Documentation of activities

Adult education trends and issues
in Europe

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Executive Summary

Part 1

The European Association for the Education of Adults reviewed adult education trends in the EU member countries and beyond, identifying key issues requiring the development of new policy. The timing allows the study to contribute to debate around the new EU Communication on Adult Learning.

Strengthening the European dimension must be achieved without weakening the grounded diversity of different countries' approaches and traditions.

Deep philosophical differences about values and priorities reflect in the use and connotation of different terms, complicating discussion. Established values and principles need to be reinvigorated and applied to the new global context of the enlarged EU.

The rich history of adult education in Europe varies greatly by region and carries powerful elements of Enlightenment equity and access thinking. Recognition of adult learning has been grown since the mid-nineties but the tension between broad and narrow functionalist views has also increased.

Adult learning is vitally important to the European Social Model and to the standing of a strong Europe in a globally competitive world.

Part 2

Adult education is recognised and protected only minimally, and variously, in legislation from country to country. So far EU efforts for lifelong learning have done little to alter its formal standing and the public resources allocated for it.

Lifelong adult learning requires recognition and embedding across many government portfolios.

Provision in law and financial security must accept the subsidiarity principle, with member states taking on main responsibilities.

Indirect social and non-economic benefits need to be recognised along with direct return on investment in human capital labour market. Co-financing must become a normal mode of support; different parties benefit and should contribute.

Participation in adult education remains highly unequal. Those most in need participate least. Finding new ways to motivate and involve excluded groups is a high priority for policy, research and funding.

This requires a shift from supply- to demand-driven policy, a focus on diversity of provision to meet different individuals' and group needs, and more support for locally determined adult learning opportunities.

Adult education has an essential contribution to make in building social capital, fostering social inclusion and combating both direct and less obvious costs of social exclusion.

The wider benefits of learning are being recognised for their great social and also economic value. They should be taken fully into policy and resource calculations based on the needs of society and individuals.

There are many good examples of innovation to address exclusion and disadvantage through adult learning projects. These should be studied and disseminated with EU support. A first

step is greatly to enhance awareness of these issues, and the visibility of adult education as a means of addressing them.

Changing demography, especially ageing and migration into and within the EU, are making big new demands on national and EU policy. Adult education must adapt and contribute to meeting the new needs that arise.

Those migrating between countries require a new skills and knowledge. Host communities must adapt and actively accommodate new cultural groups. Intercultural learning is of high importance.

Cultural change is also occurring apropos older and very old people. Adult education is needed to help keep them active in the workforce longer, and to be able to live an active and rewarding life in retirement as engaged citizens.

A sensitive approach is needed, led by the EU, to develop threshold quality indicators across the Union which are well fitted to the particular character of adult learning.

The recognition and validation especially of non-formal and informal learning is important in equity, access and labour market senses. The informal learning is the most effective one for many of the social excluded.

Basic skills and key competencies are now recognised as vital unmet needs for many people in the EU as well as in poorer parts of the world. Threshold provision is needed in all member countries.

Active citizenship is increasingly seen as essential to reinvigorate democracies under threat from apathy, loss of purpose, widening gaps between haves and have-nots, and a contracting state. Adult learning is an important underpinning for active citizenship and the European Social Model.

Trends favouring decentralisation to regions and localities within member states should be reflected in local needs identification and provision in adult education.

The research base for adult education is weak and fragmented. It should be greatly strengthened within the growing EU research programme, and its fruits brought to direct use in enhanced policy and good practice.

The personnel working for adult learning reflect the marginalized, diverse and fragmented character of the field. More effort is needed at all levels to identify needs and strengthen their professional development, but without insensitive standardisation.

Europe has a leading role in the changing world lifelong learning and adult education scene. It is in its interest to play this part to the full.

Part 3

In Part 3 we will summarise the main findings of the study, starting with EU programmes. The key message here is that a wide range of new, and renewed, EU programmes including Grundtvig and structural fund programmes should be used to embed adult learning throughout a vigorous and sustainable European learning region.

Following the main themes of the study, the main issues, trends and findings are systematised. On this basis, we draw the conclusions in terms of implications and requirements regarding necessary actions and the two elements are summarised in a recommendation. Finally the study concludes in five key policy messages.

Part 1. Introduction

The recent historical and current global context, and the policy focus of this study, including the aims and objectives of the study and issues of philosophy and terminology

1.1. Nature and Purposes of This Study – the EAEA

A commission to prepare this study of adult education trends and issues in Europe was accepted by the European Association for the Education of Adults (EAEA) at the end of 2005 with a view to completion by mid-2006. The work was to contribute to the ongoing work of the European Union (EU) on lifelong learning, running alongside and supporting the work on the Communication on Adult Learning in Europe, due to be launched later in the year. The intention is to contribute to the process of 'Making a European Area of Lifelong Learning a Reality'[1], in the words of the European Commission's 2001 Communication, with reference to the learning, education and training of adults.

EAEA is the natural partner to undertake this work for the Union, as the umbrella organisation of national adult education associations, and the natural partner *par excellence* to continue cooperating with the Union in carrying this work including the forthcoming Communication forward within the different member states. EAEA represents and in responsive to the diversity of histories, philosophies, structures and approach to the education of adults in these different countries.

Its status as an international representative non-governmental organisation, in close and regular contact both with EU and other international governmental and non-governmental bodies (IGOs and INGOs), and with the rich diversity and pride in national traditions within Europe, is a strength and a predicament. A strength since EAEA is open and highly sensitised to global trends and forces impacting adult education in Europe; a predicament since many in the adult education movement, as it is often and fittingly called, deeply suspect aspects of globalisation and the motives of some who promote it.

Taking on this task for the EU is for EAEA an opportunity and a challenge: an opportunity to work with the Union in defining and shaping future support for the education of adults; and a challenge to bridge deep philosophical divides which characterise this field and its work. The recent high profile and wide adoption of 'lifelong learning' makes this challenge the more timely, and raises the stakes still higher. If the membership of EAEA cannot come to grips purposefully with the forces of globalisation and their influence on EU and national policies, it risks being swept aside in any quest for influence and resources. More important, it is essential for the health of European societies as well as for the practice of adult education that these tensions are confronted and where possible resolved. If EAEA appears uncritically to adopt the assumptions and political economics of the global market economy it risks losing the confidence and support of its membership.

This study is then an educative and developmental process for EAEA itself as well as a contribution to shaping the new Europe as a learning system. The same is true, thinking more broadly about comprehending and accurately supporting adult education for lifelong learning in the new economy, for the European Commission itself.

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[1] Communication from the Commission - Making a European Area of Lifelong Learning a Reality, Commission of the European Communities, Brussels, 21.11.01, COM(2001) 678 final

The objective of the study was to identify trends and issues in Europe in the field adult learning based on the existing studies and surveys. This included the identification, collection and analysis of existing international sources and data, focusing on outcome, access, quality of diverse European adult education practices dealing with challenges and perspectives. It's aim was also to make a review on national regulatory frameworks, structures, policies and practices, including statistics providing indicators on rates of participation and provision, and an emphasis on recent political statements on needs and priorities. Based on the findings the project aimed to elaborate on recommendations for policy priorities and actions mainly at national and European level. The team worked in close relationship with the Steering Committee Communication on Adult Learning at the Directorate General Education and Culture. During the six month project, beyond the regular formal reports, delivered drafts, consultations and discussions the team of the study has held a number of meetings on the division of labour, methods and to discuss the draft of the study. An intranet for the team and a publicly accessible website for those who are interested in the progress of the work have been created. Through the two issues of the EAEA's newsletter hundreds of adult learning organisations were informed, and dozens of experts contributed through their comments and suggestions at different public meetings of the partnership of the EAEA. In different phases of the short period the draft has been sent to experts for their critical comments too.

1.2. 'European Adult Education' – a Richly Diverse Phenomenon

The study was conducted with modest resources of time and money, drawing on a wide repertoire of expertise across the whole European region. The first and second drafts produced documentation for the Commission exceeding by several times the contracted length of report. This contained somewhat richer and more detailed work grounded in rigorous analysis and comparison of the different histories and contexts is needed to ensure that future policy initiatives engage with regional and national diversity within enlarged Europe. We are unable in the space available here to do more than assert the importance of this variety. Good successful adult education practice is deeply rooted in local conditions and arrangements (see Part 2.4.5). There are some common broad characteristics and tendencies across Europe that are partly expressed by the idea of a European Social Models (ESM)[2]. Differences, and the political tensions involved, are more starkly illustrated by characterisations of North American or 'Anglo-Saxon' models compared with the continental, and even old and new Europe.

This report recognises broad differences between regions of Europe without having space to elaborate on them. Our first draft underplayed the distinctiveness and differences of the south, the countries of Mediterranean Europe from Portugal to Malta and Greece[3] and especially apropos the new accession states of Central-Eastern Europe from the Baltic to the Balkans where things are still different from the rest of Europe, and still changing rapidly with developments since 1989[4]. Views differ about the nature and legacy of adult education during the soviet period. The strongest and most distinct adult education tradition within Europe belongs to the Nordic countries; fittingly the main EU adult education programme, referred to especially in Part 3, takes the name of Denmark's Grundtvig. However other western European countries have strong traditions, some close to that of the northern countries in approach but using other forms of folk high school, workers' education and popular education in trying to achieve comparable ends.

[2] See: Globalization and the reform of European Social Models. Bruegel policy brief, November, 2005
[3] See: Further references at the end of Part 1.
[4] See: Further references at the end of Part 1.

Here necessity forces us to generalise about Europe. Even so, it is vital to emphasise that there is no one 'European system of education of adults', but many systems within the still emergent European region. Standardisation and homogenisation are of no virtue in themselves. Removing the diversity would weaken the capacity of national provision to meet needs where this diversity reflects historical, cultural and political as well as economic differences. What this study calls on the Commission to facilitate are minimum standards, benchmarks of support and attainment, to which every member should aspire, by which it may judge and be judged, but expressed and carried out in ways that best fit each particular society at this time. In addition, the EU offers the huge benefit of facilitating the movement of personnel and exchange of experience, so that practices can be compared, better local judgements and choices can be made, and innovations can be tried out elsewhere if they promise to tackle real needs better than what is currently being done.

1.3 Terms and Tensions

We referred above to 'deep philosophical divides which characterise this field and its work'. In preparing for this study in discussion with staff of the Commission we were naturally enjoined to define our key terms.

Adult education includes everything described as basic and continuing education and assisted learning for youth and adults, formal, non-formal or informal. This all-inclusive term therefore covers anything not counting as school or university education or initial vocation training for young people or adults. Delayed acquisition of school-leaving qualifications, postgraduate courses and vocational in-service training are therefore to be regarded as borderline areas.

In this text we use the term adult learning following the terminology of the Communication for the Commission Making a European Area of Lifelong Learning a Reality, November, 2001: "All learning activity undertaken throughout life, with the aim of improving knowledge, skills and competences within a personal, civic, and social and/or employment - related perspective." See more on formal, non-formal and informal learning in the appendix

In recent times the term *learning* has found favour in preference to education, in policy discussion about adults and more broadly. Lifelong learning displaced the earlier term lifelong education used by UNESCO, and the term *éducation permanente* also fell into partial disuse, since it was seen, perhaps inaccurately, to imply being 'imprisoned in a global classroom' rather than learning throughout life.

The notion of *lifelong learning* embraces all areas and regards school, vocational training, university and adult education as components of a comprehensive system that are of equal value. Its use of the term learning is visionary, almost utopian in its scope. It is radical also in the sense that it shifts the emphasis from teaching, training or instruction to the learner. One can sit in the classroom and learn nothing, or be outside the classroom and learn a great deal. This recognition lies behind two further important recognitions that have yet to be taken into successful policy and practice.

One is the need to value and support learning at work, referred to as workplace learning, or less ambitiously but still a challenge to traditional notions of education, work-based learning. This raises many questions about the nature of the curriculum, the relation of educators to employers, and practical arrangements to locate or connect, and to recognise and accredit, purposeful learning on as well as for the job. The other has to do with the recognition and

accreditation more generally of learning that takes place away from the classroom. This enhances the standing and recognition of informal learning, in its own right and as a way into more formal education and training. So far as space permits we consider these policy questions, especially the second of these, in this short study.

These ways of understanding lifelong learning may be controversial and divisive for more traditional parts of the education system including the teaching profession, schools and universities in most countries, much less so for most adult educators. What *is* controversial and philosophically objectionable, even repugnant, to many steeped in the values and tradition of European adult education, is the tendency for lifelong learning, as they see it, to be co-opted to serve liberal economics and a global free trade market. So deeply is this seen to affront the values of the Enlightenment, of active participatory citizenship and of equity, that a vigorous part of the surviving adult education movement will have nothing to do with the newer term. In terms of global politics, this controversy about meaning, and about the use or abuse of *lifelong learning*, is also a manifestation of differences about 'old and new', and about 'social Europe'.

Our purpose here is not to exhaust this discussion or to take sides in a deep and abiding value tension. The tension is far older than the life of the European Union. It replays the dispute between the liberal and vocational, and between education and training. The 'liberal', 'civic' or 'radical' adult educator speaks of empowerment and liberation as core values, of individual or personal development in and for a good society. There is a tendency then to vilify employers and the economy as agents of the (capitalist) exploitation of labour. Sadly, the individualisation of learning, whereby each adult chooses their own learning priorities connected to their unique prior knowledge and experience, is devalued in this context to become, or rather at least to be seen as, the transfer of blame for failure from 'the system' to the learner. The system means specifically an education system which favours those who already have, or more comprehensively the new world economic order which requires compliant, productive insecurely 'flexibilised', workers and active consumers.

Nor is our purpose here to take sides. It is to make clear the deep and abiding tension that policy-makers must understand if they are to succeed. Our own position is that the concerns about balancing economic with social, individual with societal, and general with specific learning, are valid and important; but that dichotomising as right or wrong is not helpful. The challenge for the European Union, as for EAEA, is to nurture a continuing, constructive and productive dialogue in which civic and social values and needs are balanced with those of the economy, and the costs of sustaining lifelong learning for adults are properly allocated and carried between the different parties – the state, employers, and individuals.

The point of this discussion is also to underline that key terms such as adult education, adult learning, lifelong learning, and important ancillary terms such as social capital and human resources, are not neutral. They will continue to be contested in terms of different political and philosophical purposes. Many definitions have been attempted or adopted by bodies like the OECD and UNESCO, the Council of Europe and the World Bank, as well as by professional associations of educators. Choosing a definition does not solve differences of values and politics or win this 'battle for the soul'.

In this report we acknowledge the inevitable tension, and the problem over language. We believe that there must be a managed tension, a continuing dialogue, and a working reconciliation that does not set economic success and prosperity against the good and

sustainable society. We adhere to the literal and important meaning of *lifelong learning*, as an essential requirement for happiness and prosperity in Europe (and beyond, see Part 2.5 below), within the 'global' 21st century.

One other problem about terms should be mentioned; we find that 'different definitions may coexist in a country. Terms like validation, accreditation, certification, recognition and assessment are intermixed and used in parallel to each other. At European level, the challenge is to adopt definitions that are wide enough to embrace national and regional specifics and cultures, but at the same time focused enough to make exchange of experiences possible'[5]. It is not sensible or likely to succeed to try to impose, even hostile to introduce, common terms for similar phenomena that may differ in important detail in terms of what they mean and how they work in different national contexts.

1.4 The Evolving European story - the Context and Place of This Study

As we have seen above, a lot is at stake as the EU develops its new Communication. The history going back centuries in one sense and to the formative years of modern industrial mass society in another, tells us of heroic days, great legends and old battles to win democracy and opportunity, especially for working class people, and then for other disadvantaged and socially marginalized groups.

Just skimming the evolution of understanding and practice prior to the mid-nineties, we find a highly variegated picture, and forecast similar diversity for the future development of adult education and learning.

The Enlightenment saw the political origins of people's education and so was the precursor of adult education. Generally, the most economically developed and democratic countries have had the most developed adult education. Democratic states have limited their effort to three main activities: sponsoring the initiatives of independent bodies and institutions; establishing a legal basis for adult education, and encouraging co-operation between different organisations. Organised adult education has always included many different types of organisations and institutes. The real growth through which it became a worldwide phenomenon occurred only after the Second World War.[6]

Turning to lifelong learning, Rubenson distinguishes two generations with different meanings, developed in different contexts.[7] The idea of lifelong learning was first introduced almost forty years ago by UNESCO. Within a short period of time this and the closely related ideas of recurrent education developed by the OECD and *'l'éducation permanente'* nurtured by the Council of Europe made a great impact on debate about educational policy. The idea was grounded in a humanistic tradition, and linked to the expectation of a better society and higher

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[5] Colardyn, D and Bjørnavold, J (2005) The learning continuity: European inventory on validating non-formal and informal learning. National policies in validating non-formal and informal learning. CEDEFOP Panorama series 117. Luxembourg: Official Office of Publication of the European Communities

[6] F. Pöggeler History of Adult Education in: International Encyclopedia of AdultEducation and Training Second edition Edited by Albert C. Tuijnman Pergamon, 1996 ISBN 0-08-042305-1

[7] Lifelong learning and Life wide Learning , Stockholm, 2000 The National Agency for Education ISBN 91-89313-84-4

quality of life. The ideas did not come to fruition in terms of concrete educational policies. Rubenson argues that the visions remained vague and utopian. It was never transformed into practical strategies.

A comparison between first and second generation lifelong learning shows this value base replaced by a narrower interpretation, centring on the needs of economy for skilled labour with the necessary competence. Lifelong learning thus merged with elements of economic human capital theory. At risk of over-simplifying, we may say that the term *lifelong learning*, with *adult learning* contained within it, suffered from reductionism in its second iteration. At the same time the ambitious scope of *learning* shrank back in the use of the term to mean much the same as (usually formal) *education and training*. There is something to be gained from both generations of the concept. Economic reality cannot be disregarded, but lifelong learning is also important for the development of democracy, and from a humanistic educational perspective. It addresses the quality of life as well as economic growth.

The immediate precursor to this study and to the forthcoming Communication was the European Year of Lifelong Learning (EYLL) in 1996. Around that time there was a rebirth of interest in lifelong learning, but in a new and emergent global context, and into a world very different from when the earlier work on this and related themes was done during the late sixties and early seventies. UNESCO, the OECD and other bodies as well as many academic scholars took up aspects of the theme in a wave of energy that moved lifelong learning to the centre of the policy arena firstly in terms of economic reform and competitiveness, and secondly in terms of education reform. It became a central and continuing theme of EU discourse, leading to the Memorandum on Lifelong Learning in 2000.[8]

The more integrated approach of this third generation of the concept is related to the fact that a concrete programme for implementation was developed from 2000 onwards. In November 2000, based on the conclusions of the European Year of Lifelong Learning and subsequent experience gained at European and national levels, the European Commission issued *A Memorandum on Lifelong Learning*. This formed the basis for a Europe-wide consultation, organised as closely with citizens as possible, in accordance with the Commission's aim of reforming European governance. The Member States, the Central and Eastern Europe countries and the candidate countries each conducted their own inclusive and wide-ranging consultation involving relevant national bodies.[9] The Memorandum was the basis for a conference in Brussels in September 2001. The Commission then issued a plan of action entitled *Communication from the Commission - Making a European Area of Lifelong Learning a Reality* in November 2001. The original priorities were changed in this document; emphasis was laid on personal development and active citizenship, together with a more integrated approach, meaning

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[8] A Memorandum on Lifelong Learning - Commission Staffworking Paper, Commission of the European Communities, Brussels, 30.10.2000, SEC(2000) 1832

[9] 'Consultation of civil society 9-10 September, 2001' published by the EUROPEAN COMMISSION - Directorate-General for Education and Culture - Directorate-General for Employment and Social Affairs in November 2001 as a Supporting Document to the Communication from the Commission Making a European Area of Lifelong Learning a Reality SUMMARY AND ANALYSIS OF THE FEEDBACK FROM CIVIL SOCIETY AS PART OF THE CONSULTATION ON THE COMMISSION'S MEMORANDUM ON LIFELONG LEARNING
Prepared jointly by a platform of civil society organisations

- putting the learner at the centre
- consonance between mutually supporting objectives such as *personal fulfilment, active citizenship, social inclusion* and *employability/adaptability*
- a coherent and comprehensive LLL strategy
- inter-linked development programmes

This report shows that the demand for skills and qualifications from employers and individuals is changing, as are individual preferences for how, when and where learning is accessed. Demand for more education and training opportunities is also increasing. This requires great flexibility on the part of education providers and other stakeholders from employers, trade-unions and citizens' organisations to local authorities and the state, particularly in the form of incentives and good conditions for both standardised learning programmes and a tailor-made approach where necessary.

