75.0	94.1	93.6	80.7	82.3	85.5	87.0	88.9	90.3	72.0	74.4	77.6	80.9
Romania	53.7	72.6	45.2	55.9	47.7	63.0	79.3	85.8	70.8	75.2	74.3	80.0	66.0	79.4	54.4	65.2	58.4	71.4
Slovenia	68.8	90.2	47.8	63.8	51.2	73.8	83.3	94.0	60.5	74.6	67.1	82.2	77.6	92.2	53.1	69.2	58.4	78.1
Slovakia	55.5	76.4	41.2	66.4	43.9	70.5	71.0	95.3	58.4	81.0	62.2	87.2	62.9	86.0	46.7	73.5	50.5	78.8
Finland	70.8	81.8	56.8	76.9	59.1	78.6	85.1	92.8	64.1	78.2	68.6	83.3	79.9	87.5	60.8	77.5	64.5	80.9
Sweden	66.2	86.8	60.0	80.5	61.3	82.8	85.0	93.5	77.1	86.3	78.8	89.0	76.7	90.2	69.7	83.5	71.2	85.9
United Kingdom	54.9	76.6	54.1	69.1	54.3	71.9	84.6	92.8	71.8	83.1	76.1	86.8	69.5	84.6	61.2	76.0	63.7	79.3
Croatia	57.4	81.7	40.2	55.3	42.3	62.9	78.7	90.9	60.7	71.2	64.8	77.2	69.1	86.3	47.7	63.0	51.2	69.9
FYROM	36.4	65.0	32.2	50.5	33.6	56.5	91.8	93.1	75.7	81.6	81.9	86.5	60.9	79.4	49.5	66.0	53.7	71.6
Turkey	23.3	31.9	22.0	23.4	22.6	27.8	91.5	92.8	69.8	71.0	79.9	82.3	54.6	62.8	44.1	47.2	49.0	55.3
Iceland	75.6	80.2	79.7	83.6	78.5	82.3	94.4	93.7	90.7	93.4	92.3	93.6	86.6	87.4	84.5	88.7	85.3	88.1
Norway	67.8	85.8	61.4	77.7	63.2	80.8	80.9	91.7	72.7	85.1	75.6	87.6	75.1	88.8	66.7	81.4	69.4	84.3

	Employment rates																	
European Union	50,7	72,0	42,5	59,7	44,6	64,4	78,1	86,8	65,8	75,8	69,8	80,1	65,4	79,4	53,0	67,7	56,6	72,2
Belgium	47,0	77,3	35,9	54,8	38,1	63,1	72,3	87,7	56,9	71,3	60,6	77,4	61,1	82,6	46,1	63,1	49,4	70,3
Bulgaria	44,5	75,0	36,2	63,9	38,6	67,8	63,3	85,0	53,7	74,2	56,9	78,3	54,3	80,1	44,5	68,8	47,6	73,0
Czech Republic	39,9	66,0	41,7	64,2	41,3	64,9	64,6	92,5	53,0	79,8	57,4	85,2	51,7	79,7	44,8	71,9	46,5	75,1
Denmark	66,8	84,3	55,7	71,4	57,9	76,1	83,2	91,5	70,6	81,0	74,1	84,8	75,9	87,9	62,4	76,3	65,6	80,5
Germany	47,2	75,1	48,7	66,8	48,2	69,6	70,9	86,0	63,8	79,5	66,5	81,8	58,3	80,6	54,3	73,2	55,6	75,7
Estonia	56,9	73,2	43,8	76,4	49,0	75,1	79,9	92,2	55,1	78,0	66,2	84,0	70,0	82,7	49,7	77,1	58,3	79,3
Ireland	44,5	72,3	39,6	56,8	40,8	64,0	70,4	85,8	69,3	78,8	69,6	82,1	60,1	79,1	55,7	67,9	56,8	73,1
Greece	45,5	64,2	37,6	48,1	39,3	54,4	90,0	89,3	75,2	80,0	80,0	83,8	72,5	77,1	55,6	63,7	60,3	69,1
Spain	55,0	69,7	38,8	51,3	43,5	59,2	78,9	83,9	71,3	77,2	74,1	80,2	68,7	77,0	54,3	64,1	59,1	69,8
France	51,9	75,9	49,7	62,6	50,2	67,5	79,9	89,1	60,7	71,2	65,6	77,9	66,5	82,5	54,7	66,8	57,4	72,6
Italy	43,0	61,0	30,4	46,7	33,6	52,2	81,7	84,0	65,7	74,1	70,7	78,0	64,6	72,6	47,6	60,2	52,5	65,0
Cyprus	63,0	79,9	45,6	60,9	49,1	68,9	83,3	89,9	79,1	85,5	80,2	87,4	73,8	84,9	60,5	73,0	63,6	78,0
Latvia	53,0	77,7	43,6	72,7	47,3	74,6	74,4	86,7	55,4	77,3	64,9	81,3	66,9	82,3	50,0	74,9	57,7	77,8
Lithuania	55,6	79,4	21,7	69,0	33,8	72,9	58,0	82,8	40,8	75,8	49,4	78,7	57,1	81,1	30,7	72,1	42,2	75,7
Luxembourg	64,7	73,2	44,0	54,7	49,5	62,2	90,3	89,6	67,3	74,7	75,2	80,5	77,8	81,4	53,8	64,9	61,1	71,5
Hungary	35,9	63,6	31,6	53,9	32,7	57,7	60,2	84,5	39,8	62,8	47,5	72,1	48,1	74,2	34,5	58,1	38,7	64,7
Malta	37,9	55,8	18,2	24,3	23,9	35,8	89,4	92,3	66,6	70,8	73,3	78,8	63,1	74,5	41,5	47,8	47,8	57,6
Netherlands	62,6	83,1	48,0	65,2	51,2	71,6	88,1	94,2	74,2	81,6	78,4	86,1	76,3	88,7	59,3	73,5	63,7	78,9
Austria	57,5	77,9	49,5	63,2	51,4	68,7	77,4	90,8	63,4	77,6	67,4	82,6	65,4	84,4	54,1	70,4	57,0	75,6
Poland	44,2	72,2	29,5	51,4	32,4	59,6	67,1	87,8	50,2	67,3	55,0	75,7	56,9	80,0	38,6	59,1	43,0	67,5
Portugal	73,4	78,5	58,9	62,3	63,3	68,8	87,5	87,4	75,5	77,4	79,8	81,6	81,2	83,0	67,0	69,6	71,7	75,1
Romania	50,8	69,4	44,2	54,3	46,1	60,7	69,4	80,5	65,6	71,5	67,2	75,6	59,8	75,0	51,9	62,6	54,6	68,1
Slovenia	62,2	85,4	45,2	61,7	47,9	70,7	76,8	90,5	58,0	72,4	63,4	79,5	71,0	88,0	50,5	67,1	55,0	75,2
Slovakia	23,3	67,9	29,7	60,3	28,5	63,4	36,5	88,0	40,3	75,6	39,1	81,0	29,6	78,1	33,2	67,7	32,3	72,1
Finland	61,3	76,7	52,3	73,2	53,7	74,4	77,3	88,5	59,7	74,6	63,5	79,4	71,5	82,8	56,4	73,9	59,3	76,9
Sweden	55,1	82,1	56,1	77,5	55,9	79,2	74,8	89,2	73,8	83,2	74,0	85,4	66,1	85,7	66,1	80,4	66,1	82,3
United Kingdom	49,5	72,9	51,7	67,1	51,2	69,3	76,5	88,4	67,5	79,9	70,5	83,1	62,8	80,6	58,1	73,4	59,5	76,1
Croatia	46,2	72,4	36,7	51,4	37,9	57,4	73,3	85,9	55,1	67,1	59,3	72,9	61,0	79,2	43,4	59,0	46,3	65,0
FYROM	17,0	41,3	22,1	37,3	20,3	38,9	49,0	61,4	48,8	59,2	48,9	60,1	31,2	51,6	32,8	48,2	32,2	49,6
Turkey	21,5	28,8	21,3	22,6	21,4	25,8	82,2	84,5	64,6	66,4	72,8	75,8	49,3	57,0	41,4	44,5	45,1	51,0
Iceland	73,8	78,7	78,6	82,6	77,1	81,0	90,9	91,3	88,2	91,7	89,4	91,5	83,8	85,3	82,8	87,3	83,1	86,5
Norway	63,8	83,7	60,2	76,8	61,2	79,4	76,0	89,5	70,3	83,9	72,3	86,0	70,6	86,6	65,0	80,4	66,8	82,8