The *European Area of Lifelong Learning* Communication, like the Memorandum, achieved widespread currency. This identified six key priorities for action:

1 New basic skills for all
2 More investment in human resources
3 Innovation in teaching and learning
4 Valuing learning
5 Rethinking guidance and counselling
6 Bringing learning closer to home

One reservation is that all this gave rather little emphasis to national education policies, where there has been little practical impact on legislation and funding. These documents posit four essential strands or pillars for a lifelong learning society: schools, vocational education or VET, universities or higher education, and adult education. Note that these are four pillars rather than a simple age hierarchy. They correspond to the EU programmes called Comenius, Leonardo, Erasmus, and Grundtvig, with the practical and main resource emphasis on VET via Leonardo and education and training for employability. The challenge now is to strengthen adult education to become a strong and stable fourth pillar, and to embed it in national programmes rather than rely on the somewhat modest and isolating EU funding available henceforth through Grundtvig.

The next step from an EU perspective so far as adult education is concerned is to roll out the principles and purposes set out in the Lifelong Learning Memorandum and Communication into the field of adult education. This is the context for the work on the Communication, due out this year, and for the present EAEA study. As we understand it, at the time of writing there are five key messages in the current draft Communication on Adult Learning. These call for

- A holistic – total, integrated, systemic and all-embracing - understanding of and policy perspective on adult learning
- Core public funding, especially for disadvantaged groups and for a stable, sustainable and locally based infrastructure
- A concern for high quality in adult learning provision and of the personnel involved
- Recognition and credit for non-formal and informal as well as formal education
- Development of simple key indicators and recognition of the value and importance of statistics and research on adult learning.

We see these as flowing naturally from the earlier work of the EU. They are fitting priorities for the near future. This study is in close accord with these principles. Its own key messages

and recommendations should serve to support the Communication and provide a basis for putting it into effect.

1.5 Globalisation and Europe

Since 1989 and EYLL seven years later Europe and the wider world have changed significantly. Globalisation means an end to much that has been taken for granted in the era of nation states. Global warming, genetic engineering, the changing family, and nuclear power are products of the energy that produces globalisation. Each carries risk: 'understanding and dealing with risk is essential to a dynamic economy and an innovative society'.[10] Individualisation goes hand in hand with globalisation; self-identity has to be created and recreated more actively than before. There is rising conflict between cosmopolitanism (the acceptance of variety and differences) and fundamentalism. A large number of states have recently become democratic while in the established democracies there is disillusionment with governance. A need is seen to 'democratise democracy' and strengthen a civic culture which cannot be produced by the market or government alone.

According to Castells[11] the power of nation states is declining as they are transformed into network states. The EU is one of the answers to this process. In the network society's information economy sources of productivity and competitiveness for firms, regions and countries depend more than ever on knowledge, information and the technology of their processing, including the technology of management and the management of technology. The global economy (not the same as a world economy) is a new reality. National, regional and local economies depend on the dynamics of the global economy to which they are connected through networks and markets.

In reaching out to the whole planet this economy does not include whole planet. The majority are excluded in an uneven geography. The network enterprise includes multinational companies' strategic alliances between corporations, networks of SMEs, and links between corporations and networks of SMEs. Power relations favour capital, with downsizing, subcontracting and networking of labour, and flexibility and individualisation of contractual arrangements. The processes of globalisation, business networking and individualisation of labour all weaken social organisations and institutions that represented/protected workers in the information age, particularly labour unions and the welfare state. The normative goals of a liberal democratic society - an educated society - and an economically competitive society - a learning market – confront the concept of participation in learning as an activity through which individuals and groups pursue heterogeneous goals.

The European Social Model (ESM)[12] is judged on two main indicators. It should be efficient, providing sufficient incentives for work and therefore generating relatively high employment. Secondly the ESM is deemed equitable if it keeps the risk of poverty relatively low. As between four European regions, Northern, Anglo-Saxon, Continental and Mediterranean, the *Northern* model is the only one which secures high employment and keeps the risk of poverty low at the same time, combining equity and efficiency. The *Anglo-Saxon* and *Continental* models appear to trade off equity and efficiency. The *Mediterranean* model is characterised by a relatively low level of employment and a high risk of poverty.

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[10] Anthony Giddens, Runaway World, 1999

[11] Castells, *The Information Age: Economy, Society, and Culture* Vol 1The rise of the network society, Oxford, and Malden, MA, 1996; Vol. 2 The power of identity,. Oxford, and Malden, MA, 1997

[12] Globalization and the reform of European Social Models. Bruegel policy brief, November, 2005

ESM functions successfully in countries with a long-standing tradition of adult learning. Rooted in the development of democratic society, it gives an important role to civic society; uses state-governed regulation that is free of intervention; and offers incentives and an integrated approach to lifelong learning, including learning for a job. Differences that count as disadvantages in education and training arising from historical and national traditions can however be reduced within learning partnerships, whilst maintaining diversity, assisted by the high-level political integration going on within the EU and the growing harmonisation of policy development. This is necessary to make the social model of the whole European Union more cohesive. Adult learning has serious potential to contribute to this, so long as those who guide, provide and control it can come to terms with this different new world.

1.6 Structure of the Second part of This Report

In preparing this report, and until the second draft in April, we separated an account of the situation today across several key dimensions, in one long chapter, from a consideration of trends, challenges and issues for action across a similar but wider range of topics, in a further long chapter, before offering some recommendations. In the interests of clarity, and for economy of space, we have now drawn these together in Part 2, as an integrated set of greatly abbreviated sections. For each of these we have so far as possible adopted a common format. We begin with the current situation or structure, then look at trends and tendencies, and then move on to implications and possible requirements for policy and action. Recommendations flowing from these different sections appear in consolidated form in Part 3.

Earlier drafts dedicated a separate chapter to the EU Grundtvig programme. Instead of retaining that we have on the one hand widened the scope of reference to include all EU programmes, and on the other hand moved the topic from the now core Part 2 to the end. Grundtvig is of continuing importance to adult education, but a central point of lifelong learning is its life-wide character, permeating throughout the whole spectrum of EU and national policy portfolios. We come back to EU programmes in this wider sense at the conclusion of Part 3.

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Further resources

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Part 2. Adult Education - State of the Art, Main Trends, Issues for the Future

In this part of the study we begin with the legislative and related policy basis. We turn then to the abiding and acute question of (non-)participation by different groups, the connected, more recent, pre-occupation with 'social inclusion', then specifically to needs deriving from changing demography and immigration, and finally to several other particular issues requiring attention. The chapter concludes with a note on cooperation looking beyond Europe, leading us then to draw together what now needs to be done, in Part 3.

2.1. Legislation, Financial Systems and Related Policy Issues

Legislation generally

In this section we look briefly at legislation and financial systems, bearing in mind the experience of the different 'older' northern and western of the European Community countries, and the changing situation and possibilities in new accession countries and beyond. It is not easy to separate legal from financial and other policy matters beyond the scope of legislation. We cannot assume that enshrining principles and requirements in law necessarily achieves the intended results; sustained political will and effective partnership are needed to see intentions through into practice. The aim is to look at all of these areas in relation to one another with the hope of producing a fully integrated picture. The established traditions of the northern and western parts of Europe should be assessed, as well as looking at how the new member states of the European Union, and also countries lying beyond their borders, have historically approached policy on adult education and how they are adapting to the more dynamic relations of an integrated Europe.

Although adult education is more institutionalised and firmly structured in the northern and western nations of Europe, legislation relating to adult learning in this region is not the norm. Some countries, or states within a federal country, do have laws, such as some German Lander. On the whole laws that have a bearing on adult learning are part of other policy areas. In the southern and eastern countries various different bodies and social structures tend to supply the impetus, and adult learning often takes place in work or other social settings, rather than in specific institutions. These facts lead to a major problem, namely that adult education (especially informal and non-formal) lacks a visible face and is often perceived as being part of another field.

Political responsibility for adult learning is fragmented in most countries. Political responsibility for adult learning is fragmented in most countries. The partial exception may be England where all responsibility for education and training formally rests with one ministry and the Nordic countries where the co-ordination between the different aspects of adult learning seems to be well settled. In other countries different types of adult education provision such as second-chance education, socio-cultural work with adults, and third-age universities, fall under different legislative regulations. In countries with federal structures the situation is still more complex.

Even a brief look at statistical databases reveals that in many European countries political responsibility for adult learning is fragmented. Even in England, where in theory accountability lies with a single ministry, different parts of government find themselves with varied responsibilities in the field of adult education. This fragmentation implies a need for more effort at policy co-ordination, making efficient and comprehensive monitoring of the whole field of

adult education difficult. It also makes transnational comparison difficult, especially many problems relating to how we should monitor and assess policy issues within any given country

However, regulations on informal/non-formal adult education do exist. They tend to fall into the following four categories:

- regulations offering public financial support to providers of adult education
- regulations establishing individual entitlements to educational leave
- regulations offering financial incentives to learners to take part in education
- regulations establishing a framework for the recognition of prior, non-formal and informal learning

The first type is supply-based and is more common in countries with a well-developed institutional structure of adult education. Growing economic pressure has led to severe cuts in public budgets, and a general market-oriented shift in thinking. This kind of support for adult education is diminishing, losing ground to the other three types which target the individual learner and seek to promote demand rather than supply. Most countries have established regulations in at least one of these three.

Regulations establishing entitlements to educational leave may have different financial implications for either the employee taking the leave or the employer. Normally the learner decides which course to attend. Eligible learning under such regulation may be defined in either narrow or broader terms. Usually at least a certain degree of job relevance of the learning is required, or only courses that have been formally recognised by the state for this purpose may be chosen.

Financial incentives to motivate learners to engage in learning, such as co-financing schemes. are more readily found in the vocational field.

On the basis of legislation on the *recognition of prior learning*, learners may obtain either access to a profession or training at a higher level, including higher education programmes, or they may have the study period of a given programme shortened.[1]

Adult education in lifelong learning strategies

Developing overall strategies for lifelong learning is a formal priority in almost all countries, although the stage of development varies .The place that is given to general (non-formal/informal) adult education within these strategies also differs. In many countries there is a marked focus on formal (school and higher) education, on the one hand, and on vocational education and training on the other. Nordic countries have a strong tradition of general (liberal) adult education, but even so such a vocational shift is noticeable for instance in the Danish educational reforms of recent years. General education is formulated as a

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[1] Examples include amongst others the Flemish Decree on the Acquisition of a Professional Title, or the right to university credit for previous experience established by French law. In Norway the Competence Reform has brought the right for adults to have their competences recognized when applying for upper secondary training, so that their studies may be shortened. Norwegian universities may also admit students without formal entrance Qualifications on the basis of an assessment of their competences.

priority, predominantly in the form of second-chance education for or the acquisition of basic skills by adults.[2]

Education that has different aims such as personal growth, the increase of self-esteem, active citizenship or social inclusion is overlooked to a certain extent. Forms of adult learning that are more related to personal growth and the values for active citizenship are rarely defined as explicit priorities, although policy papers seldom fail at least to mention them.[3]

There is also the principle of a learner-centred as opposed to a supply-based approach which should be at the heart of adult learning. Many documents put the main emphasis on society's and the labour market's skills needs. These two perspectives are not mutually exclusive, but the learner side tends to get submerged.[4]

Some of the major issues on which policy debates focus are as follows:

- *Funding***:** one of the most integral areas in policy formation on lifelong learning and one of the most contentious. If public subsidies to individual learners are restricted to formal education or vocational training, there is a danger that general adult education will be considerably weakened.

- *Stimulating Demand* especially to increase the demand for adult learning among groups most at risk, such as immigrants, older people, deprived younger people, the disabled, and those with low levels of education[5] This is followed through different types of policy measures, mainly financial incentives, awareness raising initiatives, development of better information and counselling services, also the recognition of prior learning (see section 2.4.2 below).

- *Flexible Supply***:** the flipside of stimulation of demand, placing the learner at the centre of educational offers.[6] This includes catering for the individual needs of learners and made easily accessible especially for disadvantaged groups. These include low threshold offers, flexible means of delivery such as distance education and modularised provision, and offers for special groups such as prison inmates.

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[2] Actually Finland, one of the best performing countries in education in Europe, states in its 2005 National Progress Report that objectives related to LLL have been included in different policy documents, but it has not been considered necessary to build a specific strategy for LLL.

[3] Spain or Finland are examples where education for citizenship is stated as a priority by the ministry. (National Progress Reports 2005)

[4] One country where this side is however most clearly articulated is for example Ireland, where policy statements stress the need to establish a learning ethos in which it is ensured that each adult is provided with such learning offers as suit best their individual needs and lifestyles. (National Progress Report). Also Italy stresses a demand-led and individual centred approach in its National Progress Report 2005.

[5] Such as adult learners weeks or lifelong learning campaigns which are being conducted in many countries, e.g. the campaign "wordwatjewil" in Flanders

[6] These can take the form of single tools such as databases on education and training offers, e.g. in Flanders, low threshold counselling offers such as the UK helpline learndirect, or integrated comprehensive guidance and counselling schemes, e.g. the Adult Education Guidance Initiative (AEGI) in Ireland. E.g. the Irish *FÁS eCollege* which provides e-learning offers to private homes and at the workplace in companies to mention just one example.

- *Disadvantaged Groups*: Focusing on their inclusion in the process of adult learning[7] (see next section, 2.2). There are two main connected issues: raising the participation in adult learning of groups at risk through measures that stimulate demand and motivation, facilitating access to learning; or providing tailored supply; and raising the skill level of low-qualified adults to ensure at least a given minimum level of knowledge and skills.

If space permitted the report would here elaborate on the important differences especially between the various countries in both 'old' and 'new' Europe, as well as distinguishing important differences affecting the Mediterranean region.

Discussion: the place of legislation

Where there is mention of lifelong learning in legislation, it adopts the widespread notion of an educational chain, the links being the institutions of the education system including adult education. This reflects the twofold view of adult education as a part of the educational continuum and also a link or entity in itself.

In the majority of European countries' education policies relating to adult education, there was already agreement that provision in law was needed which would give financial security, also that the state had to make a commitment to provide support rather than merely declaring willingness to do so. The argument that doing without legal regulation ensures greater spontaneity is implausible. A whole arsenal of similarities express basic agreement on structure and content, forms of cooperation, professionalisation and provision of basic facilities. These similarities in turn generate the content of the adult education legislation currently being drafted.

However, any attempt to move towards harmonisation because of these similarities should be resisted. A policy of harmonisation contravenes the principle of subsidiarity. It is inappropriate to talk of *European adult education*; it would be better and more legitimate to speak of adult education in European states, or idealistically of *adult education with a European dimension*. Legislation needs to take account of the individual predisposition of participants, the state of available facilities and providers, the financial resources of the state, and overall socio-economic and market conditions, rather than attempting universal harmonisation. The 2002 Conference on Adult Education in Sofia called attention to the huge number of difficulties: 'many countries do not have the policies, frameworks and structures required to advance Adult Education. Requirements include new legislation, adequate financial support, appropriate institutional structures, effective administrative systems, quality frameworks and the conditions required to support effective partnerships and lobbying.'[8]

In all adult education systems, and in the regulations governing them, there is no dispute over the competence of the state to play a part in shaping adult education, although regulatory competence is frequently restricted to the creation of legislative, administrative and financial frameworks, and the facilitation of cooperation and accreditation. Funding still needs attention. Adult education can only be funded out of different pots: adult education needs a wide range of different types of mixed funding in all states exercising their regulatory competence.

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[7] For example in Spain where older workers (45+) are defined as a priority group in the regulations for the training of employed workers. Nevertheless the Annex to the Draft 2006 joint progress report points out that particular group as still being underrepresented in the uptake of training, p. 27.

[8] Sofia Call to Action. In: Carolyn Medel-Anonuevo (Ed.): Lifelong Learning Discourses in Europe. Hamburg: UIE 2003, p 191

In nearly all European countries it was agreed in the national consultations in 2000 to adopt the Memorandum on Lifelong Learning. The debate about lifelong learning set off by the Memorandum and its subsequent Communication has led to something like universal discussion of the importance of European-oriented adult education. Yet the effect on national education policies, including legislation and funding, is still minimal, and little momentum is being sustained. At present most efforts are restricted to providing administrative and financial frameworks. Any that were to go further in law could be called pioneers.

Investment and return in lifelong learning - mapping investment in human capital

The Memorandum on Lifelong Learning set the objective of significantly increasing investments in lifelong learning as well as improving their effectiveness. In the report 2005 data presented on investments suggest that in 2001 the EU made some progress towards a substantial annual increase in per capita investment in human resources. However data from national budget pans suggests that spending growth slowed down in subsequent years.[9]

The Commission's Communication *Investing efficiently in education and training*[10] sets out the Commission's view on a new investment paradigm in education and training in the enlarged EU within the framework of the Lisbon goals. It shows that investment can only be fully effective if anchored in a European context. In May 2002, the final report of the study of de la Fuente and Ciccone on *Human capital in a Global and Knowledge-Based Economy* commissioned by DG Employment became available. A quantitative assessment at country level was finished in March 2003.[11]

Recent OECD publications in the field of investment in human capital and financing of lifelong learning over the last couple of years include *Economics and Finance of Lifelong Learning* (2001), *Mechanisms for the Co-Finance of Lifelong Learning* (2002), and *The Well-being of Nations: The Role of Human and Social Capital* (2002). These reports analyse education systems, cover economic aspects of education, and look at mechanisms for financing lifelong learning.

Incentive to invest and co-finance – return on investment

Numerous financing incentives have taken the form of pilot projects being introduced only partially in member countries. They use different methods of reducing taxes on profits, levy/grant schemes like grant disbursements, individual learning accounts, and learning vouchers[12].

National level structures or incentives that include non-vocational and non-job oriented adult learning can also be found only in very few countries. The Education and Training 2010 Work Programme 2005 Progress Report[1] has an article about developing the financing

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[9] Commission Staff Working Paper Progress Towards the Lisbon Objectives in Education and Training 2005 Report. Brussels, 22.3.2005 SEC (2005) 419

[10] Investing efficiently in education and training: an imperative for Europe - Communication from the Commission, Commission of the European Communities, Brussels, 10.01.2003, COM(2002) 779 final

[11] Angel de la Fuente, 2002 (Resources: Investing in human capital ESCFIN/634/02-EN Commission) (PURE project, 2002)

[12] See European Learning Account Partnership (ELAP) www.e-lap.org

[1] Best resources are the reports filed by the specific working groups of 2003-2004 (found in the link below) as follows: http://europa.eu.int/comm/education/policies/2010/objectives_en.html

mechanism regarding all 28 countries. Implementation of incentives has started slowly though, but surely in the member states.