	Unemployment rates																	
European Union	15,4	7,7	8,8	5,7	10,8	6,5	11,6	6,3	7,5	4,9	9,0	5,5	13,0	6,9	8,1	5,2	9,8	6,0
Belgium	21,4	7,8	8,8	5,4	12,2	6,5	15,5	6,8	7,5	4,4	10,0	5,4	17,6	7,3	8,0	4,9	10,8	5,9
Bulgaria	18,4	5,3	14,6	5,3	15,9	5,3	14,5	5,3	10,3	4,3	11,9	4,7	16,1	5,3	12,2	4,8	13,6	5,0
Czech Republic	28,1	6,2	14,2	4,7	17,3	5,3	18,9	2,8	16,0	3,0	17,2	2,9	22,9	4,2	14,8	3,8	17,3	4,0
Denmark	5,5	3,1	3,1	2,6	3,6	2,8	5,0	2,6	3,2	2,2	3,8	2,4	5,2	2,9	3,1	2,4	3,7	2,6
Germany	18,9	7,1	12,9	7,3	14,7	7,2	20,3	7,4	16,0	6,8	17,8	7,0	19,7	7,3	14,3	7,0	16,2	7,1
Estonia	6,0	6,0	3,8	3,8	4,6	4,6	3,9	3,9	5,7	5,7	4,9	4,9	4,8	4,8	4,7	4,7	4,7	4,7
Ireland	7,9	4,1	4,6	3,3	5,5	3,7	15,2	7,2	6,9	4,8	9,5	6,0	13,2	5,8	6,2	4,2	8,2	5,0
Greece	18,6	13,8	8,7	6,8	11,5	10,1	5,4	6,0	4,0	2,9	4,5	4,3	9,0	9,3	5,7	4,4	6,8	6,7
Spain	19,7	12,6	14,0	10,4	16,2	11,5	14,3	10,1	9,4	7,2	11,5	8,6	16,3	11,2	11,2	8,5	13,2	9,8
France	18,2	8,4	8,3	5,6	10,6	6,8	12,7	6,5	7,1	4,8	8,9	5,5	14,8	7,4	7,7	5,2	9,7	6,1
Italy	15,0	9,8	8,0	5,1	10,4	7,3	7,7	6,0	5,0	3,3	6,0	4,5	10,0	7,6	6,0	4,1	7,4	5,6
Cyprus	6,4	3,9	5,4	3,4	5,7	3,6	6,7	3,5	3,1	2,3	4,1	2,8	6,6	3,7	4,1	2,7	4,8	3,2
Latvia	15,7	6,9		6,1	12,1	6,4	12,8	7,6	12,7	7,3	12,8	7,4	13,6	7,3	11,3	6,7	12,5	6,9
Lithuania		4,3		5,2		4,8		5,6		4,9		5,2		5,0		5,0	9,9	5,0
Luxembourg	7,7	5,0	4,5	4,0	5,7	4,5	6,5	4,9	2,4	2,7	4,2	3,7	7,0	5,0	3,4	3,2	4,8	4,0
Hungary	22,2	8,3	13,8	6,3	16,4	7,2	20,9	7,2	15,7	6,2	18,3	6,7	21,4	7,7	14,6	6,2	17,3	6,9
Malta				9,4	5,7			4,1	5,5	4,4	5,7	4,3	7,0	4,2	6,6	5,1	6,7	4,7
Netherlands	5,2	2,3	3,8	2,7	4,2	2,5	2,9	1,6	2,8	2,2	2,8	2,0	3,8	1,9	3,3	2,4	3,4	2,2
Austria	12,9	4,4	3,8	2,8	6,4	3,5	9,6	3,4	4,5	2,6	6,3	2,9	11,4	3,9	4,1	2,7	6,3	3,2
Poland	14,8	7,4	10,8	6,0	11,9	6,7	14,1	5,6	9,7	5,3	11,3	5,4	14,3	6,4	10,2	5,6	11,5	6,0
Portugal	11,0	9,7	7,6	7,0	8,8	8,2	7,0	6,6	6,4	5,9	6,7	6,2	8,7	8,1	6,9	6,4	7,6	7,2
Romania	5,3	4,4	2,2	2,8	3,3	3,6	12,4	6,3	7,4	4,8	9,6	5,5	9,4	5,5	4,6	3,9	6,5	4,7
Slovenia	9,6	5,3	5,4	3,3	6,3	4,3	7,9	3,8	4,2	2,9	5,5	3,3	8,5	4,5	4,8	3,1	5,9	3,7
Slovakia	58,1	11,1	27,8	9,2	35,0	10,1	48,6	7,7	30,9	6,6	37,1	7,2	53,0	9,2	29,1	7,8	35,9	8,5
Finland	13,4	6,2	8,0	4,9	9,0	5,3	9,1	4,7	6,8	4,6	7,4	4,6	10,5	5,4	7,3	4,7	8,1	5,0
Sweden	16,7	5,5	6,5	3,7	8,9	4,4	12,0	4,6	4,3	3,7	6,1	4,0	13,8	5,0	5,1	3,7	7,1	4,2
United Kingdom	9,8	4,8	4,3	2,9	5,8	3,7	9,6	4,7	6,0	3,9	7,3	4,2	9,7	4,8	5,1	3,4	6,6	4,0
Croatia	19,5	11,4	8,7	7,1	10,5	8,7		5,5	9,2	5,7	8,5	5,6	11,6	8,3	8,9	6,3	9,5	7,0
FYROM	53,2	36,4	31,4	26,2	39,6	31,1	46,6	34,1	35,5	27,4	40,3	30,5	48,8	35,0	33,9	27,0	40,0	30,7
Turkey	8,0	9,6	3,1	3,5	5,5	7,1	10,1	8,9	7,4	6,5	8,8	7,9	9,6	9,1	6,2	5,8	8,0	7,7
Iceland												2,2		2,3		1,6	2,5	1,9
Norway	5,9	2,4		1,1	3,1	1,6	6,1	2,4	3,2	1,5	4,3	1,8	6,0	2,4	2,6	1,3	3,7	1,8