An increase in co-financing by individuals, public authorities and corporations is inevitable, as is increasing financing efficiency at institutional, corporation, local, regional, national and community levels. Recent research suggests that additional years of schooling increase wages at the individual's level by around 6.5% across European countries although it can be as high as 9%. Net private returns to one additional year of schooling are then 4.7%-6.8% while social returns range from 3.5% to 10.9%. It is probably lower than the return of the physical capital (9.6%)[2]

Social capital enables the individual to reap market and non-market returns from interaction with others. High social returns generated by educational investment diminish the need for expenditure in other areas such as unemployment benefits, welfare payments, pensions, social insurance and healthcare. The social return on adult learning, with special regard to basic skills for adults, may be between 10% to 20%.

This proposition requires urgent research and validation. Otherwise it will be impossible to imagine decision-makers, including individual learners, being motivated and able to decide how much money and time to invest in which form of learning. All this is important because surveys show that individual adults do not necessarily dig deep in their pockets to pay for work-related learning.[3] Co-financing by public authorities or private companies seems to be more realistic.

Links between human capital and economic growth[4]

The estimated long-run effect on economic output of one additional year of education in the OECD generally falls between 3% and 6%. The knowledge and skills embodied in workers have been critical to renewed thinking about growth. Rising labour productivity accounted for at least half of GDP per capita growth in most OECD countries during the 1990s.[5]

During the 90s in the OECD countries the rise of knowledge workers - scientists, engineers, and others such as ICT specialists and technicians who generate knowledge - accounted for nearly 30% of recorded net employment growth. Because physical and human capital complement each other, regions lacking physical capital may face difficulties in attracting additional physical capital, if their human capital base is relatively underdeveloped. With perfect capital mobility, changes in the stock of human capital are seen to drive the accumulation of physical capital across provinces.

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[2] Angel de la Fuente, 2002 Resources: Investing in human capital ESCFIN/634/02-EN Commission PURE project, 2002
[3] Lifelong Learning citizen's viewISBN 92-896-0151-5
Luxembourg: Office for Official Publications of the European Communities, 2003 (CEDEFOP
[4] Projects In "Economics of Education" Study on "The Returns To Various Types Of Investment In Education And Training" Completed By London Economics, December, 2005
[5] Education at a Glance, OECD Indicators, 2004

Implications

What action is implied to strengthen lifelong learning by this sketch of some aspects of finance and return on investment for individuals and societies? Here we make eight propositions that are echoed below in Part 3.

1. Visibility needed for return on all forms of adult learning
It is necessary separately to identify investments and returns for all forms of adult learning. Surveys are needed to show the scale and nature of total investment required. The percentage of GDP spent on education and training does not give the necessary information. We need also to know about cost effectiveness and return, as well as the proportions of each sector, including all areas and forms of lifelong learning. This information then requires widespread promotion and dissemination in the public and policy arenas as a basis for stronger action.

2. Changing the cultural paradigm
We need more transparent public and private learning financing. This is not about transparency or anti-fraud policy of the constitutional state, but a more profound cultural phenomenon. The EU has to incorporate values and trust as factors of rising importance in European culture and behaviour. Making finances transparent would be an important prospective gain.

3. Ideology-free indicators and benchmarks
Does the state, or private business, or the individual, handle learning resources better? As yet a commonly accepted system of indicators and benchmarks for financing in lifelong learning, the use of which everyone agrees on, does not exist. Such a system would serve to show which combination is most efficient in the light of criteria set by the mixed economy, between governmental, private business, individual and non-profit forms of financing for different forms of learning.

4. Decentralisation and connection of policies
National forums and mechanisms for reconciliation set up between the government, social partners and employers for financing training do not work well enough. Greater harmony is needed between employment and lifelong learning development strategies. Inter-sectoral co-ordination should be strengthened in employment and training, and concrete indicators of sound financial management formulated. More effective cross-sectoral financing could be introduced via 'learning city' and 'learning region' initiatives at local and regional levels. Local businesses and local governments should be involved more.

5. Economic and non-economic benefit of learning
Research findings on the non-economic benefits of learning should be included in more imaginative and encompassing lifelong learning budget development. These findings already show that the non-economic benefits of learning have a significant and positive economic effect, as well as a more widespread, beneficial social effect in better healthcare, less poverty, fewer crimes and greater democratic participation.

6. Renew labour market policy?
Adult learning and learning in general promote local economic growth. Whereas lack of a coherent financing system at national level is typical of many member states, the Swedish Adult Education Initiative serves as a counter-example. In place of inter-sectoral competition and in some cases strong financial chauvinism, which is expensive both for the state and its citizens, a whole of government approach to financing lifelong learning is commended, as it is in some of the OECD studies.

7. Levelling the financial playing field
Narrow labour market criteria tend to predominate in budgetary considerations and financial allocations. Financing social capital is equally if not more important than financing human capital. The emphasis has been on non-formal and informal learning in the rhetoric of the Lisbon process since 2000, but financial policy-making and allocations have yet to follow.

8. Who owns individual competencies?
According to CEDEFOP survey data citizens are not always willing to pay, even in part, for their training, even if this means a better chance of keeping their jobs.[6] They are more than happy to spend time, energy and money, however, if learning is important for managing their personal lives. The far-reaching practical financial implications of this have yet to be drawn by public authorities, corporations, and funding agencies. We should do more to ensure that the rights and interest of the individual citizen and the employee are recognised and exercised to collective advantage, in financing learning.

Broader conclusions concerning policies and legislation

The following broader points appear to flow from this review. They are drawn together for convenience here before we move in the final sections of Part 2 to the implications of the review for what is now needed, and then to recommendations for the future.

Four things in particular stand out as necessary:

- *The visibility of adult education*: enhance the visibility of adult education by producing policy papers on the development of this specific field. Possibly prepare a legislative framework governing the field at national level.

- *Concentration on learners' need*: in addition to measures to survey labour market skills needs, promote more strongly measures to facilitate the expression of learners' needs

- *Policy coverage of all educational goals*: pay more attention to regulations that promote participation in learning, such as financial incentives, not limited to a vocational focus but addressing also such purposes as social cohesion, active citizenship, and personal development

- *Policy coverage of the whole adult lifespan*: concern is rightly growing for older adults within the current working age population; there is also a need to cater educationally for the ever-growing population above the age of 60-65. General adult education is needed once professional updating is no longer a main focus.

Further references

1. The Well –being of Nations – The role of human and social capital (Education and Skills) OECD, Paris 2001

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[6] Lifelong Learning citizen's viewISBN 92-896-0151-5
Luxembourg: Office for Official Publications of the European Communities, 2003 (CEDEFOP)

2. Economics of Education" Study on "The Returns to Various Types. of Investment in Education and Training" Completed by London Economics Presentation of the Study European Commission Directorate General Education and Culture, Brussels 2005

3. Exploring sources on funding for lifelong learning (project of the EU-RA (European Research As Associates) Luxembourg, Commission Directorate-General for Education and Culture, Brussels 2004

4. Best resources are the reports filed by the specific working groups of 2003-2004 (found in the link below) as follows: http://europa.eu.int/comm/education/policies/2010/objectives_en.html
   - Education and Training of Teachers and Trainers
   - Key Competences
   - Language Learning
   - Information and Communication Technologies
   - Maths, Science and Technology
   - Making the best use of resources
   - Mobility and European cooperation
   - Open Learning Environment; Making Learning Attractive, Strengthening Links with Working Life and Society
   - Active citizenship and social cohesion
   - Reforming guidance and counselling
   - Recognising non-formal and informal learning
   - Measuring progress through indicators and benchmarks

5. The Education and Training Contribution to the Lisbon Strategy.

   Website: http://europa.eu.int/comm/education/policies/2010/et_2010_en.html

6. OECD Thematic review on Adult Learning http://www.oecd.org/els/education

2.2. Trends in Participation - Access and Social Inclusion

Trends in participation – barriers, data and expectations

The first question that begs asking is who participates in adult learning? More provocatively though we should ask who does *not*? Such a question provides some challenging answers, essentially along the lines that those who need the most get the least. Despite recognition of the benefits of education and training to groups and individuals at risk of social exclusion there is strong and consistent evidence that the participation of disadvantaged groups in all kinds of adult education (formal, informal and non-formal) continues to be lower than that of other groups.[1]

According to one of the latest studies conducted by Eurostat, participation rates vary depending on the type of learning. Participation in non-formal learning is four times higher than in formal learning
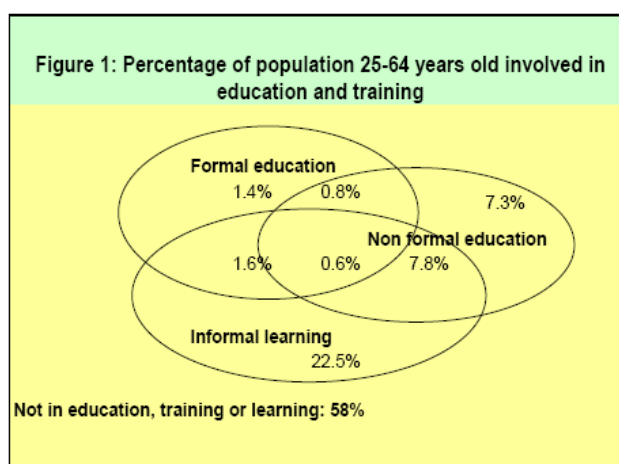
Figure 1: Percentage of population 25-64 years old involved in education and training

Formal education
1.4%   0.8%   7.3%

Non formal education
1.6%   0.6%   7.8%

Informal learning
22.5%

Not in education, training or learning: 58%

Source:Eurostat LFS, Ad hoc module on lifelong learning 2003
Target population: 25-64 years old

For the 25 EU countries we find

Participation in Formal Adult Education by previous educational attainment:

Low 1.4%   Medium 5.2%   High 8.5%

Participation in Non-formal Adult Education by previous educational attainment:

Low 6.5%   Medium 16.4%   High 30.9%

Participation in Informal Adult Education by previous educational attainment:

Low 18.4%   Medium 34.1%   High 55.2% .

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[1] The detailed analysis of the results of the Labour Force Survey, 2003

Statistical evidence

Even though national studies and statistics are not directly comparable, a number of common participation patterns appear throughout a wide range of such studies, These patterns apply equally to countries with high and with low participation rates. While countries differ more in levels of participation the structures of participation patterns are similar. for example:

- Participation in adult learning declines with age – especially in vocational and work-related fields

- Participation rates increase as the level of education of the participants rises

- The worse the social situation, the less likely people are to take part in adult education

- Participation is lower in rural than in urban areas

- Ethnic minorities take considerably less part in adult learning than the native population.

This gives rise to two research challenges: how to increase the overall participation rate (and a connected question whether countries with high participation rates may provide suitable and transferable models for other countries in this regard); and how to change the structure of participation patterns to achieve a more balanced picture, and reduce or eliminate social inequality.

The statistics also demonstrate that older adults are the least likely to participate compared with other age groups. These and other sources of data on participation rates illustrate that those individuals who have received the least initial and further education are the most likely to be non-participants in adulthood.

Only a few countries conduct comprehensive national surveys of participation in adult learning – for example the National Adult Learners Survey in UK, and the Berichtsystem Weiterbildung in Germany. Even where they exist such statistics are seldom comparable because of differences of definitions and categories. Often statistics are available only for certain sectors or types of providers; often they focus only on formal and/or on vocational adult learning. The Socrates I project ESNAL pointed in 2000 to a number of shortcomings of existing statistics. These still persist.[2] A first attempt to establish comprehensive harmonised statistics for adult learning, including non-formal and informal learning, is the prospective Adult Education Survey proposed by the Eurostat Task Force.[3]

Obstacles to participation and causes of non-participation

The main obstacles to participation in adult learning may be of a practical kind - lack of time, money, appropriate educational offers - or of a social-psychological order - unsupportive social environment among friends, family, and superiors, lack of learning culture, bad previous learning experience, failure to perceive the benefits of learning, and so on.[4]

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[2] Gnahs, D. Pehl, K. Seidel, S.: Towards a European Statistics for Adult Education. Report on an ESNAL-Subproject, 31 May 2000. Online at: www.die-bonn.de/esprid/dokumente/doc-2000/gnahs00_01.pdf

[3] Task Force on Adult Education Survey. Final Report (30 April 2004)

[4] The Irish National Progress Report 2005 provides a quite detailed list of obstacles of this kind

People who have experienced failure in earlier educational environments may lack the motivation and confidence to return. They may not see the benefits of devoting time to learning when there are many other pressures upon their energies and resources, especially if they are working or have caring responsibilities and/or limited incomes. Problems of exclusion, (see below) may make them feel that education is only for other people. They lack information and knowledge about possible learning opportunities. Individuals who suffer multiple disadvantages may live disrupted lives and be unable to commit themselves to regular and sustained learning programmes.

Even adults from groups motivated to learn may find many barriers to access. Relevant guidance, counselling and educational opportunities may not be available when and where they are needed. The costs of learning may be too high, especially if the learner is expected to find transport, childcare and course fees. People outside employment cannot benefit from work-based learning, while those in low-skilled jobs, and older workers, often find that work-based learning is not open to them.

All these obstacles are well-known in principle. Some have been subjected to research and analysis for decades. Numerous projects are underway in European countries to address them with a view to promoting access especially for under-represented and disadvantaged groups. However, for this to happen we still need more in-depth and comparable evaluation of the impact of such projects, including analyses of factors that have success in addressing various combinations of obstacles, since these seldom occur in an isolated way. More studies are needed to tease out and highlight the difference between education and learning and so shed light on which approach should be used in what context. All of this should be done without losing sight of quality of provision. Participation rates alone say little about the value of learning. Monitoring quality should therefore be given increased importance.

Working to remove practical infrastructural barriers alone is not sufficient. Participation can also be increased by making a shift towards informal learning, and in turn exploiting the learning potential of places such as social houses and cultural institutions, and ensuring that such learning achieves the recognition that it deserves. A learning culture needs to be fostered though which attitudes can be changed and motivation increased. This involves motivation on the part of the learners, but the situation can also be improved by good external promotion of adult education.

Not participating has more to do with educational level than with location. The same thing applies basically to participation in informal learning. Here the situation varies by the age group, but the level of education is a defining factor here as well. We can draw some very obvious conclusions from all of this about the work required.

How to address the participation of different groups in adult education?

Increased participation in lifelong learning is seen as a key prerequisite for reaching the Lisbon goals. One benchmark adopted by the Council in May 2003 was to reach an average level of participation of at least 12.5% of the adult working age population (25-64 years). According to EUROSTAT data, in 2004 the average EU participation rate of 25-64 year-old adults (those taking part in lifelong learning activities in the four weeks prior to the survey) was 9.9 %, with wide differences between member states.[5]

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[5] Modernising education and training: a vital contribution to prosperity and social cohesion in Europe - Communication from the Commission Joint progress report of the Council and the Commission on the implementation of the "Education & Training 2010 work programme"), Commission of the European Communities, Brussels, 30.11.2005, COM(2005) 549 final/2

Progress against the 5 benchmarks (EU average)
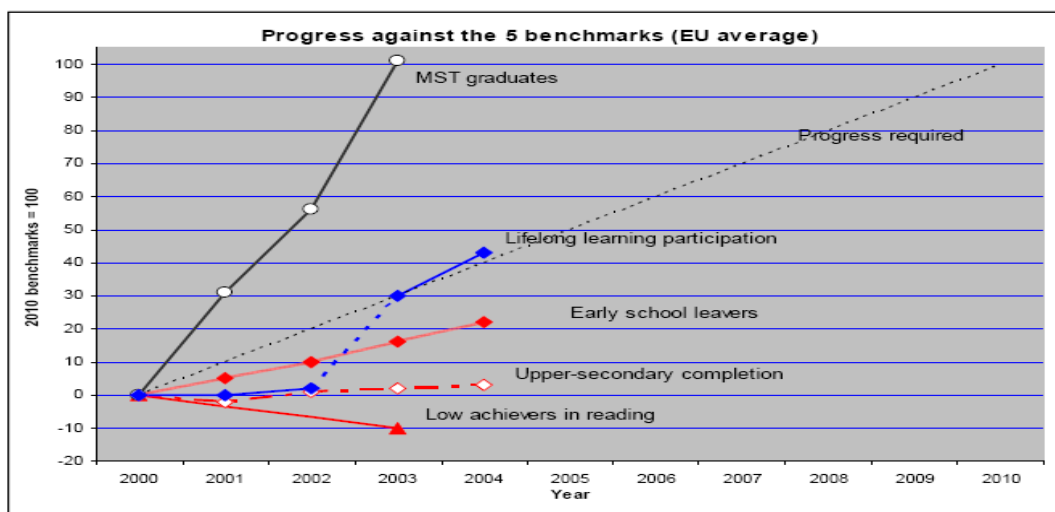
Methodological remarks: The starting point in the year 2000 is set in the graph as zero and the 2010 benchmark as 100. The results achieved in each year are thus measured against the 2010 benchmark. A diagonal line shows the progress required, i.e. each year an additional 10% of progress would have to be achieved to reach the benchmark. If a line stays below this diagonal line, progress is not sufficient.

This overall figure indicates that many efforts are still needed to establish a culture of lifelong learning. How to achieve it involves closer consideration of concrete issues, such as:

- which groups of adults do and do not take part in learning activities?

- what structural, material, and psychological barriers prevent adults from taking part in lifelong learning?

- what types of learning activities/provision, formal, non-formal and informal, are best suited to raise participation levels for each group?

- what are necessary conditions and further potential measures for raising participation in lifelong learning?

Three key issues

We conclude this sub-section by underlining three particular aspects of participation

Learning culture: A key issue is motivation, and creating a learning culture and a positive attitude towards learning. This involves motivation on the side of potential learners and appreciation of learning activities by their environment (family, employers, society). Here general adult education may play an especially important supporting role. Participation is more often on a voluntary basis than in much of vocational training or retraining. The promotion of adult education can be a key part of policies to spread a general culture of learning.

Informal learning: Where national statistics exist they show higher rates of participation in informal learning than in organised formal and non-formal learning. To support and promote informal learning may be a promising way to involve larger groups in learning. This means exploiting the learning potential of places such as cultural institutions. A wide variety of interesting national and European (Socrates) projects have been conducted in this context. This may pave the way to

learning for certain groups and certain purposes. Others prefer more structured and study-like offers. Rather than playing off traditional institutions against these 'new' forms of learning, the different needs of different groups should be catered for in targeted ways.

Quality: The issue of high quality must not be overlooked. Participation rates alone say little about the value and impact of different learning activities. Increased participation rates will mean little if learners sit passively on a course required by legal regulation to receive unemployment benefits. The same applies to informal learning. Interviewees may report having done some informal learning without this saying anything about the outcome. Monitoring quality should be closely linked to every policy on participation (see 2.4.1 below).

Social inclusion and adult education

Social inclusion and exclusion have become a major recent preoccupation in and beyond Europe. They are connected with a rising awareness of the notion of social capital and the costs and benefits involved for those who do not enjoy it in abundance. In a negative sense social capital can trap disadvantaged communities in cycles of inward-looking deprivation, creating alienation from mainstream culture and opportunities.

Social exclusion is defined as 'a process whereby certain individuals are pushed to the edge of society and prevented from participating fully by virtue of their poverty, or lack of basic competences and lifelong learning opportunities, or as a result of discrimination. This distances them from job, income and educational opportunities as well as social and community networks and activities. They have little access to power and decision-making bodies and thus often feel powerless and unable to take control over the decisions that affect their day-to-day lives.[6]

Social inclusion has been defined as 'a process which ensures those at risk of poverty and social exclusion gain the opportunities and resources necessary to participate fully in economic, social and cultural life and enjoy a standard of living and well being that is considered normal in the society in which they live. It ensures that they have greater participation in decision-making that affects their lives and access to their fundamental rights.[7] Can adult learning help to alleviate these problems and in doing so foster social inclusion?

Some adult education has proved vitally empowering for poor and working class people to access the knowledge, social opportunities and skills, opening doors to social participation and economic advancement. At other times it has just served middle class societies, doing little to widen opportunity for others.

Groups identified as being particularly vulnerable to social exclusion include individuals with low basic skills and those who did not gain school-leaving qualifications, adults in low-skilled employment, immigrants, refugees, people with disabilities and long-term illnesses, the long-term unemployed, some minority ethnic groups including the Roma, ex-prisoners, the homeless, drug addicts and some groups of women and older people. The OECD study *Promoting Adult Learning*[8] finds these groups ranking high on the policy agenda of many countries that are seeking to upgrade the skills of disadvantaged groups, since an equitable distribution of skills has a strong impact upon economic performance.

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[6] Joint Report on Social Inclusion (summarising the results of the examination of the National Action Plans for Social Inclusion (2003-2005)) - Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions, Commission of the European Communities, Brussels, 12.12.2003, COM(2003)773 final

[7] Charter of Fundamental Rights of the European Union, 2000 O.J. (C 364) 1 (Dec. 7, 2000).

[8] Promoting Adult Learning, OECD, 2005, ISBN: 9264010939

For many countries the best welfare policy involves helping disadvantaged people to gain employment; lifelong learning is one means to increase employability. A range of other studies, including those undertaken by the Research Centre on the Wider Benefits of Learning at the University of London, have demonstrated that adult education can also improve the well-being and social capital of disadvantaged individuals and groups. *The Wider Benefits of Learning,* published in 2004[9], gives evidence of the impact of education on health, family life and social capital. The study shows positive outcomes of adult education on health behaviours, such as giving up smoking, increasing exercise and lifting depression; racial tolerance; political participation and civic membership. In addition to its quantitative analysis the study provides a series of examples of the quality of life benefits of adult education that accrue to individuals at risk of social exclusion.

A further study by NIACE in 1999 showed evidence for positive mental and physical health benefits related to learning. One of the most powerful outcomes of adult learning is the increase in self-esteem and efficacy experienced by adults from disadvantaged groups who have participated successfully in educational programmes, particularly non-vocational courses. Such learners report feeling more in control of their lives, and they are more confident about participating in wider society. [10]

The wider benefits of lifelong learning are gaining recognition in some countries, but as we have noted above, and to an increasing extent of late, in the majority of countries, education and training for disadvantaged adults is seen primarily as a means of access to and progression in the labour market. The Commission's *Joint Report on Social Inclusion[11]*, which summarises the results of the examination of the National Action Plans for Social Inclusion (2003-2005), states that the importance of education in tackling social exclusion and building inclusion in civil society is insufficiently acknowledged: 'the interconnections between progress in learning and other dimensions that affect people's lives such as health, environment, family and community circumstances are not generally well represented.[12]

No doubt more research on and dissemination of successful practice is needed to show how the wider benefits of learning, and inclusive lifelong learning strategies, can be planned, developed and implemented in all European countries.

National and EU responses to the challenges of social inclusion

All countries see education and training for disadvantaged groups as a policy priority, but with a main emphasis on vocational education, training, and lifelong learning for employability and economic insertion, and little attention to the potential benefits for disadvantaged groups of non-vocational, non-formal and informal adult education This leads also to the marginalisation of groups not economically active, including older people and those with severe disabilities.

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[9] http://www.learningbenefits.net/Publications/SeminarPresentations.htm
DfES Centre for Research on the Wider benefits of learning, 2004
[10] NIACE Capturing and recording the Wider Benefits of Learning. See
http://www.niace.org.uk/Conferences/archive/widerbenefits.htm
[11] Joint Report on Social Inclusion (summarising the results of the examination of the National Action Plans for Social Inclusion (2003-2005)) - Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions, Commission of the European Communities, Brussels, 12.12.2003, COM(2003)773 final
[12] National Action Plans for Social Inclusion (2003-2005)

Measures targeting particular populations though special programmes include literacy and numeracy programmes aimed at those with low basic skills, and language courses for immigrants. Some countries have developed systems designed to include disadvantaged groups in wider provision. The 2005 report on *Progress Towards the Lisbon Objectives in Education and Training*[13] concludes that there is still great room to improve in many EU countries. Overall the Commission's 2006 report *Modernising Education and Training* concludes that 'there is too little progress against those benchmarks relating most closely to social inclusion'.[14]

The Commission's 'Joint Report on Social Inclusion' (2005) states that 'in spite of the extensive coverage of education one does not get a full sense of its fundamental importance in tackling social inclusion nor a sense of an overall strategic approach to the issue of lifelong learning and social exclusion'. There is much still to do in order to enable those at risk of social exclusion to benefit from lifelong learning.

Social cohesion is an issue now recognised as vitally important to both the social and the economic health of modern European societies. There are a rich variety of examples of successful approaches within the countries covered by this study, including individuals and groups at risk of social exclusion, in adult education.

Responding to the challenges of social inclusion

Several examples described below have been chosen not only because they illustrate the variety of successful initiatives and methods adopted by policy makers and practitioners but also because they demonstrate the wide benefits to disadvantaged individuals and groups of gaining access to and succeeding in adult education and lifelong learning. What is critical is the implementation of these good practices to define the main streamline of everyday practices.

Employing women's potential
A Grundtvig 1 project that won the first annual EAEA Grundtvig award was an example of a method of empowering members of disadvantaged groups to be advocates for learning which can and has been used successfully in other environments and for other learning goals. Trade unions have recruited 'learning champions' to support and guide low-skilled fellow workers into educational programmes.

Learndirect
Callers can contact the Learndirect national advice line with its network of learning providers in the UK, by telephone or use its website to enquire about learning opportunities and gain advice on courses and careers from qualified staff. Out of 790,000 calls which were received in 2004-05, 244,000 were from people with low previous educational attainments. The success of Learndirect with disadvantaged groups was shown to be its affordability, anonymity and accessibility. Its success can also be attributed to its high profile in the national media.

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[13] Progress Towards the Lisbon Objectives in Education and Training (2005 Report) - Commission Staff Working Paper, Commission of the European Communities, Brussels, 22.3.2005, SEC (2005) 419

[14] Modernising education and training: a vital contribution to prosperity and social cohesion in Europe - Communication from the Commission (Draft 2006 joint progress report of the Council and the Commission on the implementation of the "Education & Training 2010 work programme"), Commission of the European Communities, Brussels, 30.11.2005, COM(2005) 549 final/2

Successful approaches to lifelong learning with asylum-seekers and refugees

The social and vocational integration of asylum-seekers and refugees living in European countries presents a challenge for most governments. One of the most successful pieces of work produced by partners in the ESF EQUAL initiative was the skills audit methodology designed for use with asylum-seekers and refugees. The skills audits were part of an integrated process of orientation, counselling, training and education, work-shadowing and volunteering. An evaluation found the method valuable, not only because it facilitated integration and access to training and employment but also because it empowered individuals. As a result they were able to gain access to and succeed in relevant learning and work opportunities. This benefited the host community by enabling asylum-seekers and refugees to contribute to the economy, and in reducing the costs of inactivity and alienation. The approach also resulted in reduced racism and xenophobia in the local community because it supported the successful integration of asylum seekers and refugees into mainstream activities.

Successful approaches to lifelong learning in disadvantaged neighbourhoods

One of the most successful lifelong learning interventions adopted in disadvantaged neighbourhoods appears to be the family learning approach. Parents are motivated to return to learning because they want to help their own children to achieve at school, including those with low basic skills, those who feel that they were school failures, and those such as immigrants who recognise that their own schooling bears little resemblance to the education their children or grandchildren are receiving, and can be persuaded to return to learning in order to support their children's education. When parents' programmes are provided at local schools, the take-up of opportunities is often high. The OECD report Promoting Adult Learning provides examples of good practice in this area from the United States and the Netherlands. Family learning approaches are being developed as a means to address intergenerational learning disadvantage in several countries.

Successful approaches to lifelong learning and health improvements among disadvantaged groups

Partnerships were developed with health authorities in several localities in England which were suffering from deprivation, poor health, and low participation in education. Learning advisers were located in the surgeries of general practitioners and patients were referred to them by the healthcare professionals, who were able to advise and place them on appropriate learning programmes. These surgery projects reported a range of improvements in the health of participants. The approaches have now been mainstreamed in several areas of disadvantage in England. Some are linked to employment-related programmes. These examples which link health improvements with adult learning have demonstrated that participation in adult education also brings benefits to health services. Learners make fewer demands upon medical resources and spend less time consulting healthcare professionals. The growth in self-esteem experienced by the learners in turn increases their feelings of well-being, and their ability to cope with health problems and to take up new opportunities.

A successful strategic approach to lifelong learning designed to include disadvantaged groups

A Swedish Adult Education Initiative[15], designed to reduce levels of unemployment, develop adult education opportunities, and promote an equitable distribution of skills and economic growth alongside social cohesion. Responsibility was shared between local municipalities and the state to mobilise the resources necessary to reduce barriers preventing adults from returning to education. Strategies included encouraging the development of formal, non-

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[15] Swedish Adult Education Initiative (AEI) 1997-2002

formal and informal learning focused on individual needs. The target groups were unemployed adults and those with low levels of educational achievement. Special education grants were provided equivalent to unemployment benefit, with loans and grants available to those in employment. The outcomes included the participation of over 800,000 people, 50% unemployed, and more than 60% with less than two years of secondary education or training. Half of the participants subsequently gained a higher-level qualification. Five years after their participation, learners reported a significantly higher gross income than non-participants. The legacy of the Adult Education Initiative is still bringing benefits to Sweden.

Social inclusion and adult education – some practical steps

These and many other programmes suggest ways in which adult education can support the social inclusion of disadvantaged groups, and combat the risks of social exclusion experienced by millions of European citizens and residents. Here we take up six areas for consideration in developing socially inclusive adult education policies and practices:

- Raising awareness of the benefits of adult learning to combat social exclusion
- Valuing non-vocational adult education
- Developing personalised learning programmes
- New learning partnerships to combat social exclusion
- Information, guidance and counselling
- Learning from ESF and Grundtvig Projects

Raising Awareness of the Benefits of Adult Learning to Combat Social Exclusion

Well-targeted information campaigns designed to appeal to the different groups at risk of social exclusion are required to provide information about the benefits to be gained by taking up learning opportunities.

Organisations themselves need to be convinced of the benefits, as do employers and other private and public bodies at all levels. Further research and the collection of data and examples of successful policies and practices that demonstrate the benefits of adult education to economic productivity, regeneration, social cohesion and the well-being of disadvantaged individuals are still needed.

Valuing Non-Vocational Adult Education

The majority of European countries favour formal vocational education and training (VET) to overcome disadvantages and discrimination, since such courses lead to qualifications relevant for employment. This emphasis and priority on VET tends to neglect the role of non-vocational and general adult education in combating social exclusion.

Yet there is ample evidence of the greater impact of non-vocational adult education on the well-being of disadvantaged individuals. Improved health, parenting, civic involvement, coping strategies and self-esteem are reported from many non-vocational learning programmes. Disadvantaged individuals often choose to participate in non-vocational learning for personal reasons, and because of the social support that such learning offers, opening the way to successful VET-based qualifications and job-getting later. Learning in local study groups provides social contact and support, encouraging the learner to overcome barriers to learning. This can be the first rung on the ladder of continuing education, providing the confidence to enter more formal courses leading to vocation learning and qualifications.

The Commission should consider how to encourage the exchange of good practice and evidence of outcomes in this area of adult education. This may include for example peer reviews of work being undertaken on family and intergenerational learning, and health and learning programmes.

Developing personalised learning programmes
The groups and individuals most at risk of social exclusion suffer from multiple disadvantages such as ill health or disability, together with low incomes, poor literacy; homelessness, drug dependency, mental illnesses and mental disabilities. No single time-limited learning programme will suit all the variety of needs of those experiencing high levels of disadvantage. Each individual may however benefit from a personal programme, designed with the help of a learning advisor or support worker to identify existing knowledge and competencies that can be built upon, and discovering the aspirations of the potential learner.

The skills audit approach illustrates how very disadvantaged individuals can embark on learning activities involving different experiences, and enable the wider society to accept and value the potential of the individuals concerned. Such programmes can be expensive, and need to be sustainable. The success rates suggest that they are cost effective, given the high costs of doing nothing. These methods should be developed and encouraged with individuals and groups suffering from high levels of disadvantage. More dissemination and professional development opportunities are needed for staff to work on these approaches.

New learning partnerships to combat social exclusion
Adult education should involve a range of partners, including education and training providers, trade unions, employers, voluntary bodies, local authorities, and other relevant stakeholders. This range should be extended to those organisations having the most contact with disadvantaged groups. Examples of good practice include learning advice and provision in GPs' surgeries, primary schools, pharmacies, day-centre kitchens, pubs and clubs. Other examples include supermarkets and corner shops, mosques, post offices, outdoor markets and other environments where the groups targeted are likely to visit.

Adult education providers need to leave their colleges and centres to reach out in non-conventional partnerships to non-participants and design local learning opportunities in non-education or workplace environments which are relevant to the needs of the target groups and attract their attention. Such strategies should be determined locally, but the new European Integrated Education and Training Programme could also encourage experimentation in developing new learning partnerships to combat social exclusion. Successful approaches are likely to be diverse and untidy.

Information, guidance and counselling
Lack of information, guidance and counselling provision creates barriers. Provision can be designed to meet the needs of disadvantaged groups at local and national levels. Examples given here of Learndirect and of the use of learning mentors at local levels and in workplaces demonstrate successful approaches, some ambitiously national, others at low cost and close to the groups and individuals who may be encouraged and supported to return to learning by peers who have succeeded before them. Learning mentors do not have to be professionals to succeed. These approaches however require appropriate guidance and relevant, accessible and affordable learning opportunities to which potential learners can be referred. A variety of guidance approaches is required to meet the needs of disadvantaged groups in different environments. Guidance and mentoring services can advocate for learning and for potential learners themselves. They have a role to play in designing, informing and influencing the development of provision.

Learning from ESF and Grundtvig Projects

Many ESF and Grundtvig projects have tested successful new approaches to combat social exclusion through lifelong learning opportunities, working with a whole range of groups vulnerable to exclusion, and involving many different partners. The lessons need to be systematically analysed and disseminated. Work funded through the ESF, including the EQUAL initiative, and the Education and Training Programmes of Socrates and Leonardo, including Grundtvig, which relates to adult education and social inclusion, should be fully evaluated to inform policy and practice in this field.

Most seriously, many successful projects have not been mainstreamed after the grant funding period has ended. Often they worked with marginalized groups who are not the main beneficiaries of normal mainstream providers but the work and methods could not be sustained when the projects ended. The beneficiary group then finds itself without the service that started meeting its needs. The organisations which received the funding move on to a new initiative to follow new funds. National managing agencies and national governments should consider as a matter of urgency how to sustain and mainstream European-funded projects.

Conclusions

We have touched briefly on issues and trends to do with how lifelong learning policies and practices can build social inclusion in Europe. Lifelong learning and adult education can bring a range of benefits: both to groups and individuals excluded and at risk of social exclusion, and to the wider society. While many countries appreciate the efficacy of VET in encouraging the employability capacities of disadvantaged groups, less attention has been given to the transformative and integrative power of broader, non-vocational learning opportunities which can improve the motivation, health and self-esteem of disadvantaged people, providing a route into the mainstream.

Bringing together the concept of social exclusion with the diverse traditions and practices of adult education across Europe may give pause for thought as we waver between the collective approach and orientation of 'social Europe' and the more individualistic orientation identified as an Anglo-Saxon tradition. There needs to be more rebalancing within most parts of enlarged Europe, not only between the economic and the social, but also between collective group-oriented efforts to nurture lifelong learning culture and practice and the present more ascendant individual orientation.

We end this section with some specific points for action which reappear in Part 3 below.

- The European Adult Education Survey is to be promoted as a means of collecting comparable information on adult education, and of promoting shared concepts and definitions as reference points.
- Transnational exchange of research results into motives and barriers should be intensified, and comparative evaluation research of practice examples to raise participation conducted in a systematic way.
- Policies to promote participation in adult education should be conceived with both short-, mid- and long-term perspectives, the latter on the basis of the results of appropriate research and evaluation.
- The quantitative aspect of participation should not be considered in isolation, but linked to quality

- Priority should therefore be given to research on criteria for relevant and meaningful learning opportunities for under-represented groups, and to developing offers accordingly.
- In order to establish a learning culture, learning should not be seen and 'marketed' predominantly in a functional, labour market-related way. To build wide-reaching esteem for learning it is necessary for learning for personal growth also to enjoy social prestige.
- In this context the validation and recognition of informal learning should remain a policy priority.
- In view of demographic developments policies to promote participation should not be limited to adults up to 60/65 years. This is especially relevant for non-vocational adult education.

Further references

1. Task Force on Adult Education Survey. Final Report (30 April 2004)

2. Working Group H. Progress Report December 2004, p 12

   Eurostat, Labour force survey.- in: Eurodyce/Eurostat (2005)

3. Key data on Education in Europe 2005 Eurodyce

4. Patterns of participation in Adult Education: Cross-National Comparisons. In: New Patterns of Adult Learning. A Six-Country Comparative Study Edited by Paul Belanger and Albert Tuijnman Pergamon,1997 ISBN 0 08 0430694

5. Capturing and recording the Wider Benefits of Learning See http://www.niace.org.uk/Conferences/archive/widerbenefits.htm and

   DfES Centre for Research on the Wider Benefits of Learning

6. Commission Staff Working Document Communication Modernising Education and Training: A Vital Contribution to Prosperity and Social Cohesion in Europe)

2.3. Population Issues – Age and Immigration

Ageing populations

The population profile of European countries is changing significantly[1]. Birth-rates have fallen or are falling sharply, as women have fewer children, if any at all, with a first or only child born at a much older age[2]. Life expectancy is rising or has already risen equally dramatically. A static or falling population, on average much older, expects to live long after retirement. The 'baby boom' generation after the 2nd World War adds further to the changing age balance. With a larger older population goes decreasing relative size of younger age groups. These changes have the keen attention of the European Commission[3].

What actions are implied from a lifelong learning perspective, bearing in mind both economic but also social dimensions? Besides the economic dimension of Europe and its employment strategy there is the social dimension as well: civil society offers a rich diversity of bodies and organisations in which European inhabitants act as active citizens.

This new demography has far-reaching consequences as there are fewer employees to pay taxes and more retired people draw pensions and use health, nursing and related services more heavily[4]. A 'pensions crisis' and a health budget or 'care for the elderly crisis' loom in many places. Adult education suffers greater competition for public expenditure from health, welfare and other portfolios; meanwhile it becomes necessary to keep people active and employed longer for economic reasons, up to date and skilled to work.

Rising pensions and health and nursing costs put increasing demands on government budgets at the same time as increasing economic competition in global markets demands lower taxation levels to remain competitive in the global economy. This conflict affects education and training, hence current widespread policy debates about who should pay for increased levels. So long as the demand for skills and learning continue to rise discussion will continue to focus on how to curb VET costs through greater efficiency, and how to spread them between the state, individual learners and employers[5].