Source: Eurostat, Labour Forces Survey, 2008

Table 2 - Participation rate in education and training by highest level of education attained, 2007

	Isced 2		Total	
	Formal and no formal	Formal	Formal and no formal	Formal
European Union	18,0	2,5	36,0	6,3
Belgium	19,8	6,6	40,5	12,5
Bulgaria	15,1	0,2	36,4	2,7
Czech Republic	14,8	0,7	37,7	3,9
Germany	19,9	2,5	45,4	5,2
Estonia	19,7	1,3	42,1	5,0
Greece	4,0	0,5	14,5	2,3
Spain	17,0	1,7	30,9	6,0
France	19,1	0,4	35,1	1,7
Italy	8,2	0,6	22,2	4,4
Cyprus	16,0	-	40,6	2,9
Latvia	11,0	0,3	32,7	5,4
Lithuania	8,8	2,0	33,9	6,3
Hungary	2,6	0,4	9,0	2,5
Netherlands	25,4	3,6	44,6	6,8
Austria	19,1	1,0	41,9	4,2
Poland	4,7	0,8	21,8	5,5
Portugal	15,9	3,6	26,5	6,5
Slovenia	12,7	2,1	40,6	8,7
Slovakia	14,2	-	44,0	6,1
Finland	35,2	3,7	55,0	10,2
Sweden	55,9	6,3	73,4	12,7
United Kingdom	33,4	7,8	49,3	15,1
Croatia	3,9	1,2	21,2	4,5
Norway	37,8	5,6	54,6	9,9
Source: Eurostat, <i>Adult Education Survey</i>				

Table 3 - Type of obstacles by participation and the highest level of education attained, 2007