Migration and the treatment of immigrants

The second big change concerns migration: internal mobility within the Community, and inward migration[6]. Immigration can be seen as the counter balance to an ageing population in Europe. However, it is not as simple as the incoming migrants filling the holes in the labour market left by the ageing workforce. Rather, despite many countries' immigration policies

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[1] Keese, M. (2006) Live Longer, Work Longer, OECD, Paris

[2] Leney (2005), Achieving to the Lisbon goal, the contribution of VET. Final report to the European Commission. DG Education and Culture, Brussels

[3] Communication from the European Commission 2005; Commission report The social situation in Europe 2004; Green Paper, Confronting demographic change, anew solidarity between the generations

[4] "Whereas for every pensioner there are roughly 4 workers in 2000, there are only 2 workers in 2035" in: Mooij, R. de, Tang, P. (2004), Four futures of Europe, The Hague, The Netherlands, Central Plan Office

[5] Leney (2005), Achieving to the Lisbon goal, the contribution of VET. Final report to the European Commission. DG Education and Culture, Brussels

[6] Commission Report (2004)The social situation of Europe 2004, DG Employment and Social Affairs and Brussels

requiring a certain level of skills for entry, there are many knowledge and skills requirements for the new residents. New mainly skilled)workers come in from developing countries to restock Europe's labour markets.

The implications for adult learning and education are massive. New residents require knowledge and skills to manage in their new country, even with high skills on entry. Within Europe an open labour market mean more immediate impact. Knowledge and skill needs extend beyond VET for employment to language, social knowledge and aptitudes that allow immigrant communities to participate rather than become disadvantaged ghetto societies. There is thus the consideration of social integration and inclusion as well as an economic one. Looking at demography worldwide there is no more pressing set of issues requiring attention from a lifelong learning perspective.

Beyond the policies of individual countries though, the Communication *Making a European Area of Lifelong Learning a Reality*[7] shows lifelong learning as crucial for every citizen without discrimination, if Europe is to become more prosperous, inclusive, tolerant and democratic. It mentions learning mobility as one of the key factors, for Europe to become the most dynamic knowledge society in the world. One basic skill for successful mobility is intercultural competence, making the inclusion of multicultural competences necessary in the training of all people involved in teaching and tutoring.

The scale of the challenge

Immigration has grown considerably over the last decade and accounts for three quarters of the net growth of the EU-15 population, although in some new Member States the population has declined as a result of emigration. Europe is not at present a region of large-scale immigration, due to restrictive immigration policy.

The labour market position of migrants, or non-EU nationals, is substantially worse than that of EU nationals, with an unemployment rate twice as high. The Kok report (2003) finds the main cause for this situation to be inappropriate or low levels of skill, as well as cultural and language barriers.[8]

Ray (2004) argues that member states have recognised the crucial role of education in addressing social exclusion, and are building integration policies and programmes that attempt to promote education for newcomers, their children and in some cases long-established migrants[9]. Labour market-related immigration is about letting in migrants as trainees and highly qualified workers. The controlled immigration of qualified workers increases the supply of labour and labour market participation as a whole, generating growth as a result and ultimately helping stabilise the social insurance systems. There is however the problem that frameworks are not in place to evaluate systematically the credentials and educational experiences that newcomers bring; or employers may simply refuse to accept them.

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[7] Making a European Area of Lifelong Learning a Reality - Communication from the Commission, Commission of the European Communities, Brussels, 21.11.01, COM(2001) 678 final

[8] Kok, W. (2003), Jobs, jobs, jobs; Creating more employment in Europe, Report of the Employment Taskforce, Brussels

[9] Ray, R. (2004) Practices to Promote the Integration of Migrant into Labour Market, Washington D.C. Migration Policy Institute

An optimistic scenario is that trans-national migration will break down national and cultural barriers, leading to a global society. Europe could become a society where a comparatively diversified group of immigrants share a common identity. If integration policies fail, heterogeneous sub-populations will pursue their own different interests, polarising into an intercultural multi-minority society. A successful integration concept is needed, supported by sensitively managed learning programmes.

Labour market-related immigration lets in migrants as trainees and highly qualified workers. The controlled immigration of qualified workers increases the supply of labour and labour market participation, generating growth and helping stabilise the social insurance systems[10]. Immigration should not be allowed to conflict with reducing unemployment; legislation should be flexible, allowing for uncertainty over the future demand for labour. None of these concepts has worked well enough for many second and third generation migrants[11].

Systemic deliberate or unconscious discrimination can cascade down the generations, producing disaffected and marginalized 2nd and 3rd generation communities which become a threat to social order[12]. This phenomenon has become entangled with issues of 'homeland security' and terrorism; the costs were illustrated by the social disorder affecting France in late 2005. The low labour market status of migrant populations is well documented in high migration countries such as France, Germany and the Netherlands. Many migrants do not feel comfortable in a host culture where multicultural competences are not seen as an asset.

EU policy and an ageing workforce

The Lisbon agreement set a target for increasing the participation rate for older workers (aged 50 to 64) in the labour market. It identifies lifelong learning as having a contribution to play, not least through improving older peoples' skills and adaptability. The European Union has agreed ambitious targets for increasing the active involvement of older workers in the labour market:

- 50% of the EU population in the 55-64 age group should be in employment by 2010[13]; and
- progressive increase of about five years in the effective average age at which people stop working by 2010[14], resulting in an average retirement age of 64.

Following the Stockholm European Council agreement, the Commission proposed a partnership approach (European Commission, 2002b[15]), with public authorities developing policies to raise the participation of older workers in the labour force, working closely with social partners, regional and local authorities and education and training providers. How should individual countries go about carrying this out? The Commission has recommended a joint approach based on four main points:

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[10] German Immigration Commission, (2001), Managing immigration – fostering integration

[11] Hinzen, H. (ed) (2005), Adult Education Embracing Diversity 1, Snapshots from intercultural learning in Europe, NILE, IIZ-DVV, Bonn

[12] Schneider, S. (2002), The demographic challenge, Deutsche Bank Research, Frankfurt a/M

[13] Presidency Conclusions, Stockholm European Council, 2001

[14] Presidency conclusions, Barcelona European Council, 2002

[15] European Commission, (2002b), Report requested by the Stockholm European Council "Increasing labour force participation and promoting active ageing", Brussels, Commission of the European Communities

- Focusing investment on enabling older people to update their skills

- Finding ways for employers to meet the needs of older workers

- Changing the view among employers that early retirement is a good way of downsizing

- Reviewing tax and benefit systems and encouraging people to work on rather than retire.

Despite European Union and national government commitment to participation in continuing training, this declines sharply with older workers. According to the Labour Force Survey (Eurostat, 2003[16]), 14% of 25-29 year olds participate in education and training, compared with 8% of 40-44 year olds and just over 4% of 55-65 year olds. According to the same source, between 1999 and 2002 a significant 1% increase (4.7% to 5.7%) in the participation in training of 55-64 year olds took place in the EU15, during a period when the overall increase for employed people was 0.2%. This remains far below agreed European targets. The need for older people to update and adapt their skills is a serious challenge, particularly since they tend to have fewer formal qualifications than younger workers and take up training less.
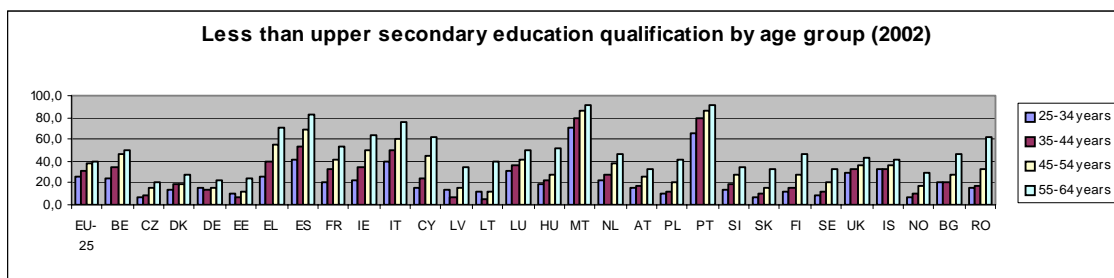
Source: Eurostat, Labour force survey.- in: Euridyce/Eurostat (2005), Key data on Education in Europe 2005

In many countries more than 20% of 55-64 year-olds lack an upper secondary qualification, in 17 countries more than 40%.

Participation rates decrease significantly with age (from 50% for 25-34 years old to 30% for the age group 55-64). If younger people are more involved in any kind of learning, it is certainly partly because they are still in the formal education system. The highest differences between these two groups are seen in Malta (64%), Cyprus (33%), France (29%), Estonia and Poland (25%) and Belgium (24%). On the contrary, Slovenia shows a little difference (8%) and Austria even an increase in participation over the age.

Participation of 55+ in any kind of learning activity (formal, non-formal or informal) is rather high in Austria, Slovenia, Luxemburg, Slovakia and the Scandinavian countries. Low participation rates are identified in Hungary, Greece, the Baltic states (with exception of Latvia), Spain and Poland.

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[16] Eurostat (2003) Labour Force Survey, results 2002, quoted in EC Report 3.3.2004

Participation rate 55-64 years old in any kind of learning, 2005
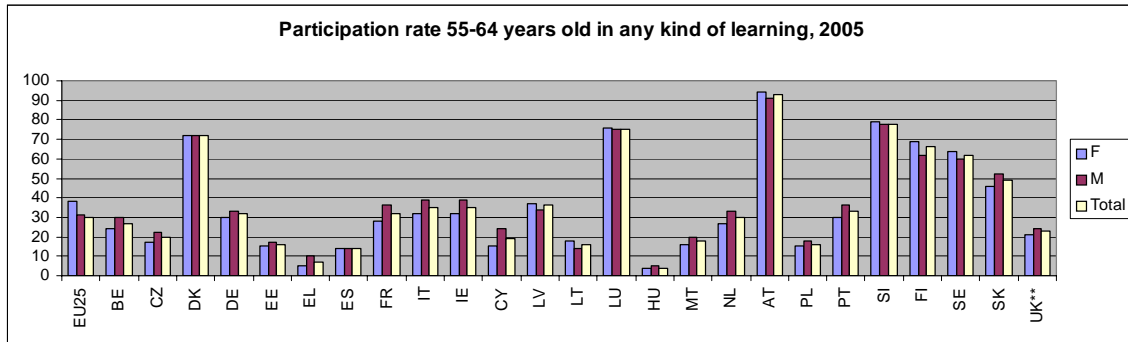
(*)Informal training is not included in UK Source: Eurostat LFS, Ad Hoc module on Lifelong Learning 2003 Target population: 25-64 years old

Four strengths of senior citizens' education

An ethos of inclusiveness and integration underpins current policy thinking in the adult education sector, It is well illustrated by the trend towards inter-culturalism. The Grundtvig 4 network PEFETE (Pan–European Forum for the Education of The Elderly) distinguishes four main strengths of senior citizens' education[17]

1. *Self-directed and experiential learning:* senior citizens are often personally involved in their education; they have a lifetime of experience to offer others and generally feel strongly involved in the education process
2. *An immense volunteer reserve:* many activities in senior citizens' education are peer-to-peer activities; senior citizens work as volunteers in senior citizens' education
3. *Contributing to cultural heritage and human capital:* senior citizens can play an important role in relation to cultural heritage.
4. *Wide range of providers:* senior citizens' education is offered by a very wide range of providers; universities and other organisations of formal education, commercial institutes, self-help organisations, local groups of volunteers, etc.

Old and very old people

As the total population ages the number of the very old increases faster. This is referred to as double-ageing. The number of 'oldest-old' is steadily increasing; more people are joining the 85+ age group than are joining the 65+-age group. A high proportion of oldest old are female.

The perception and position of senior citizens is changing. The idea that these are dependent and in need of special care is making way for a more positive image of senior citizens as active people. This is not always based on reality but education can help to increase senior citizens' ability to do things for themselves and remain active longer, contributing in the community.

Cultural change has hitherto been dominated by youth, but in coming decades demographic change may alter this. In the working world the new scarcity of talent may lead to the discovery of grey achievers. Longer retirement may encourage people to seek a new purpose in life, increasing their social commitment. An important task for the 21st century will be to find a role for the older generation to play, replacing the sense that they are no longer needed.

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[17] Mercken, C., (2004) Education in an ageing society – European trends in senior citizens' education – PEFETE, Klercq, J ,Odyssee, Baarn

Intergenerational and intercultural issues

The issue of intergenerational fairness and conflict raises the question 'are the old living at the expense of the young or the young at the expense of the old?' In fact the really young and the really old live at the expense of the economically active working generation[18]. But as far as intergenerational fairness is concerned, less important than how burdens and benefits are distributed at any moment in each individual's life is how they add up in total; in other words, whether age cohorts fare differently.

Important issues and differences in demography and in adult education responses in different parts of Europe include such issues as separate or integrated provision for the older and elderly, the use of intergenerational learning, and incentives to keep older adults in the workforce.

Intergenerational programmes build on the positive resources that different generations have to offer each other and are an effective way to address such key priorities as building active communities, promoting citizenship, regenerating neighbourhoods and addressing inequality.

Intercultural competence, often termed a key skill, was recently included in the list of European Key Competencies[19]. It can be described as the competence that 'embraces knowledge, skills, abilities and attitudes which make it possible to cope with cultural variety at cognitive, emotional and psychomotor levels'[20]. The complete set of key competences is important for future European citizens in their working and social life. Communication in foreign languages, digital competence, and learning to learn matter for older adults as well as migrants to be active citizens. 54-65 year olds have to maintain these competences, and for younger generations there will be serious problems of exclusion if they do not.

For second and third generation immigrants combined intercultural and intergenerational learning will create chances to develop new identities - being a Dutch Turk for example - and a new career based on well-developed intercultural competence.

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[18] Lein, K. and Tremme, J.: Das Prinzip Generationengerechtigkeit, a publication by the Alfred Herrhausen Society: Generationen im Konflikt, 2000

[19] European Commission, (2005) Recommendation of the European Parliament and of the Council on key competences for lifelong learning, DG EAC Brussels

[20] Fischer, V. (2005), in: Adult education Embracing Diversity II, Developing Strategies for Mainstreaming Intercultural learning Based on Needs and Experiences, IIZ-DVV International Perspectives in Adult Education 53/II, Bonn

2.4. Issues and Actions to Take Adult Learning and Adult Education Forward in Europe

2.4.1 Quality and Development in Adult Education

Assessing the quality of provision in adult education is important, as throughout the educational spectrum. This can be done through various forms of audit, assessment, monitoring and reporting. However, due to the distinct, varied, and fragmented nature of adult education, especially in informal and non-formal learning, it is difficult to carry out fundamental quality assurance tasks.

Purposes of quality assurance include:

- To ensure a high level of learning outcome relevant and appropriate to the needs of the learners

- To ensure the efficiency of the learning process and its organisation, with targeted use of resources

- To ensure transparency about educational provision for learners

- To ensure transparency about learning outcomes for learners and other actors, facilitating the recognition of learning achievements and transition between different learning pathways (see next section)

- To make learning more attractive and increase motivation, especially for disadvantaged groups

- To enable equal access to learning for all.

To meet these requirements[1] quality assurance must be applied at three different levels. Each requires adjustment in the way that quality assessment tools are applied.

The first is at organisational level. Quality management models have been introduced into adult education organisations in many countries, most, such as ISO and EFQM, adopted from the business sector. They concentrate on organisational processes rather than on quality of outcome. Many institutions are unable to cope with the administrative workload that such quality assurance models bring[2].

The second level is the learner level where the main concern is how to assess and document learning outcomes. Some initiatives are under way to develop tools that will help to recognise quality in informal and non-formal learning[3]. These developments should be further promoted as a means of making learning outcomes visible to learners and other stakeholders.

The third quality assurance level is at system level. How does quality assessment figure in legislation? In some countries dedicated institutes or expert bodies support the development

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[1] cf e.g. World Bank, *Lifelong learning in the global knowledge economy – challenges for developing countries*, 2003, p 65 ss

[2] This has been reconfirmed by current European projects on the issue such as the still running Leonardo da Vinci project "Managing Quality of Adult Education in Europe" http://www.managingquality.lv/12partners.html

[3] cf. inventory at www.ecotec.com/europeaninventory/

and monitoring of adult education and learning[4] – some are government-appointed like the Finnish Adult Education Council, some are NGOs such as the National Institute of Adult Continuing Education (England and Wales), the German Institute for Adult Education, and the Slovenian Institute for Adult Education.

This study suggests the following conclusions.

- Adult education at national level should be seen as an educational field in its own right, with appropriate attention in terms of monitoring and quality assurance.

- A European level working group could be established to elaborate a quality assurance framework for general adult education.

- Quality monitoring systems in adult education should attend more to learners and learning outcomes. Models for the assessment and recognition of prior learning may help.

- Policies should be developed to link existing national models for the recognition of prior learning more to the European Qualifications Framework, increasing comparability and transparency.

Monitoring learning processes and outcomes alone is not sufficient. It is vital that adult education staff are allowed to develop professionally so that they can provide the highest quality service. This is considered further in 2.4.7 below.

2.4.2 Recognising and Validating Other Forms of Learning

The recognition of non-formal and informal learning is part of a larger debate about the knowledge society and lifelong learning. It is also part of political and inter-ministerial discussions at national and European level. There is no simple agreed definition. It includes a wide range of policies and practices in different settings, sectors and countries. It also touches social and institutional values, and challenges professional roles, functions, expertise and responsibilities.

It thus represents a fundamental challenge to existing policy and practice. We should not underestimate the radical nature of this practice to most practitioners and managers of adult education and lifelong learning in all its settings[5].
Overlaying the diversity of institutional practice is a wide range of needs, purposes and aspirations from the individual's perspective. These include recognition to

- Develop self-confidence, self-awareness and/or self evaluation skills

- Verify appropriate practice in voluntary work

- Make explicit learning from work placements, exchanges, social action

- Enter or re-enter employment,

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[4] European Report on the Quality of School Education (2000) European Report on Quality indicators of Lifelong Learning: 15 Quality indicators. (2002), Fundamentals of a 'Common Quality Assurance Framework' (CQAF) for VET in Europe (2004

[5] Davies, P. (2005) REFINE: Recognising Formal, Informal and Non-formal Education. Final Project Report and VALIDPASS Proposal. Belgium: EUCEN Available at:
http://www.eucen.org/REFINE/CountryFinalReports/PATRefineFinalFullReportandProposaltoEC.pdf

- Enter formal training or non-formal learning opportunities

- Make progress or get promoted in work

- Obtain part or all of a formal qualification

- Transfer qualifications gained in other contexts at other times

- Accumulate skills, part-qualifications and competences into a coherent package

As this list suggests, processes and practices vary according to the purposes. They may or may not result in a formal certificate of competences. Issues of recognition also vary between different kinds of institutions.

Adult learning and recognition in universities

In university lifelong learning or adult education, the purpose is often to obtain entry to a programme of study without the usual entry qualifications, or to obtain part of a diploma. In some countries such as France and the UK this is already possible to a certain extent. In others it is legally impossible.

Recognition in vocational training

In most countries in Europe there is considerable reform under way to shift the base of vocational training to competences and outputs rather than knowledge and inputs. Reform of this kind should make the recognition of non-formal and informal learning easier, but so far the take-up in most countries is patchy.

Occupation-specific training is not generally included in the notion of adult education, but a great deal of teaching and learning of general and transferable vocational skills and competences is carried out in adult education centres, for example language and computer skills training. Some of the European tools in these areas are designed to include a major element of self assessment.

General adult education

Very little formal recognition of non-formal and informal learning occurs in general adult education. It is however common for the non-formal and informal learning of the participants in adult education to be 'recognised' in the design and delivery of the learning programme. Often one of the main purposes of adult education programmes is developing self-confidence and awareness of the skills and competencies that the individual or group possesses.

Volunteering

Many adults volunteer, and many governments depend on volunteers to provide a range of social and community support services. It is acknowledged that the skills and competences acquired or developed through volunteering are important for other activities such as paid work and formal learning. Recognising such learning could be a bridge for volunteers to acquire qualifications or improve their professional situation. Secondly, governments are concerned about standards of practice in voluntary organisations, especially those working with children, old and vulnerable people; they are looking for some formal system to check minimum standards of practice among volunteers. Recognition of learning from the experience of volunteering and non-formal provision is a way of checking standards without professionalising the activity or undermining its voluntary nature.

Current developments and problems

A growing body of professionals can see benefit in developing different kinds of recognition arrangements for different purposes, and there is commitment and creativity for developing new practice. However, there are also problems including lack of awareness, lack of guidance and training, lack of funding, lack of provision, and in some countries legal barriers as well.

2.4.3 Basic Skills and Key Competencies - Emerging Issues

Until the mid-nineties, the traditional approach towards basic skills in Europe was generally narrow. Lack of basic skills was identified as a literacy problem; the successful completion of basic schooling implied possession of reading, writing and numeracy skills, which was mainly treated as a part of initial education.

Only the formal literacy of adults was taken into consideration. Governments and education authorities were convinced that more or less everything was in order, and that the problem existed mainly in third world countries. However the International Adult Literacy Survey (OECD, 1997; OECD, 2000) presented evidence of the nature and magnitude of literacy gaps in the OECD countries. From a quarter to over half of the adult population failed to reach the threshold level of performance considered a minimum for coping with the demands of modern life and work. Europe has some 72 million low skilled workers, one third of the labour force. It has been estimated that by 2010 only 15% of newly created jobs will be for those with low skills demanding only basic schooling, while 50% of such new jobs will require tertiary level qualifications.[6]

The challenge is focused by the knowledge economy. Even so, despite wide-ranging theoretical and strategic responses, practical responses are still narrow, approached from the viewpoint of the economic competitiveness of human resources. The development of key competencies to meet the requirements of the 21st century is burdensome for most countries. All the countries examined can show a skills surplus, meaning that adults possess higher skill levels than the present employment level requires. This is good for the growing knowledge economy in the short run but it raises the importance of 'use it or lose it' including in workplace settings. There has been no motivation to carry out European-level surveys similar to those carried out by OECD. However, one of the eight groups of the Commission's Concrete Objectives Work Programme dealing with basic skills and key competencies concluded that the key issue in the field of adult education is that all adults, particularly the less advantaged, should be enabled to develop and maintain key competencies throughout their lives.

Successful initiatives are characterised *inter* alia by thorough analysis, research into new methodologies, a cohesive infrastructure, provision of work-based training, making the needs of the learner a priority, and providing incentives to learners.

The 2004 report of the basic skills working group, and the proposal on the key competencies for lifelong learning, set out concrete recommendations and focused on how to approach the problem at a policy level. Also NGOs have started European-level work in basic skills development, an example of which is the European Civil Society Platform on Lifelong Learning project run by the

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[6] OECD (1997) Literacy Skills for the Knowledge Society: Further Results from the International Adult Literacy Survey. Paris: OECD. OECD (2000) Literacy in the Information Age: Final Report of the International Adult Literacy Survey. Paris: OECD.
And see: " Progress towards the Lisbon objectives in Education and Training – Report based on indicators and benchmarks – 2006" SEC (2006)639 of 16.05.2006

EAEA and the fact that the EAEA chose basic skills and key competencies as the subjects of the Grundtvig Award in 2004. The project, entitled Promoting Social Inclusion Through Basic Skills Learning, formulated and tested working tools to promote key competencies at regional and local levels, with contributions by eight countries

Implications for action

Desirable actions include the following.

- Reducing the significant differences between member states in the field of basic skills and key competencies
- Reviewing adult learning practice and developing basic skills and key competencies activities integrated into the basic activities of all kinds of adult learning providers.
- Advocacy work to present the results and good practice of more advanced member states for others to learn from and use.
- extensive dissemination to understand and use good practices collected so far with the support of the Commission.

All this requires detailed surveys and developmental working programmes.

2.4.4 Active Citizenship and Adult Learning

The total potential of a society's active human capital is an important economic value, but in addition the quality and extent of civic-mindedness, trust and participation forms the basis of civil society. In most of the new member states of central and eastern Europe, civil society is marked by rather sparse participation in public life, and distrust of public institutions, a legacy of the previous centralised regimes. Civic participation is still lower than among the earlier EU fifteen.

As a determinant of economic growth, active citizenship builds social capital which has received much attention in the last decade, including from OECD and the World Bank.[7]

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[7] See more:
- Social capital and Human capital in the Knowledge Society, Conference documents, 2002 DG Employment and Social Affairs
- Investing in human capital ESCFIN/634/02-EN Commission)
- The Well Being of Nations: The Role of Human and Social Capital OECD, 2001
- Integrated Questionnaire for the Measurement of Social Capital World Bank Social Capital Thematic Group, 2003

The OECD publication (2001) defines the human capital as: " The knowledge, skills, competencies and attributes embodied in individuals that facilitate the creation of personal, social and economic well-being" p.18. The human capital is the property of individuals while social capital is the property of groups, communities and organisations. Social capital:" networks together with shared norms, values and understandings that facilitate co-operation within and among groups." Quoted from: Tom Healy Social Capital and Lifelong Learning, Lline, 1/2002. p. 5.

Summaries of the differences between the two forms of capital quoted from Tom Schuller: Lifelong Learning as the Social Construction of Knowledge, Lline, 1/2002. p. 35.

Schuller summarises the differences between the two forms of capital

	Human Capital	Social Capital
Focus	Individual agent	Relationships and networks
Measures	Duration of schooling Qualifications	Attitudes/values Membership/participation Trust levels
Outcomes	Direct: income, Productivity Indirect: health	Social cohesion/stronger Networks Economic achievement More social capital
Model	Linear	Interactive/circular

Individual social capital may enable the individual to reap market and non-market returns from interaction with others, so long as it includes 'bridging capital' that enables those from disadvantaged groups to access other networks.

A comprehensive approach includes active citizenship learning support in youth and adult education, vocational training and higher education. Non-formal sites for learning active citizenship include civil society, families, media, NGOs, enterprises and local authorities. Access to adult learning centres with a range of accurate information and advice on education and other matters would also help develop active citizenship.

Issues of active citizenship have come to the fore since the Memorandum on Lifelong Learning was released. Its importance is universally acknowledged but little has been done to have it recognised, enforced and extended into the practice of lifelong and adult learning. A high level and quality of active citizenship carries special social benefits, an attribute of European society without which it will be impossible to maintain and improve global competitiveness and a safe and successful market economy.

Since the beginning of the 21st century interest in education for democratic citizenship has been renewed. Parallel initiatives in the field are taking place elsewhere in Europe as well as internationally[8]. In established democracies and in newly established democratic states such as those of Eastern and Central Europe, there is recognition that democracy is fragile. It depends on the active engagement of citizens, not just in voting but in developing and participating in sustainable and cohesive communities. This applies to the 25 member states of the EU as well as to a wider circle.

Civil society organisation workforce as share of economically active population, by country Johns Hopkins Comparative Nonprofit Sector Project

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[8] Global Civil Society An Overview Lester M. Salamon, S. Wojciech Sokolowski, Regina List
The Johns Hopkins Comparative Non profit Sector Project, Baltimore, USA, 2003

According to the survey carried out by the Commission in 90s, the proportion of employees in the non-profit sector varies by country and sector and is between 3-10% of the total employment[9].

Learning active citizenship is part of the fight against discrimination, embracing all citizens including the unemployed, underlining the importance of the citizenship dimension, and bringing into force an anti-racism directive. The knowledge economy also needs citizenship skills including private and public services, consumers as well as employees. Renewed governance of adult learning institutes contributes to the citizenship skills of their clients:

Adult learning cannot succeed without comprehensive identification, integration and development of adult learning activities for active citizenship. Winning visible and measurable active citizenship benefits and integrating its indicators will bring many other benefits.

2.4.5 Local Learning Centres, Partnerships and Decentralisation

Local learning centres (LLCs) and local learning partnerships (LLPs) are important for adult learning. In rural corners of each country we find many of the same features of accumulating disadvantage. Many people feel isolated from the rest of the world, they have not heard of lifelong learning and may still live in a different place and time today. The globalised world is only perceived as negative effects. They are in too disadvantaged a position to join in global development and profit from its benefits. Rural local learning centres are poor by comparison with those in urban areas. Linking local community and local learning to national and global processes is one key to sustainable development, to which adult learning can contribute massively.

Learning cities and regions are promoted from the viewpoint of knowledge economy, regional competitiveness and innovative and sustainable economic development[10]. It is insufficient simply to improve individual learning. Individual learning must be translated into organisational learning with significant economic growth benefit. This does not just mean learning within companies, but linking to wider learning processes. in a wider circle, enhancing the stock of social capital in the region.

OECD summarises valuable local experience in the Local Economic and Employment Development Programme (LEED) programme[11]. Another aspect looks at the connection between local and regional economic competitiveness in the context of public governance. A key issue is decentralisation and relations between central and regional level government.

Four elements are necessary[12]:
- ensure that local authorities are empowered,
- preserve the negotiating power of the central government vis-a-vis other actors,
- make good contractual arrangements, and
- ensure transparency of process, opening contractual negotiation to public participation.

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[9] Communication from the Commission on promoting the role of voluntary organisations and foundations in Europe, 1997

[10] Cities and Regions in the New Learning Economy Education and Skills. OECD, Paris 2001

[11] Evaluating Local Economic and Employment Development. How to Assess What Works Among Programmes and Policies Local Economic and Employment Development. OECD, Paris 2004 See more on the LEED website http://www.oecd.org/department/0,2688,en_2649_34417_1_1_1_1_1,00.html

[12] Building Competitive Regions. Strategies and Governance Organisation for Economic Co-operation and Development, Paris 2005

In most countries there is no system to promote the creation and increase of local learning partnerships. There have been numerous initiatives aiming at launching LLPs through learning cities, learning regions projects and movements as well as networks[13]. They prove that LLP increases learning accessibility, although one of the main obstacles still remains the provision-centred approach instead of a demand-oriented one[14].

Partnerships also make education more efficient. The most successful partnerships form a horizontal and network structure. Little information is available on the success of different approaches, but the biggest problem is that the partnerships end after the projects finish, and the results get lost.

What is needed is to link different forms and levels of learning and integrating numerous elements such as job coaching, validation of prior learning, social enterprise initiatives, guidance, traineeship, probation periods, action learning, how to start your own business in the name of the concept of the 'networking society'. Mobile arrangements as well as open and distance learning, using existing facilities in rural areas such as school buildings, community, religious centres, libraries etc, hold promise for the future.

Conclusions:

Local learning centres and partnership are yet to be built into a coherent lifelong learning policy Despite the numerous partnership and network initiatives of recent years, they remain occasional, interest-driven and short-lived. Policy development and local implementation are still lacking.

2.4.6 The Research Base for Adult Education and Learning

This section urges the mapping of deficiencies in research on adult learning, continuing education and lifelong learning, using the European Research Area's vision for the future to increase the number, role and significance of useful educational and lifelong learning-related research studies.[15] In general research planned at European level is growing rapidly in significance and scale. It is important that adult learning features strongly here.

The EU European Research Area programme, and Research Programmes 6 and 7, can be the basis for reform and new initiatives in educational and lifelong learning research also. While the 6th Framework Programme increased the overall budget by 17% compared with the 5th Framework

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[13] Developing local learning centres and learning partnerships as part of Member States' targets for reaching the Lisbon goals in the field of education and training. A study of the current situation European Commission DG EAC – Universiteit Leiden, Leiden 2005

[14] See the collection of the experiences in Germany:
- Implementing the strategy for Lifelong Learning. Catalogue of the exhibition accompanying the conference „Regional Partnership for Lifelong Learning" – Berlin, November 8-9, 2004 Bundesministerium für Bildung und Forschung / Federal Ministry of Education and Research (BMBF), Bonn, Berlin 2004
- Learning Regions – Providing Support for Networks. Programme Presentation Bundesministerium für Bildung und Forschung / Federal Ministry of Education and Research (BMBF), Bonn, Berlin 2004
- Other resources: www.obs-pascal.com

[15] See:
- European Adult Education Research - Look towards the future, 2004 ERDI General Assembly, 2004 Switzerland
- Research challenges of lifelong learning at universities in the countries of Central and Eastern Europe University Continuing Education as a field of research in the extended European Union 4th International Conference on Quality Development in Postgraduate Education 28 - 30 April 2005

Programme, the overall budget for Human Resources and Mobility (the Marie Curie Actions) increased by approximately 70% compared with the previous Framework Programme, to a total allocation of 1.58 billion euros. The aim is to reach the objective set by the March 2002 Barcelona European Council, increasing the average research investment level from 1.9% to 3% of GDP by 2010, two thirds from the private sector. This means increasing research investment at an average rate of 8% every year.

New lifelong learning paradigms and practices have to be underpinned by series of surveys, analyses and research which feeds innovation in the understanding and practice of lifelong learning. We make five suggestions, echoed in Part 3 below, to promote stronger research co-operation especially between universities in the field of lifelong learning at European level and beyond.

- *Concentrate on a small number of more targeted topics*
- *Map excellence*
- *Train and support the mobility of researchers*
- *Develop research infrastructures*
- *Boost private investment in research*

The Seventh Framework Programme – possible research issues

The following multidisciplinary issues could be contributed from an adult and lifelong learning perspective to the Seventh Framework Programme:

- How learning theories help to explain how people respond and adapt to change
- The conceptualisation of lifelong learning in relation to the knowledge society, cultural diversity, globalisation and competitiveness, interdependence and sustainable development
- Educational approaches and pedagogies vis-a-vis health and environmental awareness
- Pedagogies, structures and processes to learn and support active citizenship, gender empowerment, work roles, and creativity, in a just learning society
- Relationships between educational participation and family socio-economic status
- Comparison of pedagogies in different cultures, times and spaces
- Migrant communities, language, access to and participation in education
- The responses of education and training to changing demography
- Relationships between education, lifelong learning and the reduction of poverty
- Engaging marginalized groups as a non-formal learning resource and for participation in public decision-making in civil society.

2.4.7 The Training and Development of Adult Education Personnel

Enormous changes in learning and teaching methods, new learning offers and environments, the need to combine formal, non-formal and informal learning, to develop guidance and counselling, and to widen participation in practical ways: all of these require high quality adult education staff. This meaning changing and expanding work roles and activities. This has yet to become a priority.

The personnel include a wide range of different actors with different work, occupational status and educational backgrounds, not only teachers and trainers. There are managers, course planners, counsellors, and administrative staff to include. Only a minority of adult educators are employed full-time and exclusively in adult education. Others rely on free-lance work in the field of adult education, where employment is insecure, and for others adult education is just one part of their activities within a defined job; or a secondary occupation

beside their regular job. Their professional development must take all these groups into account, as well as those who are not considered as adult educators at all, or do not so consider themselves, but whose activity contributes to the realisation of adult learning.

There is little data and few studies available to sketch the state of this profession and its development at national or European level. *Six activity fields* can be identified important for the professional development of adult education[16]: *teaching; management; counselling and guidance; media; programme planning; and support*. For some their relevance for adult education has developed only recently. These fields are differently shaped in the different European countries, and are changing at different speeds.

Teaching The notion of teaching, the classic activity in adult education, is changing: with a paradigm shift towards being learner-centred the role of the teacher becomes more that of coach, facilitator, and moderator. New skills are required for planning the settings for new learning environments, for integration in the classroom of learning techniques based on ICT (e-learning, blended learning), and to guide adult learners in their personal learning process. These new requirements are the more challenging because most courses in adult education are given not by qualified adult educators but by school teachers lacking experience with adult learners, or experts with no pedagogical background at all.

Management has only recently become recognised as an adult education activity field in many European countries. Managers of adult education centres and institutions need skills and competences to manage quality, staff development and educational marketing, while fund-raising, project management and the building and steering of regional cooperation networks have become important.

Counselling and guidance: from a lifelong learning perspective adult learners need support in analysing their learning needs and finding appropriate offers. This includes setting up and updating information systems and data bases, checking information on learning offers, and guiding learners throughout the learning process, counselling in the case of learning problems, evaluating learning achievements, validating individual competencies and the recognition of prior and experimental learning.

Media use is a distinct fast-developing field involving the production and use of learning software, cooperation with IT experts, and developing teaching and learning opportunities with interactive media and on the internet.

Programme planning is often equated with planning an offer by an educational institution, but it also involves a broader and more differentiated spectrum of activities and related competences, for example programme planning in cooperation with local authorities, associations and other educational institutions, and the integration of adult education into relevant parts of regional development programmes.

Support is a broad activity field, not so far a main concern for professional development in adult education. It involves technical, administrative and organisational support of adult learning, and such diverse activities as answering phone enquiries by potential learners, administering course registration, and providing classroom equipment. These staff may not consider themselves or be considered adult educators, but the activities direct affect the quality of adult education provision.

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[16] These field of activities have been identified by a European Research Group on Competences in the Field of Adult and Continuing Education in Europe which was initiated by the German Institute for Adult Education in October 2005 (publication forthcoming).

In these fields we know relatively little about the concrete activities that adult education staff perform, or about the skills and competences needed. There is no precise understanding of how adult education-related activities are combined in specific jobs. In some European countries like the United Kingdom[17] and France, competence profiles have been developed for specific activity fields, normally with a focus on vocational adult education and training. In others there are promising initiatives and projects running[18]. Competence profiles are needed for all groups of adult education staff, as a prerequisite for developing adequate initial and further education training programmes.

In some countries such as Germany proper initial education exists for some adult educators in the form of university degree courses leading to a diploma in adult education, mostly structured in a way that students obtain competences relevant to a wide range of activity fields. Alternatively study programmes at an advanced level specialise in a particular area such as educational management. Continuing training, if offered at all, is usually in-service, arranged by the provider organisation. The qualifications thus generated are diverse, hardly comparable, and lacking transparency for quality.

More initiatives are needed in this underdeveloped sector[19]. Comparative studies would help in identifying and disseminating best practice. Important questions remain: how to reach and motivate those who are not full-time professionals; and how the quality of training can be evaluated and assured. To achieve high quality level professionalism among adult education staff, a common European framework of competences is desirable. This is needed also for adult education itself, as a prerequisite for developing adequate initial and further education programmes, and as a quality reference and competence framework covering not only adult education teachers and trainers but all who enable and support the learning of adults, formal, non-formal and informal. Such a European framework is all the more necessary, given the very different situations and approaches to professionalisation across Europe.

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[17] For the activity field "Teaching" see the "Standards for teaching and supporting learning in further education in England and Wales". For "Management" see the "National occupational standards for leadership and management in the post-compulsory learning and skills sector" (2005) published by Lifelong Learning UK

[18] E.g. in Luxembourg a profile „adult educator" is being discussed (see Luxembourg's Progress report on the follow-up to the 2002 Council resolution: Implementing Lifelong Learning Strategies in Europe, 2003, p. 5); in Belgium (Flandern) an occupational profile for "experienced trainers for adults" has been developed (see Flandern's Progress report on the follow-up to the 2002 Council resolution: Implementing Lifelong Learning Strategies in Europe, 2003, p. 22

[19] E.g. in UK training material has been developed for teaching and training in adult and community education, in Italy professionalism of adult education staff should be promoted through the project "Teacher Expert in Adult education/Training", in Finland in a programme for increasing teacher training (2204-06) the expansion has been especially focused on teacher needs in adult education, in Austria the initiative "Weiterbildungsakademie" aims at developing a modularised further education and qualification system for adult education staff; the Grundtvig project Pro-Sal (2006-07) aims at setting up a training course for administrative staff. Finally, to initiatives are underway to develop European study programmes at Master level specifically in Adult Education (Grundtvig Project TEACH and Erasmus Project EMAE).

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2.5. European Level and Global Co-operation in Adult Education

This concluding section considers internationalisation and internationalism in adult education and lifelong learning. It uses Unesco as a brief example, but the discussion could include many other intergovernmental and non-governmental organisations (IGO and INGOs) that are active in this field.