	ISCED 2									TOTAL								
	Respondent did not have time because of family responsibilities	Training was too expensive or respondent could not afford it	Training conflicted with the work schedule	Respondent did not have the prerequisites	Health or age	There was no training offered at the reachable distance	Respondent was not confident with the idea of going back to something that is like school	Lack of employer's support	Other	Respondent did not have time because of family responsibilities	Training was too expensive or respondent could not afford it	Training conflicted with the work schedule	Respondent did not have the prerequisites	Health or age	There was no training offered at the reachable distance	Respondent was not confident with the idea of going back to something that is like school	Lack of employer's support	Other
European Union	42,5	31,8	31	25,2	23,9	23,3	22,8	16,4	32,6	40,2	31,2	38,7	15,6	14,8	20,8	14,9	18,4	26,8
Belgium	32,2	20,5	21,7	16,3	31,5	9	8,5	5,8	12,3	38,4	17,9	33,1	9,5	21,8	13,1	4,8	14,7	10,6
Bulgaria	25,9	58,3	11,7	26	8,1	38	15	2,3	2,6	28,8	56,7	24,1	16,3	11,5	29,7	6,2	11,6	7,7
Czech Republic	33,5	35,7	24,3	17,4	18,4	18,8	4,3	18,8	6,4	38,5	19,7	36,8	7,8	11,9	16,1	2,1	22,5	3,6
Germany	28,5	45,3	23,1	40,8	15,5	19,2	22	41,5	21,8	33,9	43,7	36,9	24,1	12,1	24,9	11,1	32,8	13,3
Estonia	36	60,6	22,5	6,2	29,6	53,4	17,7	13,8	53,1	38,8	53,1	32,6	2,9	18,2	34,5	8,5	8,8	42,6
Greece	55,8	37	31,1	19,8	22,1	23,3	21	9	15,1	48,3	33,4	43	7,5	10,5	19,1	9,7	9,7	19
Spain	41,7	11,4	25,8	7,5	9,6	10,1	3,8	4,3	30,1	41,2	13,4	32,5	7,5	5,8	8,5	2,7	4,7	27,7
Italy	47,8	28,2	35,7	27,2	27,6	16,6	22,5	15,8	13,1	49,5	26,2	44,1	19,2	19,7	16,8	16,6	15,2	12,4
Cyprus	68,8	13,7	33,4	7,6	15,2	14,2	7,8	3,9	9,1	67,9	16,2	42,1	5,2	9,3	12	4,8	5,2	12,3
Latvia	38,8	71,4	33	22,7	3,5	42	24,7	45,8	12,3	40,1	50,8	36,8	11,2	11,9	24,1	11,9	29,7	11,4
Lithuania	52,3	30,7	29	19,1	19,8	25,4	5,1	14,9	13,5	34,3	45,6	48,4	3,2	13,2	19,6	4,9	16,2	13,5
Hungary	45	54,3	62,9	41,5	12,8	37	35,5	56,2	10,6	37,5	42,3	53,2	13,9	12,5	32,4	18,9	39,9	15
Netherlands	24,7	26,3	17,3	9,8	28	14,5	24,1	10,1	17,3	29,9	25,1	17,6	4,2	23,8	13	13,5	20,1	22,8
Austria	43,4	49,5	32,9	12,6	12,8	19,7	4,3	10,6	17,1	42,3	34,6	39,5	7,1	6,3	22,4	2,8	16,1	15,8
Poland	24,6	63,8	7,9	19,4	19,1	46,9	18,6	10,6	9,6	29,2	61,3	31,4	9,2	9,1	31	17,5	20,4	11,5
Portugal	36,7	20	24,6	12,9	7,8	35,8	5,7	20,4	19,9	34,5	22,7	26,5	11,8	6,8	34,2	4,1	20	18,9
Slovenia	33,6	68,1	44,5	22,6	36,8	27,5	15,8	22	5,5	37,7	48,5	55,5	7,6	15,5	30,2	7,3	22,3	8,8
Slovakia	23,3	61,3	23,3	68,7	45,9	22,5	-	16,1	-	35,5	39,3	40,7	56,5	10,8	30,9	3	25,2	3,7
Finland	33,4	18,6	47,3	10,5	25,1	30,9	9,6	15,8	18,2	31	22,2	43,7	11,6	17,1	25,6	7,2	24	21,4
Sweden	19,7	26,7	27,7	9,9	33,4	21,1	8,8	12,1	22,7	23	32,5	32,4	5,8	23,7	22	6,9	19,1	20,5
United Kingdom	44,7	41,4	32,8	33,6	27,7	34,5	34,1	21,1	63,5	42,5	33,8	43,9	20,8	17	25,9	24,1	22,6	56,5
Croatia	49,2	66,8	19,7	27,2	15,4	38,6	5	16,7	7,1	48,7	53,8	28,8	14,9	11	26,7	4,2	17,1	8,6
Norway	24	21,2	21,5	9,2	28,7	11,4	9,4	15	16,7	25,8	17,6	32,2	4,3	19,5	13,6	9,2	21,1	15,7

Source - Eurostat, Adult Education Survey

Table 4 - Population, active population (in thousands) and activity rates by gender, age and highest level of education attained, 2008

	Females						Males						Males and Females					
	25-39		40-64		25-64		25-39		40-64		25-64		25-39		40-64		25-64	
	Isced-2	Total	Isced-2	Total	Isced-2	Total	Isced-2	Total	Isced-2	Total	Isced-2	Total	Isced-2	Total	Isced-2	Total	Isced-2	Total
Population																		
European Union	10.342,2	51.782,8	30.067,1	84.253,8	40.409,2	136.036,6	11.960,8	52.597,0	24.560,2	81.702,9	36.521,0	134.299,9	22.302,9	104.379,8	54.627,3	165.956,7	76.930,3	270.336,5
Belgium	169,8	1.059,1	703,7	1.816,5	873,5	2.875,6	216,1	1.074,9	667,5	1.825,0	883,6	2.899,9	385,9	2.134,0	1.371,2	3.641,5	1.757,1	5.775,5
Bulgaria	138,6	745,5	339,0	1.375,0	477,6	2.120,5	151,8	776,6	307,6	1.273,9	459,4	2.050,5	290,4	1.522,1	646,6	2.648,9	937,0	4.171,0
Czech Republic	74,0	1.217,1	298,7	1.801,6	372,6	3.018,8	67,9	1.286,2	111,4	1.762,2	179,2	3.048,5	141,8	2.503,3	410,0	3.563,9	551,9	6.067,2
Denmark	68,3	528,4	272,6	943,8	340,9	1.472,2	85,7	537,2	221,1	949,0	306,8	1.486,2	154,0	1.065,6	493,7	1.892,8	647,7	2.958,3
Germany	1.133,7	7.636,4	2.754,7	14.641,6	3.888,4	22.278,0	1.004,6	7.757,7	1.641,5	14.639,5	2.646,1	22.397,2	2.138,2	15.394,1	4.396,3	29.281,1	6.534,5	44.675,2
Estonia	14,9	141,2	22,3	231,6	37,1	372,8	19,7	140,8	24,5	192,9	44,2	333,7	34,6	282,0	46,8	424,5	81,4	706,5
Ireland	75,8	561,1	240,4	641,4	316,2	1.202,6	113,4	571,4	284,0	648,2	397,4	1.219,5	189,1	1.132,5	524,4	1.289,6	713,5	2.422,1
Greece	254,5	1.184,5	894,7	1.859,4	1.149,2	3.043,9	394,2	1.255,5	825,1	1.784,8	1.219,3	3.040,3	648,6	2.440,0	1.719,9	3.644,2	2.368,5	6.084,2
Spain	1.842,9	5.568,1	4.455,8	7.403,9	6.298,7	12.972,0	2.470,6	5.941,9	4.078,7	7.289,4	6.549,2	13.231,3	4.313,5	11.510,0	8.534,4	14.693,3	12.847,9	26.203,3
France	1.082,3	6.076,1	4.095,5	10.353,8	5.177,8	16.429,8	1.175,1	5.923,8	3.425,4	9.828,6	4.600,4	15.752,4	2.257,4	11.999,8	7.520,9	20.182,4	9.778,2	32.182,2
Italy	1.941,3	6.371,1	5.668,6	10.265,0	7.609,9	16.636,1	2.462,3	6.464,6	5.387,1	10.011,6	7.849,4	16.476,2	4.403,7	12.835,7	11.055,7	20.276,5	15.459,4	33.112,3
Cyprus	12,5	91,1	49,4	126,6	62,0	217,7	14,4	89,5	39,4	123,1	53,8	212,6	26,9	180,7	88,8	249,7	115,7	430,4
Latvia	27,7	238,5	43,1	396,4	70,8	634,9	50,8	242,4	50,4	337,0	101,2	579,4	78,6	480,8	93,5	733,5	172,1	1.214,3
Lithuania	27,7	349,3	50,0	584,0	77,7	933,3	45,7	349,8	45,0	498,2	90,6	848,0	73,4	699,1	95,0	1.082,2	168,3	1.781,3
Luxembourg	12,5	52,7	34,1	77,6	46,6	130,3	13,1	52,6	25,0	81,3	38,1	133,9	25,6	105,3	59,1	158,9	84,7	264,2
Hungary	171,7	1.132,5	503,1	1.730,9	674,8	2.863,4	172,2	1.160,4	282,7	1.542,3	454,9	2.702,7	343,9	2.292,9	785,9	3.273,2	1.129,8	5.566,1
Malta	24,9	41,6	61,5	72,1	86,4	113,7	23,9	43,6	56,8	73,2	80,8	116,8	48,8	85,2	118,3	145,3	167,2	230,5
Netherlands	281,4	1.615,3	1.007,5	2.867,2	1.288,9	4.482,5	329,2	1.613,4	765,6	2.900,8	1.094,8	4.514,2	610,6	3.228,7	1.773,1	5.768,0	2.383,7	8.996,7
Austria	134,1	861,4	431,5	1.440,5	565,6	2.301,9	87,5	858,8	215,5	1.421,7	303,0	2.280,5	221,6	1.720,2	647,0	2.862,2	868,6	4.582,4
Poland	285,6	4.184,0	1.142,3	6.467,3	1.427,9	10.651,4	356,8	4.192,1	896,7	6.019,3	1.253,4	10.211,4	642,4	8.376,1	2.038,9	12.486,6	2.681,3	20.862,7
Portugal	625,1	1.204,8	1.459,4	1.806,9	2.084,5	3.011,7	778,2	1.221,1	1.387,8	1.691,0	2.165,9	2.912,1	1.403,3	2.425,8	2.847,2	3.497,9	4.250,4	5.923,8
Romania	517,7	2.555,7	1.243,8	3.452,2	1.761,6	6.007,9	483,5	2.664,6	693,3	3.234,4	1.176,8	5.898,9	1.001,2	5.220,3	1.937,1	6.686,6	2.938,4	11.906,8
Slovenia	18,1	216,4	96,3	355,0	114,4	571,5	27,6	233,8	67,6	361,8	95,1	595,6	45,7	450,2	163,9	716,9	209,6	1.167,1
Slovakia	36,9	632,6	160,2	910,6	197,1	1.543,2	33,9	656,4	76,5	857,2	110,5	1.513,6	70,8	1.289,0	236,7	1.767,8	307,5	3.056,8
Finland	38,0	477,1	198,3	949,3	236,3	1.426,5	66,8	505,7	241,3	944,4	308,1	1.450,1	104,8	982,8	439,6	1.893,7	544,4	2.876,5
Sweden	68,3	867,0	246,4	1.518,2	314,6	2.385,2	85,5	902,1	321,3	1.552,7	406,8	2.454,8	153,8	1.769,1	567,6	3.070,9	721,4	4.840,0
United Kingdom	1.263,8	6.174,1	3.594,3	10.165,2	4.858,1	16.339,3	1.230,3	6.080,3	2.421,5	9.859,4	3.651,9	15.939,7	2.494,2	12.254,5	6.015,8	20.024,6	8.510,0	32.279,0
Croatia	40,0	326,5	283,8	806,0	323,8	1.132,5	48,1	331,4	162,6	755,9	210,7	1.087,2	88,1	657,8	446,4	1.561,9	534,5	2.219,7
FYROM	91,5	226,4	173,4	324,0	264,9	550,5	72,6	236,2	115,4	323,8	188,0	559,9	164,2	462,6	288,8	647,8	453,0	1.110,4
Turkey	6.435,9	8.817,7	7.258,2	8.335,5	13.694,2	17.153,2	5.437,6	9.070,9	6.256,7	8.354,1	11.694,3	17.425,0	11.873,5	17.888,7	13.514,9	16.689,6	25.388,4	34.578,2
Iceland	8,9	31,6	20,9	47,1	29,8	78,7	12,4	35,4	16,2	49,9	28,6	85,3	21,4	67,0	37,0	97,0	58,4	164,1
Norway	72,0	480,7	183,1	772,4	255,1	1.253,1	89,8	502,2	164,7	798,6	254,6	1.300,8	161,9	982,9	347,8	1.571,0	509,7	2.553,9