Unesco's five World Conferences on Adult Education at Helsingör 1949, Montreal 1960, Tokyo 1972, Paris 1985 and Hamburg 1997 were milestones in the development of adult education as a separate field of education requiring its own regulatory and institutional framework of policies, legislation and financial arrangements which would also strengthen the profession through pre-service and in-service training, research, methods and media. In 1976, Unesco put these together in its *Recommendations on the Development of Adult Education*.

This anticipated extraordinarily clearly the view of adult education that still prevails today, as both a late phase of the education continuum and a separate component or sector of education. The large integrative picture sketched in the seventies is none the less still needed today, in the different context of the 'global knowledge society'.

The work of OECD is also of great importance. As early as the end of the sixties it adopted the term *recurrent education* as a route to lifelong learning. The OECD is now more than ever a proponent of lifelong learning. Its numerous research studies are significant milestones in conceptual development.

Globalisation means that issues important to Europe are also being addressed in 'smart' competitor regions, not necessarily carrying the same historical baggage as Europe that can be a barrier to change. On the other hand, wise tolerance and valuing of tradition and diversity, which builds on the indigenous wisdom and expertise of European ways, may provide the essential underpinnings for carrying recommendations through into successful and sustainable action.

Another Unesco document evidencing both agreement and hesitancy among national education policies summarised the deliberations of the Delors Commission in 1996 as *Learning: the Treasure Within*. The key demand was for learning throughout life, built on the concept of the four pillars of learning - to live together, learning to know, learning to do and learning to be - that were put forward in the Fauré Report of 1972[1].

The Fifth Unesco World Conference ended with the Hamburg Declaration on Adult Learning, marking the paradigm shift towards learning and the learner for both young people and adults. The *Agenda for the Future* called for actions such as 'adopting legislation and other appropriate means, recognising the right to learn of all adults, proposing an enlarged vision of

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[1] "First, education is a basic human right and a universal human value: learning and education are ends in themselves, to be aimed at by both individuals and societies and to be promoted and made available over the entire lifetime of each individual. Second, education, formal and non-formal, must serve society as an instrument for fostering the creation, advancement and dissemination of knowledge and science, and by making knowledge and teaching universally available. Third, the triple goals of equity, relevance and excellence must prevail in any policy of education, and the search for a harmonious combination of these goals is a crucial task for all those involved in educational planning and practice…(….) Sixth, education is the responsibility of the whole of society: all persons involved and all partnerships - in addition to those incumbent on institutions - must be taken fully into account." Jacques Delors et. al.: Learning: the treasure within. Report to UNESCO of the International Commission on Education for the Twenty-first Century. Paris: UNESCO 1996, p 96

adult learning and facilitating co-ordination between agencies'. These implied far-reaching and integrated reform in all sectors of education[2].

The *Action Programme* of the World Education Forum in Dakar in 2000 set out six goals for adult education that apply to the global community. Two are still far from being achieved even in the majority of industrialised countries[3]:

- Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skill programmes
- Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.

The World Bank played a leading role in the 2000 World Forum, stressing the significance of lifelong learning for the information and knowledge society, and of adult and continuing education for the process of change in countries in transition, using the term, *adult non-formal education*[4].

There are several reasons why little has followed the initiatives put forward by international organisations. First, some ignore the basic legal principle of national education policy expressed in the subsidiarity rule. Secondly, the language is sometimes difficult to translate into legislative and regulatory texts. Thirdly, recommendations on adult education need commitments which require political will and tenacity.

The Commission needs to address these realities for its lifelong learning strategies to succeed, and to give full play to openness, persuasion, dialogue and exchange, as well as showing patience and tenacity.

Europe and the global scene

The place of Europe has changed completely and will change even more in the future. As G8 becomes G10 the EU will have a smaller part, while the number and diversity of co-operators and competitors will also grow. The citizens of Europe have to prepare for more pro-active participation in global governance. Lifelong learning is important in maintaining the EU's global role. Adult learning programmes within EuropeAid[5] have to be given priority, first within the integration process and the European Neighbourhood Policy, which is of interest in economic and safety terms. The contribution of ETF and EuropeAid within the EU, and extensive co-operation with the OECD and the World Bank in adult learning are needed.

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[2] "Recognition of the right to education and the right to learn throughout life is more than ever a necessity… The new concept of youth and adult education presents a challenge to existing practices because it calls for effective networking within the formal and non-formal systems, and for innovation and more creativity and flexibility. Such challenges should be met by new approaches to adult education within the concept of learning throughout life. Promoting learning, using mass media and local publicity, and offering impartial guidance are responsibilities for governments, social partners and providers. The ultimate goal should be the creation of a learning society committed to social justice and general well being." CONFINTEA: Adult Education. The Hamburg Declaration. The Agenda for the Future. Hamburg: UIE 1997, pp 2-3

[3] EFA Dakar Goals. In: Education for All. Literacy for Life. Paris: UNESCO 2005, pp 28-29

[4] David H. Fretwell, Joe E. Colombano: Adult Continuing Education: An Integral Part of Lifelong Learning. Emerging Policies and Programs for the 21st Century in Upper and Middle Income Countries. World Bank Discussion Paper, April 2000, pp iv-v

5. EuropeAid Co-operation Office's mission is to implement the external aid instruments of the European Commission which are funded by the European Community budget and the European Development Fund See more: http://ec.europa.eu/comm/europeaid/index_en.htm

Part 3. Conclusions and Recommendations

Once again it is emphasised that the study, both in depth and in size, could not have elaborated on the full range of issues in the interconnections of Adult Learning. All assignments have to be concluded at one point, even if temporarily. This is an overview that focuses on the most significant interconnections in the light of the Communication on Adult Learning, and implies a number of tasks for the future not only in terms of the further mapping and exploration of the themes raised or untouched upon in the study but also in terms of further tasks to be completed in practice in the field of research and development, training, publication and policy development. Following the main themes of the study, the main issues, trends and findings are systematised. On this basis, we draw the conclusions in terms of implications and requirements regarding necessary actions and the two elements are summarised in a policy message.

3.1 Grundtvig programme and beyond

Current trends and findings

Grundtvig has been an important programme for enhancing the profile of adult education and giving it tangible encouragement and support. This is not enough, however. A central theme of this study is that in a lifelong learning era, recognition and support for adult learning must permeate all policies and all fields of activity. It cannot be segregated into its own ghetto while the big moneys flow into VET programmes, or indeed into other areas of infrastructure-building and research and development distanced from education.

To avoid a two-speed Europe, and building a vigorous European Social Model, requires minimising the learning gap and learning divide within the EU. This means thinking more widely than just about Grundtvig and its relation to other programmes such as Leonardo. The relation between programmes such as Leonardo, Comenius, Erasmus and Grundtvig has to be more flexible and creative.

Implications and requirements for action

We have to create means through which the Grundtvig programme can become a major tool for realising objectives first set in the phase of the Lisbon process that continues until 2010, and secondly between 2007-13 and the new generational phase afterwards.

Attention should be given to creating more transferable developments, and useful shared databases. We need to enhance visibility, efficiency and effectiveness not to mention promoting the usefulness of project results and entering fully into the mainstream. A massive dissemination and guidance infrastructure is needed to reduce differences and drawbacks between member countries through learning partnerships.

Policy recommendations

More fine-tuning, and better co-ordination, between the sub- programmers of Integrated Lifelong Learning Programmes is strongly recommended, not only at European level but also at national

level, between national agencies and engaged ministries - not necessarily only those with portfolios for education.

The Commission regularly encourages innovation, development and cost effectiveness and this should be applied to the EU itself. Effective support for lifelong adult learning means that core EU Structural Funds, especially the European Social Fund and the much larger resources spent by and through the member states must incorporate the more integrative perspectives promulgated here.

Members at national and local levels also have to respond as well as the Union. From 2007, a new programming round for the Structural Funds will begin. In preparation, a completely new set of regulations governing the operation of the Structural Funds is currently being debated. These new regulations introduce some of the biggest changes in the operation of the Structural Funds for more than a decade.

There are many other grant opportunities and budget lines belonging to other European DG's (employment and social affairs) in which adult education can be part of project applications.

Existing action such as Town Twinning, Promoting Active European Citizenship, and the Programme of Community Action in the field of Public Health could win through a stronger contribution from the side of adult education, but it is essential that policy makers have more information and knowledge to stimulate this.

An essential requirement is to make the needs of adult learners, and the economic and social benefits that result from high quality provision, much more visible and much better documented. EAEA through this study and in other ways stands by the EU in its wish to advance this purpose.

3.2 Major findings: On the way to the five key messages

- Coherence and structure of adult learning

Current trends and findings

Adult education has lost its valuable tradition in as much as it came to life and became a diverse activity in Europe as a tool of civil society-based voluntarism and community and personality development of democratic society. The necessity and development of diversity protection is not the same as what is also true, namely that adult learning is not visible and seems to be institutionally fragmented.

Adult education tends to be more institutionalised and firmly structured in northern European countries, often as a specific part of the education system in its own right. In southern countries it tends to be more flexibly linked to other educational sectors or societal movements, taking place to a higher degree in working and social life contexts, for example as community-based learning, rather than through established institutions. The process of institutionalisation in the Mediterranean region since Lisbon (2000) seems to be more heavily focused on labour market interest. In the new member countries – in spite of rich traditions of the past, and bearing in mind differences of individual countries – adult learning is simply considered as the tool of vocational teaching. The civil society is relatively weak and most of

the new member countries haven't established a new, fully compatible adult learning system in line with the Western traditions and current practice.

This fragmentation implies a need for more effort at policy co-ordination, making efficient and comprehensive monitoring of the whole field of adult education difficult. It also makes transnational comparison especially difficult, since the field is structured differently from country to country.

While many countries appreciate the efficacy of VET in encouraging the employability capacities of disadvantaged groups, less attention has been given to the transformative and integrative power of broader, non-vocational learning opportunities which can improve the motivation, health and self-esteem of disadvantaged people, providing a route into the mainstream.

The wider benefits of lifelong learning are gaining recognition in some countries, but as we have noted above, and to an increasing extent of late, in the majority of countries, education and training for disadvantaged adults is seen primarily as a means of access to and progression in the labour market.

Demand-centred causes of non-participation include lack of motivation and confidence, problems of social exclusion, and lack of information about possible opportunities. Supply-centred causes include barriers such as a lack of guidance and counselling, and the high cost of learning. Those outside employment are not in a position to benefit from work-based learning, and those in low skilled work often find the same problem.

Participation in adult learning is very low. In non-formal learning for the 25-64 age group it is four times higher than in formal learning, and is even higher in informal learning. Inclusion and motivation can be best tackled in non-formal and informal learning. To become priorities these need better identification and assessment of learning outcomes. In an extensive model of learning the majority learn in small volumes and not intensively and this needs to change.

The new demography has far-reaching consequences as there are fewer employees to pay taxes and more retired people draw pensions and use health, nursing and related services more heavily. A 'pensions crisis' and a health budget or 'care for the elderly' crisis loom in many places while adult education suffers greater competition for public expenditure from health, welfare and other portfolios. Meanwhile it becomes necessary to keep people active and employed longer for economic reasons and up to date and with the appropriate skills for work. Adult learning can contribute to these measures.

The other big change concerns migration: internal mobility within the Community, and inward migration. Immigration can be seen as the counter balance to an ageing population in Europe. However, it is not as simple as the incoming migrants filling the holes in the labour market left by the ageing workforce. Rather, despite many countries' immigration policies requiring a certain level of skills for entry, there are many knowledge and skills requirements for the new residents. Practices vary by country, but adult learning that serves social integration, as well as intercultural learning, definitely has greater and greater significance in Europe.

The territorial aspect including decentralisation, using networks of providers at local and regional levels, and linking learning sites, is one key to the increase of social capital, and the development of competitiveness and economic innovation. The linking of social economy, third economy, protected labour market employment and learning and social welfare

programmes is included, strengthening the relationship with local economic development. An important goal is better institutional governance in the public sector as much as transforming private corporations into learning organisations.

Implications and requirements for action

Adult learning should be made a central value in Europe.
The benefits of adult learning have to be made visible to the individual learner, corporations, and different levels within public authorities, learning providers and social partners and civil society actors. This would be possible through extending the practice of learning festivals, increasing information and guidance services, and using movement and informal networking as well as modern marketing techniques and the media.
The development of new legal regulations that include the concept of lifelong learning for all is needed. This also means the inclusion of financial incentives and the priority of non-formal learning from the point of view of planning, financing, monitoring and assessment.

Working to remove practical infrastructural barriers alone is not sufficient. Participation can also be increased by making a shift towards informal learning, and in turn exploiting the learning potential of places such as social houses, cultural institutions and community organisations as well as ensuring that such learning achieves the recognition that it deserves.

A significant increase in access is necessary. Public authorities and civil society organisations should launch large-scale basic skills and key competencies programmes with wide involvement, reaching local community levels. This will be a benefit for both social cohesion and integration as well as employability.

Policy recommendations

The following factors may be useful generally for developing adult education legislation, allowing for the diversity found across Europe:

- Adult education takes people's individual needs and the market conditions of industrialised societies as a starting point

- The content and approaches adopted by adult education must be redefined accordingly

- Organisationally, adult education constitutes a separate sector of education closely tied to and balancing up preceding phases of education

- Adult education needs to work with the other sectors of education and academic institutions in each country.

- In terms of content and organisation adult education is to be seen as part of lifelong learning

- Its content may be political, vocational and general education; and combined models deserve special support

- It is an entity with a pluralistic structure, where sponsors and providers acknowledge the principle of equal status and value

- Pluralistically structured adult education work operates as a network through co-ordination and co-operation

- From a governmental and institutional point of view adult education is a public responsibility fulfilled by both public and non-public institutions

- Because adult education is a public responsibility, the state and its agencies have an obligation to provide appropriate funding

- Subsidies may only be given to bodies serving the interests of society as a whole and open to participants regardless of their political and social views, not to those pursuing exclusively commercial ends

- Employment in adult education calls for professionalism, guaranteed by suitable professionalisation measures

- Funding must be guided by principles of national coverage and the provision of basic facilities.

- Local community adult education establishments are best suited to providing basic facilities

Here we can take up number of areas for consideration in developing socially inclusive adult education policies and practices:

- Raising awareness of the benefits of adult learning to combat social exclusion

- Valuing non-vocational adult education

- Developing personalised learning programmes

- New learning partnerships to combat social exclusion

- Information, guidance and counselling

- Learning from ESF and Grundtvig Projects

More research on and dissemination of successful practice is needed to show how the wider benefits of learning, and inclusive lifelong learning strategies, can be planned, developed and implemented in all European countries.

- Investing in adult learning

Current trends and findings

In 2000 the Memorandum set the objective of significantly increasing investment in lifelong learning as well as improving its effectiveness. In reports of the Lisbon process found that there had not been significant step forward in terms of raising investment, what's more, it had seemed to have dropped or at best stayed the same. Within lifelong learning there is even less data available dealing with investment in adult learning.
We have to repeat that Europe has some 72 million low skilled workers, one third of the labour force. It has been estimated that by 2010 only 15% of newly created jobs will be for those with low skills demanding only basic schooling, while 50% of such new jobs will require tertiary level qualifications

National level financial structures or incentives that include non-vocational and non-job oriented adult learning can also be found only in very few countries. The implementation of incentives of developing the financing mechanism has started slowly but surely in the member

states. Numerous financing incentives have taken the form of pilot projects being only partially introduced in member countries. They use different methods of reducing taxes on profits, levy/grant schemes such grant disbursements, individual learning accounts, and learning vouchers.

Supporting adult learning mostly means funding the VET and labour market training activities. Support of non-formal and informal learning has been undervalued. All kinds of returns of adult learning have been analysed principally in terms of economic benefit only. Social capital enables the individual to reap market and non-market returns from interaction with others. High social returns generated by educational investment diminish the need for expenditure in other areas such as unemployment benefits, welfare payments, pensions, social insurance and healthcare.

Individual social capital may enable the individual to reap market and non-market returns from interaction with others, so long as it includes 'bridging capital' that enables those from disadvantaged groups to access other networks. High social returns generated by educational investment diminish the need for expenditure in other areas, such as unemployment benefits, welfare payments, pensions, social insurance and healthcare.

Implications and requirements for action

Much more visibility is needed on return of all forms of adult learning. Indicators and benchmarks for measuring the investments should be introduced. The incentives have to facilitate the decentralisation of financing and making connection of policies. The rules must transparently guarantee to consider both the economic and/or non-economic benefit of learning. There is a need to rethink the active labour market policy and focus much more on learning and training investment.[1]

Policy recommendations

A significant net increase of investment in lifelong adult learning is required, with dynamically growing co-financing, and incentives for low-skilled and disadvantaged groups in all forms of adult learning as a priority. An increase in co-financing by individuals, public authorities and corporations is inevitable, as is increasing financing efficiency at institutional, corporation, local, regional, national and community levels as well.

- Quality of adult learning provision

Current trends and findings

Europe has the most varied quality assurance practices by country, adult learning sector and provider. However, diversity is not always an advantage. The study's authors are not driven by the will to create uniformity, they simply state that the provisions and quality of services of uniform adult learning is impossible to assess and is not transparent since there are no common basic principles and general guidelines that would cover all forms of adult learning. This gets in the way of identifying, measuring and acknowledging learning outputs and the permeability of programmes offered by different adult learning providers. It is the adult learner himself and society as a whole

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[1] See the Swedish Adult Education Initiative

that mostly suffer the consequences of this. The lack of formal recognition of non-formal and informal learning that occurs in general adult education is especially problematic.

It is however common for the non-formal and informal learning of the participants in adult education to be 'recognised' in the design and delivery of the learning programme. Often one of the main purposes of adult education programmes is to develop self-confidence and awareness of the skills and competencies that the individual or group possesses.

A comprehensive approach to the quality of adult learning includes active citizenship learning support in youth and adult education, vocational training and higher education. Non-formal sites for learning active citizenship include civil society, families, media, NGOs, enterprises and local authorities. Access to adult learning centres with a range of accurate information and advice on education and other matters would also help develop quality .

Implications and requirements for concrete actions

All forms of adult learning have to be included in the **Common Quality Assurance Framework (CQAF)** whilst respecting the specific goals of each provider's programmes, accreditation procedure and autonomy.

The traditional distinction between vocational and non-vocational training should be broken down. It is urgent to link adult learning to the **European Qualification Framework (EQF)** and increase its potential with regard to key competencies, social competencies and personal competencies.
In order to increase competence transfer and mobility adult learning recognition and validation frames should be created compatible with **European Credit for Vocational Education and Training ECVET**, providing practical opportunities for credit accumulation and transfer, and an extensive increase in employment mobility.
A new set of competencies has to be created within those working in adult learning (full-time, part-time and on a voluntary basis). Staff training, further training and competence development in higher education are needed, including more international mobility.
All these aspects require detailed formulation.

Policy recommendations

- Adult education at national level should be seen as an educational field in its own right, with appropriate attention given in terms of monitoring and quality assurance.
- A European level working group could be established to elaborate a quality assurance framework for general adult education.
- Quality monitoring systems in adult education should attend more to learners and learning outcomes. Models for the assessment and recognition of prior learning may help.

Learning active citizenship is part of the fight against discrimination, embracing all citizens including the unemployed, underlining the importance of the citizenship dimension, and bringing into force an anti-racism directive. To maintain a cohesive society also requires a quality effort. The knowledge economy also needs citizenship skills including private and public services, consumers as well as employees. Renewed governance of adult learning institutes contributes to the citizenship skills of their clients. All this requires detailed surveys and developmental working programmes.