	Active population																		
European Union	6.203,3	40.373,4	14.027,9	53.342,6	20.231,2	93.716,0	10.576,1	48.725,1	17.462,9	65.155,7	28.039,0	113.880,8	16.779,3	89.098,5	31.490,9	118.498,3	48.270,2	207.596,8	
Belgium	101,5	888,4	277,4	1.052,4	378,9	1.940,8	184,9	1.011,1	410,3	1.361,2	595,2	2.372,3	286,4	1.899,5	687,7	2.413,6	974,2	4.313,2	
Bulgaria	75,6	590,6	143,8	928,4	219,5	1.519,0	112,4	697,3	184,1	987,5	296,5	1.684,8	188,0	1.288,0	328,0	1.915,9	516,0	3.203,8	
Czech Republic	41,0	857,1	145,2	1.213,2	186,2	2.070,3	54,0	1.224,1	70,3	1.450,0	124,3	2.674,1	95,1	2.081,2	215,5	2.663,2	310,5	4.744,5	
Denmark	48,3	459,9	156,5	692,1	204,9	1.152,0	75,1	504,7	161,3	786,2	236,3	1.290,9	123,4	964,5	317,8	1.478,3	441,2	2.442,9	
Germany	661,5	6.173,4	1.542,5	10.562,5	2.204,0	16.735,9	898,2	7.216,1	1.249,3	12.495,2	2.147,5	19.711,3	1.559,7	13.389,5	2.791,8	23.057,7	4.351,4	36.447,2	
Estonia	9,4	109,9	10,8	183,8	20,2	293,7	17,0	135,1	15,3	159,5	32,4	294,6	26,4	245,0	26,1	343,3	52,6	588,3	
Ireland	36,7	423,0	99,7	376,7	136,4	799,7	94,2	527,8	211,5	536,5	305,7	1.064,3	130,8	950,9	311,2	913,1	442,0	1.864,0	
Greece	142,2	881,5	368,3	960,5	510,4	1.842,1	374,9	1.193,1	646,5	1.468,9	1.021,4	2.661,9	517,1	2.074,6	1.014,8	2.429,4	1.531,8	4.504,0	
Spain	1.262,6	4.441,8	2.008,5	4.236,9	3.271,1	8.678,7	2.273,9	5.543,4	3.210,5	6.059,4	5.484,3	11.602,7	3.536,5	9.985,2	5.218,9	10.296,3	8.755,4	20.281,5	
France	686,8	5.036,2	2.218,8	6.865,4	2.905,6	11.901,6	1.075,9	5.645,0	2.237,8	7.345,5	3.313,7	12.990,5	1.762,6	10.681,2	4.456,6	14.210,9	6.219,3	24.892,0	
Italy	982,3	4.304,4	1.875,1	5.056,7	2.857,4	9.361,0	2.179,2	5.780,6	3.727,0	7.677,3	5.906,3	13.458,0	3.161,5	10.085,0	5.602,1	12.734,0	8.763,6	22.819,0	
Cyprus	8,4	75,8	23,8	79,8	32,3	155,6	12,8	83,4	32,2	107,7	45,0	191,1	21,3	159,2	56,0	187,5	77,3	346,7	
Latvia	17,4	199,2	20,7	307,0	38,1	506,2	43,4	227,5	32,0	281,3	75,4	508,7	60,8	426,7	52,7	588,3	113,5	1.014,9	
Lithuania	16,7	290,0	13,0	425,0	29,7	714,9	29,2	307,0	19,9	397,1	49,1	704,1	45,9	597,0	32,9	822,0	78,8	1.419,0	
Luxembourg	8,8	40,7	15,7	44,2	24,4	84,9	12,7	49,6	17,3	62,4	29,9	112,0	21,4	90,3	32,9	106,6	54,4	196,9	
Hungary	79,3	785,1	184,4	995,9	263,7	1.781,1	131,0	1.056,7	133,4	1.033,2	264,4	2.089,9	210,4	1.841,9	317,8	2.029,1	528,2	3.871,0	
Malta	10,3	24,3	12,5	18,9	22,8	43,2	22,8	42,0	40,0	54,2	62,8	96,2	33,2	66,3	52,5	2.069,1	528,7	3.578,3	
Netherlands	185,8	1.373,5	502,8	1.920,4	688,6	3.293,8	298,8	1.545,1	584,0	2.421,3	882,8	3.966,4	484,6	2.918,5	1.086,8	4.341,7	1.571,4	7.260,2	
Austria	88,6	701,9	222,2	936,7	310,8	1.638,6	75,0	807,3	142,9	1.132,4	217,9	1.939,7	163,6	1.509,1	365,2	2.069,1	528,7	3.578,3	
Poland	148,1	3.264,2	377,2	3.537,1	525,3	6.801,4	278,3	3.898,1	498,2	4.278,5	776,6	8.176,6	426,4	7.162,3	875,4	7.815,6	1.301,8	14.977,9	
Portugal	515,8	1.047,8	930,1	1.209,7	1.445,9	2.257,5	732,2	1.142,3	1.120,4	1.391,5	1.852,7	2.533,8	1.248,1	2.190,1	2.050,5	2.601,2	3.298,6	4.791,3	
Romania	277,8	1.856,4	562,4	1.929,0	840,2	3.785,4	383,2	2.287,4	491,1	2.431,1	874,3	4.718,5	661,1	4.143,9	1.053,5	4.360,1	1.714,6	8.504,0	
Slovenia	12,4	195,2	46,1	226,6	58,5	421,8	23,0	219,8	40,9	269,8	63,8	489,6	35,4	415,0	87,0	496,4	122,4	911,4	
Slovakia	20,5	483,4	66,0	604,8	86,5	1.088,2	24,1	625,8	44,7	694,5	68,7	1.320,3	44,6	1.109,1	110,6	1.299,3	155,2	2.408,4	
Finland	26,9	390,3	112,7	730,4	139,6	1.120,6	56,8	469,4	154,6	738,2	211,5	1.207,6	83,7	859,7	267,3	1.468,6	351,1	2.328,2	
Sweden	45,2	753,0	147,7	1.222,8	192,9	1.975,8	72,7	843,5	247,8	1.340,6	320,4	2.184,1	117,9	1.596,5	395,4	2.563,4	513,3	4.159,9	
United Kingdom	693,3	4.726,6	1.944,2	7.025,7	2.637,4	11.752,3	1.040,3	5.642,0	1.739,5	8.194,7	2.779,9	13.836,6	1.733,6	10.368,6	3.683,7	15.220,3	5.417,3	25.588,9	
Croatia	22,9	266,7	114,1	445,8	137,1	712,5	37,9	301,2	98,6	538,2	136,5	839,4	60,8	567,9	212,8	984,0	273,6	1.551,9	
FYROM	33,3	147,2	55,8	163,6	89,1	310,9	66,6	220,0	87,3	264,2	154,0	484,2	100,0	367,2	143,1	427,9	243,0	795,1	
Turkey	1.501,2	2.812,2	1.598,2	1.950,1	3.099,5	4.762,2	4.975,9	8.413,9	4.366,5	5.931,4	9.342,4	14.345,2	6.477,1	11.226,0	5.964,8	7.881,4	12.441,9	19.107,5	
Iceland	6,8	25,4	16,6	39,4	23,4	64,8	11,7	33,2	14,7	46,6	26,4	79,8	18,5	58,6	31,3	86,0	49,8	144,6	
Norway	48,8	412,2	112,3	599,8	161,2	1.012,0	72,7	460,3	119,7	679,8	192,4	1.140,0	121,6	872,5	232,0	1.279,6	353,6	2.152,1	

	Activity rates																	
European Union	60,0	78,0	46,7	63,3	50,1	68,9	88,4	92,6	71,1	79,7	76,8	84,8	75,2	85,4	57,6	71,4	62,7	76,8
Belgium	59,8	83,9	39,4	57,9	43,4	67,5	85,6	94,1	61,5	74,6	67,4	81,8	74,2	89,0	50,2	66,3	55,4	74,7
Bulgaria	54,5	79,2	42,4	67,5	46,0	71,6	74,0	89,8	59,9	77,5	64,5	82,2	64,7	84,6	50,7	72,3	55,1	76,8
Czech Republic	55,4	70,4	48,6	67,3	50,0	68,6	79,5	95,2	63,1	82,3	69,4	87,7	67,1	83,1	52,6	74,7	56,3	78,2
Denmark	70,7	87,0	57,4	73,3	60,1	78,3	87,6	94,0	73,0	82,8	77,0	86,9	80,1	90,5	64,4	78,1	68,1	82,6
Germany	58,3	80,8	56,0	72,1	56,7	75,1	89,4	93,0	76,1	85,4	81,2	88,0	72,9	87,0	63,5	78,7	66,6	81,6
Estonia	63,1	77,8	48,4	79,4	54,4	78,8	86,3	96,0	62,4	82,7	73,3	88,3	76,3	86,9	55,8	80,9	64,6	83,3
Ireland	48,4	75,4	41,5	58,7	43,1	66,5	83,1	92,4	74,5	82,8	76,9	87,3	69,2	84,0	59,3	70,8	61,9	77,0
Greece	55,9	74,4	41,2	51,7	44,4	60,5	95,1	95,0	78,4	82,3	83,8	87,6	79,7	85,0	59,0	66,7	64,7	74,0
Spain	68,5	79,8	45,1	57,2	51,9	66,9	92,0	93,3	78,7	83,1	83,7	87,7	82,0	86,8	61,2	70,1	68,1	77,4
France	63,5	82,9	54,2	66,3	56,1	72,4	91,6	95,3	65,3	74,7	72,0	82,5	78,1	89,0	59,3	70,4	63,6	77,3
Italy	50,6	67,6	33,1	49,3	37,5	56,3	88,5	89,4	69,2	76,7	75,2	81,7	71,8	78,6	50,7	62,8	56,7	68,9
Cyprus	67,2	83,2	48,2	63,0	52,1	71,5	88,9	93,2	81,7	87,5	83,6	89,9	79,2	88,1	63,1	75,1	66,8	80,6
Latvia	62,8	83,5	48,0	77,4	53,8	79,7	85,4	93,9	63,5	83,5	74,5	87,8	77,4	88,7	56,4	80,2	66,0	83,6
Lithuania	60,3	83,0	26,0	72,8	38,2	76,6	63,9	87,8	44,2	79,7	54,2	83,0	62,5	85,4	34,6	76,0	46,8	79,7
Luxembourg	70,4	77,2	46,0	57,0	52,4	65,2	96,9	94,3	69,2	76,8	78,5	83,6	83,6	85,8	55,7	67,1	64,2	74,5
Hungary	46,2	69,3	36,7	57,5	39,1	62,2	76,1	91,1	47,2	67,0	58,1	77,3	61,2	80,3	40,4	62,0	46,8	69,5
Malta	41,4	58,4	20,3	26,2	26,4	38,0	95,4	96,3	70,4	74,0	77,7	82,4	68,0	77,8	44,4	50,4	51,2	60,5
Netherlands	66,0	85,0	49,9	67,0	53,4	73,5	90,8	95,8	76,3	83,5	80,6	87,9	79,4	90,4	61,3	75,3	65,9	80,7
Austria	66,1	81,5	51,5	65,0	55,0	71,2	85,7	94,0	66,3	79,7	71,9	85,1	73,8	87,7	56,4	72,3	60,9	78,1
Poland	51,9	78,0	33,0	54,7	36,8	63,9	78,0	93,0	55,6	71,1	62,0	80,1	66,4	85,5	42,9	62,6	48,6	71,8
Portugal	82,5	87,0	63,7	66,9	69,4	75,0	94,1	93,5	80,7	82,3	85,5	87,0	88,9	90,3	72,0	74,4	77,6	80,9
Romania	53,7	72,6	45,2	55,9	47,7	63,0	79,3	85,8	70,8	75,2	74,3	80,0	66,0	79,4	54,4	65,2	58,4	71,4
Slovenia	68,5	90,2	47,9	63,8	51,1	73,8	83,3	94,0	60,5	74,6	67,1	82,2	77,5	92,2	53,1	69,2	58,4	78,1
Slovakia	55,6	76,4	41,2	66,4	43,9	70,5	71,1	95,3	58,4	81,0	62,2	87,2	63,0	86,0	46,7	73,5	50,5	78,8
Finland	70,8	81,8	56,8	76,9	59,1	78,6	85,0	92,8	64,1	78,2	68,6	83,3	79,9	87,5	60,8	77,6	64,5	80,9
Sweden	66,2	86,9	59,9	80,5	61,3	82,8	85,0	93,5	77,1	86,3	78,8	89,0	76,7	90,2	69,7	83,5	71,2	85,9
United Kingdom	54,9	76,6	54,1	69,1	54,3	71,9	84,6	92,8	71,8	83,1	76,1	86,8	69,5	84,6	61,2	76,0	63,7	79,3
Croatia	57,3	81,7	40,2	55,3	42,3	62,9	78,8	90,9	60,6	71,2	64,8	77,2	69,0	86,3	47,7	63,0	51,2	69,9
FYROM	36,4	65,0	32,2	50,5	33,6	56,5	91,7	93,1	75,6	81,6	81,9	86,5	60,9	79,4	49,5	66,1	53,6	71,6
Turkey	23,3	31,9	22,0	23,4	22,6	27,8	91,5	92,8	69,8	71,0	79,9	82,3	54,6	62,8	44,1	47,2	49,0	55,3
Iceland	76,4	80,4	79,4	83,7	78,5	82,3	94,4	93,8	90,7	93,4	92,3	93,6	86,4	87,5	84,6	88,7	85,3	88,1
Norway	67,8	85,7	61,3	77,7	63,2	80,8	81,0	91,7	72,7	85,1	75,6	87,6	75,1	88,8	66,7	81,5	69,4	84,3

Source: Eurostat, Labour Forces Survey, 2008

List of the 64 good practices included in the European Inventory

The examples of good practice examined as a basis for this report range from mainstream, nationwide second chance systems to initiatives targeting specific groups or learning environments/settings, company specific programmes, and ICT based learning solutions which support distance learning.

- I. Austria
 - 1. Basic education for apprenticee
 - 2. Mobile ICT-Learning studio
- II. Belgium
 - 3. Learning Dutch language
 - 4. Literacy integrated into the job
- III. Bulgaria
 - 5. A model of inter-institutional integrated information system
- IV. Croatia
 - 6. Basic education and vocational training for low-skilled learners
- V. Czech Republic
 - 7. Informal ICT training for women
- VI. FYROM
 - 8. Basic skills for adults

- VII. Cyprus
 - 9. Accelerated Initial Training
- VIII. Denmark
 - 10. Guidance and Counselling at non-residential folk-high schools
 - 11. Competence centre
- IX. Estonia
 - 12. Adult Learners' Week
- X. Finland
 - 13. Vocational Training and Competence-Based Qualifications for Immigrants
 - 14. Outreach activities for low skilled workers
- XI. France
 - 15. Defense Preparation Day (JAPD-*Journée d'appelé de préparation à la defense*)
 - 16. Knowledge for succeeding
 - 17. Evoluance-Basic education for workers in Danone
 - 18. Permanent Forum for Exchanging good practices
- XII. Germany
 - 19. German and vocation
 - 20. Literacy for the job market
 - 21. German at the workplace
 - 22. Guidance and entrepreneurship for women in Wetterau
 - 23. Open Counselling for Work, Training and occupation
 - 24. TÜV Süd Academy
 - 25. Learning for low-skilled and elderly workers

- XIII. Greece
 - 26. Second Chance Schools
- XIV. Iceland
 - 27. Basic Skills – Secondary School
- XV. Hungary
 - 28. Basic Skills development course for adults in small villages of Hungary
- XVI. Ireland
 - 29. Back to Education Initiative/BTEI
 - 30. Distance learning service
- XVII. Italy
 - 31. Education and Vocational Training Integrated Modules for Short-Term Pathways aimed at Diploma attainment
 - 32. Integrated Support for labour market integration
 - 33. Individual Credit Card for Training
 - 34. Adult basic education addressed to parents of immigrant pupils
- XVIII. Latvia
 - 35. New solutions for increasing employment possibilities of the former inmates
- XIX. Liechtenstein
 - 36. Functional illiteracy and public awareness campaign
- XX. Lithuania
 - 37. Mathematics in Action/miA

- XXI. Luxembourg
38. Financial incentive in adult apprenticeship
- XXII. Malta
39. Policy Developments by the Malta Qualifications Council
- XXIII. Netherlands
40. Education, guidance and counseling for migrant women (1001empowered project)
41. Reintegration project (migrant women in healthcare sector)
42. Literacy enhancement in cooperation with social partners (Reading and Writing Campaign: *Lezen en Schrijven*)
- XXIV. Norway
43. Basic competence in working life
44. Training of/for language & culture guides
- XXV. Poland
45. Lifelong Education Centre
46. Progress-School of Professional Competences for Women
- XXVI. Portugal
47. Centre for New Opportunities
- XXVII. Romania
48. Second chance programme for primary and Secondary education

- 49. Recognition and validation of vocational competences acquired in non-formal and informal contexts
 - 50. In-service training at Fornetti
- XXVIII. Slovakia
- 51. Educational Programme for Women in Prison
- XXIX. Slovenia
- 52. Resolution on the National Plan of Adult Education/ReNPAAE
- XXX. Spain
- 53. Aula Mentor
 - 54. Basic ICT Training
 - 55. ICT in teaching and learning
 - 56. Coordinated pathways of Formal Adult Education managed on a local level
- XXXI. Sweden
- 57. Guidance, Validation and Preparatory Training
 - 58. Xpress on Tracks
- XXXII. Turkey
- 59. Mother and Daughter in School
 - 60. Public Internet Accessing Centre
- XXXIII. United Kingdom
- 61. Recognizing and Recording Progress and Achievement in non-accredited learning/RARPA
 - 62. Adult Learners' Week in Wales
 - 63. Basic Skills in the British Army

64. Networking and partnership with adult literacy tutors in Scotland
65. Learndirect

List of the 14 Case Studies selected

1. Basic education and vocational training for low skilled workers, *Croatia*
2. Vocational Training and competence-based qualifications for immigrants, *Finland*
3. Defense Preparation Day- JAPD-*Journée d'appelé de préparation à la defense, France*
4. German at workplace, *Germany*
5. Back to education initiative, *Ireland*
6. Individual credit card for training, *Italy*
7. New solutions for increasing employment possibilities of the former inmates, *Latvia*
8. Basic education in working life, *Norway*
9. Literacy enhancement in cooperation with social partners, *Netherlands*
10. New Opportunities Centre, *Portugal*
11. Second chance for primary and secondary education, *Romania*
12. Aula Mentor, *Spain*
13. Guidance, validation and preparatory training, *Sweden*
14. Information campaign/Adult Learners Week, *United Kingdom*