- Recognition of all forms of adult learning especially non-formal adult learning

Current trends and findings

The 'recognition of non-formal and informal learning' has no clear simple agreed definition and includes a wide range of policies and practices in different settings, sectors and countries. Individuals (learners and potential learners) are not always aware of the opportunities for recognition that exist and the concept can be totally foreign to them. There task of training staff is an enormous part of the process. The rules of validation and recognition are often very complicated and context bound. Provision is very patchy – varying by education and training sector, by region, by country and by target group. Only in France is there a single coherent entitlement for individuals and legislation that covers all sectors of education and training (although even in France development is not evenly spread across all sectors)There is a suspicion in some adult education circles that the movement to recognise non-formal and informal learning is not leading to increased valuing of such forms of learning but on the contrary is leading to the idea that only certificated learning is valuable or at least valued by society. In some countries there are legal obstacles to the development of formal recognition of non-formal and informal learning. There is also some resistance in some countries particularly among the professionals in formal settings such as vocational training and universities, on the grounds that it undermines the value of formal knowledge; in other adult education settings on the grounds that it undermines the value of learning for its own sake, the absence of formality, and the openness which are the great strengths of this sector; and in some voluntary organisations on the grounds that it undermines the voluntary principle.

Implications and requirements for action

Developing validation and recognition of different forms of learning is one of the biggest challenges in adult learning. It is a key tool for facilitating the shift from the current situation. More attention should be paid to disseminating the tools and practices that have already been developed at national and European levels rather than constantly (re-) inventing new tools and new procedures.

Legislation should be reviewed in all countries to remove barriers to the formal and social recognition of validated and certified non-formal and informal learning

Advice and guidance services need to be put in place that are not linked specifically and exclusively to one sector of the education system and those who work in such services need to be given more training at a higher standard.

New ways of financing and innovative ways of delivering recognition arrangements need to be found in order to make them accessible to the largest number of adults and particularly to those with the greatest need.
Marketing and dissemination activities need to be developed at all levels in order to raise awareness and understanding among adult learners of the possibilities that exist for recognition and validation and to stimulate demand.

Policy recommendations

The listing of all the activities that are to be carried out goes beyond the scope of this paper. Besides the national-level legal regulation, there is a need for a 'softer' approach at that level too, by presenting the success of learning output. It will be the managers, public officers and providers who mostly need guidance and counselling. Efficient governmental motivation of regulations and the existing tools can promote progress in this central and complex area.

Providers of adult education and the stakeholders of recognition arrangements need to be encouraged to work together across sectoral and institutional divides. Incentives to do so should be put in place at regional, national and European levels. The European Commission should fund at least some actions which require such collaboration.

- Indicators, benchmarks, concepts and statistics and research

Current trends and findings

There are a lot of deficiencies in the clarified common concepts and definitions in the field of adult learning.

The current statistical services are advanced in number of EU member countries even though a comparison is hardly possible among the most developed of these states. The shift from the traditional methods of statistical services based on the reports of the providers to the more client centred methods is too slow. The European Adult Education Survey has promised in this aspect to introduce new approaches. Following the Lisbon Process, a satisfying set of indicators and benchmarks in terms of a systematic development of adult learning in the framework of lifelong learning policy and as the tool of the Open Method of Co-ordination have not yet been introduced. If it stays at this level, any kind of recommendation or message remains mild rhetoric only.

There is also a gap in research on adult learning, continuing education and lifelong learning, using the European Research Area's vision for the future to increase the number, role and significance of useful educational and lifelong learning-related research studies. The focus of research of relevant international institute's (as for example CEDEFOP, OECD, World Bank) is on job-related training. However, there is an emerging recognition of the importance of the connection of adult learning and social cohesion.

Implications and requirements for action

The creation of an adult learning indicator and benchmark framework is needed (by 2010 and 2013, according to the goals of Lisbon and post Lisbon.[2] Without this tool, and the aforementioned priorities, without a gradual and voluntary introduction, we neglect the majority of participants in adult learning and will not have efficiently reduced the number of people who do not take part in any form of learning.

The national statistical offices are recommended to apply the methods of European Adult Education Survey in order to introduce new approaches and common methodology in monitoring and data collection.

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[2] See more on the draft "Common European Adult Learning Framework" for discussion at the website of the EAEA/ Policy

Priority should be given to **applied and basic research** within the European Area of Research. The number and mobility of researchers should be significantly increased, including incoming and outgoing researcher mobility within and outside the EU.

Policy recommendations

New lifelong learning paradigms and practices have to be underpinned by series of surveys, analyses and research which would feed innovation in the understanding and practice of lifelong learning. We suggest the promotion of stronger research co-operation especially between universities in the field of lifelong learning at European level and beyond. The high quality training of professionals and the research and development can contribute not only on of adult education at the European level but at the global level as well.

The need for more research – a strategic approach

Concentrate on a small number of more targeted topics
Co-ordination between research centres is becoming essential, although national efforts and institutional development remain important. Traditional national research and development policies, bilateral, institutional efforts, and co-operation between countries cannot replace trans-national and European research development. It is necessary to identify the most critical research required in lifelong learning to focus and alter policy. European level conferences could plan, promote and disseminate results.

Map excellence
The aim is to identify existing research capacity, and create an inventory, data collection and analysis of researches in adult learning and lifelong learning involving academic, business and university institutions. The education and lifelong learning research agenda should join the trans-European electronic network for research. Effective publishing forums for education and lifelong learning research are needed.

Train and support the mobility of researchers
A new generation of researchers should be formed and supported, based on the adult educator training taking place at universities and elsewhere. Built into the European Research Area programme, researchers' mobility indicators and benchmarks should be formulated. Courses are needed on future opportunities in the European Research Area and a lifelong learning research agenda, with cross-university co-operation, based on excellent European education and lifelong learning researcher training.

Develop research infrastructures
This should include every leading education and lifelong learning research university. Good information and reference services should be established after assessing the infrastructural capacity of research, together with the networking of national research programmes.

Boost private investment in research
Best practice criteria for private investment in education and lifelong learning research should be worked out, using Corporate Social Responsibility (CSR) and a Socially Responsible Investment approach. By drawing on experience in corporate practice, more corporate business investment in lifelong learning research should be achieved with more purposeful effort at co-operation.

3.3 Five key policy messages

The summary of the key messages is consonant with the main messages of the Communication on Adult Learning, which is not a coincidence since the authors of this study have collaborated not only with a wide range of adult education organisations and experts, but also with the expert team working on the Communication and a number of joint consultations and discussions have been held at the Commission. However, this does not necessarily mean that we have the same understanding and are of the same opinion. What's more, this does not mean at all that the key messages presented below or in this study, as a whole or in parts, represent anybody else's standpoint other than the opinion of the authors of the study. The statements made here solely express the standpoint of the contributors of the study. This standpoint is not definitive, indisputable or irrevocable, on the contrary, it aims to promote and encourage further dialogue and analysis so that Adult Learning can become an emancipated, integrated and successfully strengthening pillar in lifelong learning policy as a whole.

Adult learning is the essential fourth pillar of the support system for lifelong learning. Schooling, VET, higher and adult education each has a significant contribution to make to the global competitiveness of the European Social Model. Without all four, the long term economic and social goals of Lisbon and the EU will be at risk.

1. A holistic – total, integrated, systemic and all-embracing grasp and policy perspective on adult learning and the resulting provision.

This implies that a common European adult learning framework should be developed to strengthen adult learning within Europe, based on its diverse national traditions. This will allow European partners to help, compare and learn from one another more effectively, enhancing the quality and utility of adult learning.
A culture of adult lifelong learning must permeate all public, private and third sector thinking and activity. Learning opportunities should be available and accessible to adults throughout life in all settings.

2. Core public funding especially for the disadvantaged, with a stable and sustainable locally based infrastructure.

Public authorities and governments should attend in particular to the less advantaged, including specific age groups. Adult learning must be easily and flexibly accessible, on all levels, and in all learning sites throughout life. Strong local participation in identifying and meeting needs is essential. More attention should be paid to the trends of an ageing population and the related adult learning rather job-oriented learning.
Social cohesion, civic participation and economic growth demand a huge process of intercultural learning provision for native Europeans as well as the new population.

3. High quality of provision and quality of the personnel involved.

High quality in support of adult learning relies increasingly on networks and collaboration with public authorities, social movements, NGOs and enterprises exercising corporate social responsibility.
High quality adult education personnel are needed to manage new roles and demands. Their professional development, support and mobility demand serious attention.

4. Recognition and credit for non-formal and informal alongside formal adult education and learning.

It should be made more publicly known that the extension of validation is not just in the interest of the labour market and it does not just mean the degrading of the authority of formal institutions and the quality of education and training, but it is in the interest of all actors, especially the adult majority of the learning society. The recognition of the institutionalisation of non-formal learning is a key tool in increasing motivation, access, participation and learning output.

5. Simple key indicators, together with support for and use of good research and statistics.

The efficiency and equity of the European Social Model can only be realised, just like the great differences within the EU can only be reduced if we put no limitation on adult learning's contribution to ESM's success. This not only requires the inclusive approach to all forms of adult learning, but the creation of measurements and monitoring systems that enable the planning of adult learning's development, transparent decision-making and quality assessment in an inclusive way.

These key messages arise from the work reported in the first two parts of this study. They correspond closely with key messages in the forthcoming Communication. It is hoped that they will enable the EU and others who use the Communication to interpret it, support it, and put it to sustained good effect.

Appendix

1. The list of team members, experts, contributors

Project Team
The lead agency of the project has been the EAEA. The team leader has been
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2. Guidance on further resources

The best resources are the reports of the specific working groups of 2003, 2004 as follows:
http://europa.eu.int/comm/education/policies/2010/objectives_en.html

- Education and Training of Teachers and Trainers

- Key Competences

- Language Learning

- Information and Communication Technologies

- Maths, Science and Technology

- Making the best use of resources

- Mobility and European cooperation

- Open Learning Environment; Making Learning Attractive, Strengthening Links with Working Life and Society

- Active citizenship and social cohesion

- Reforming guidance and counselling

- Recognising non-formal and informal learning

- Measuring progress through indicators and benchmarks

Modernising education and training: a vital contribution to prosperity and social cohesion in Europe November 2005 Commission Communication,
http://europa.eu.int/comm/education/index_en.html

2005 National Reports (32 countries)

Joint Interim Report "Education & Training 2010: the success of the Lisbon Strategy hinges on urgent reforms" 2004

Education and Training 2010 - Commission Communication, 2004

Documents from 1.2-1.6 available at:
http://europa.eu.int/comm/education/policies/2010/nationalreport_en.html

Relevant resources at the OECD:

Thematic Review on Adult Learning
www.oecd.org/edu/adultlearning

First round (1999-2002)
- Denmark - November 2000

- Finland - February 2001

- Norway - March 2000

- Portugal - March 2001

- Spain - November 2001

- Sweden - May 2000

- Switzerland - December 1999

- United Kingdom - 2000

Second round (2003-2004)

- Austria - March 2003

- Germany - December 2003

- Hungary - March 2004 (Documentation not yet available)

- The Netherlands - February 2004

- Poland - May 2004

- United Kingdom - April 2004

Beyond Rhetoric: Adult Learning Policies and Practices OECD,2003
www.oecd.org/edu/adultlearning

Education at Glance OECD Indicators, 2004 and 2005
www.oecd.org/edu/eag2004
www.oecd.org/edu/eag2005

Learning a Living - First Results of the Adult Literacy and Life Skills Survey, 2005
www.oecd.org/edu/adultlearning

Important document from UNESCO

Monitoring and Evaluation of Adult Learning
Report on the Workshop Held at the CONFINTEA V Mid-term Review Conference,
Bangkok, Thailand, September 2003

Confintea V documents
The Hamburg Declaration on Adult Learning
Agenda for the Future http://www.unesco.org/education/uie/publications/confintea_5.shtml

Number of studies
Citizenship, Democracy and Lifelong Learning
Revisiting Lifelong Learning for the 21st Century
Integrating Lifelong Learning Perspectives
Unlocking People's Creative Forces. A Transnational Study of Adult Learning Policies

http://www.unesco.org/education/uie/publications/e_pub.shtml

UNESCO/OECD/Eurostat (UOE) questionnaire: Key data on Education in Europe
Most of the data contained in this report relates to learners at schooling age although there is some potentially interesting material. It does not contain anything directly related to adult learning but contains some useful material on employment rates, participation in education and training of young adults etc.

For additional information go to:
http://www.eurydice.org/Doc_intermediaires/indicators/en/frameset_key_data.html

Regions: Statistical yearbook 2005
This is a EUROSTAT resource of very broad focus that includes data on a large variety of topics. Most of the statistics are displayed according to how widespread they are in NUTS 2 regions. There is some specific data related to participation in lifelong learning in Europe. Other data related to educational attainment and 17 year olds in education.
The data on education can be found between pages 131-138 of the publication.

European Labour Force Survey: Important remarks on the results
Go to: http://forum.europa.eu.int/irc/dsis/employment/info/data/eu_lfs/index.htm
You can also find key publications on the Eurostat website. These include
Statistics in focus „Lifelong Learning in Europe" Which provides concise data on the state of affairs in LLL in Europe. This publication is very up to date and will be of great importance.

Further Eurostat Resources
As well as the data provided by the European Labour Force Survey the Eurostat database provides a detailed resource of Education/lifelong learning in Europe. It includes statistics on participation in formal, informal and non-formal learning cross referenced with a number of other factors including age, sex, level of urbanisation, educational attainment and many more. Information about financing and enrolment etc. is also included.
The obtain access to this information go to
http://epp.eurostat.cec.eu.int/portal/page?_pageid=1090,30070682,1090_33076576&_dad=portal&_schema=PORTAL
Under **statistics in focus** choose the **data** tab. Then choose **education and training.** Here you are able to choose exactly which statistics you want to use.
This resource is extensive and potentially very useful.

Satistics on Income and Living Conditions
A Eurostat publication in the Statistics in Focus series "Income Poverty and social Exclusion in The EU 25". This provides information about levels of income and poverty in the EU as well as data on social exclusion. It is not directly linked to education but could be of some interest.

Task Force Report on Adult education Survey:
This report is of a methodological nature and provides recommendations on how to go about producing a survey and collecting data on the subject of adult education. The report is extensive and provides a background to the state of affairs of adult education in Europe. Annexe No. 7 provides reference material which could be of further interest.

ICT Household Survey "Statistics on the Information society in Europe"
This survey provides information on the use of ICT resources by individuals, the labour force and enterprises but does not provide anything specific on its use in relation to education. It is an interesting publication though and it is very short and may prove of some use.

Eurobarometer
Go to: http://europa.eu.int/comm/public_opinion/index_en.htm and choose **Eurobarometer Interactive Search System.** This provides public opinion on a wide range of European issues. Although interesting it may not be of great use in assessing the state of affairs of Adult Education in Europe.

SENDDD: Special educational needs: students with disabilities, learning difficulties, and disadvantages
This focuses mainly on people of school age and for this reason might be not be interest for our specific purposes. However, other OECD resources might be very helpful. Go to: http://www.oecd.org/statsportal/0,2639,en_2825_293564_1_1_1_1_1,00.html and choose **education and training.** Here you will find a very large resource of educational statistics

IALS Survey
The International Adult Literacy Survey database (IALS) was a seven-country initiative which offers the world's only source of comparative data on participation in adult education and training. Go to: http://www.statcan.ca/english/freepub/89-588-XIE/about.htm#2 for more information on the products of the survey. Unfortunately the publications are not available online.

Adult Literacy and Lifeskills (ALL) Survey
A publication from The National Center for Educational Statistics (US). Provides some interesting information on Educational statistics in the US and some European countries. For similar data also see "Comparative Indicators of education in the US and other G8 countries"

http://www.iea.nl/
A website from the Netherlands providing Mainly methodological approaches.

European Social Survey
A lot of data is available at http://www.europeansocialsurvey.org. Data from both round 1 (2003) and round 2 (2005) is available. The information provided here is potentially of great use although time is required to sort what is useful from what is not. You must also register (for free) in order to access the data and publications

3. Glossary of useful terms

See the section 1.3 Terms and tensions of this study for a common understanding of terms. See further key words from different glossaries.

Active citizenship
The cultural, economic, political/democratic and/or social participation of citizens in society as a whole and in their community

Adaptability
The capacity to adapt to new technologies, new market conditions and new work patterns of both enterprises and of those employed in enterprises

Assessment
The sum of methods and processes used to evaluate the attainments (knowledge, know-how, skills and competences) of an individual, and typically leading to certification.

Certificate/diploma
An official document, which formally records the achievements of an individual

Certification
The process of issuing certificates or diplomas, which formally recognise the achievements of an individual, following an assessment procedure

Civil society
A 'third sector' of society alongside the state and the market, which embraces institutions, groups, and associations (either structured or informal), and which may act as mediator between the public authorities and citizens.

Statistical Classification for Learning Activities (CLA) learning activities are defined as: „any activities of an individual organised with the intention to improve his/her knowledge, skills, and competence". Single learning activity: „ characterised by unity of method and subject" „This means that each time there is a change in method of learning or subject of learning you have a different single learning activity". (Eurostat, 2005)

Competence
The capacity to use effectively experience, knowledge and qualifications

Corporate social responsibility
The commitment of a corporate organisation to operate in a socially, economically and environmentally sustainable manner, while acknowledging the interests of internal and external stakeholders

Digital divide
The gap between those who can access and use information and communication technologies (ICT) effectively, and those who cannot

Employability
The capacity for people to be employed: it relates not only to the adequacy of their knowledge and competences but also to the incentives and opportunities offered to individuals to seek employment.

Empowerment
The process of granting people the power to take responsible initiatives to shape their own life and that of their community or society in economic, social and political terms

Formal learning
Learning typically provided by an education or training institution, structured (in terms of learning objectives, learning time or learning support) and leading to certification. Formal learning is intentional from the learner's perspective

Guidance
A range of activities designed to assist people to make decisions about their lives (educational, vocational, personal) and to implement those decisions

Informal learning
Learning resulting from daily life activities related to work, family or leisure. It is not structured (in terms of learning objectives, learning time or learning support) and typically does not lead to certification. Informal learning may be intentional but in most cases it is non-intentional (or "incidental"/random)

Learning community
A community that widely promotes a culture of learning by developing effective local partnerships between all sectors of the community and supports and motivates individuals and organisations to participate in learning

Learning facilitator
Anyone who facilitates the acquisition of knowledge and competences by establishing a favourable learning environment, including those exercising a teaching, training or guidance function. The facilitator orientates the learner by giving guidelines, feedback and advice throughout the learning process, in addition to assisting the development of knowledge and competences.

Learning organisation
An organisation that encourages learning at all levels (individually and collectively) and continually transforms itself as a result

Learning region
A region in which all stakeholders collaborate to meet specific local learning needs and implement joint solutions to common problems

Lifelong learning
All learning activity undertaken throughout life, with the aim of improving knowledge, skills and competences within a personal, civic, social and/or employment-related perspective

Lifewide learning
All learning activity whether formal, non-formal or informal. Lifewide learning is one dimension of lifelong learning as defined in this Communication.

Non-formal learning

Learning that is not provided by an education or training institution and typically does not lead to certification. It is, however, structured (in terms of learning objectives, learning time or learning support). Non-formal learning is intentional from the learner's perspective.

Social inclusion

When people can participate fully in economic, social and civil life, when their access to income and other resources (personal, family, social and cultural) is sufficient to enable them to enjoy a standard of living and quality of life that is regarded as acceptable by the society in which they live and when they are able fully to access their fundamental rights.

Valuing learning

The process of recognising participation in and outcomes of (formal, non-formal or informal) learning, so as to raise awareness of its intrinsic worth and to reward learning

Resources

1. Communication for the Commission, *Making a European Area of Lifelong Learning a Reality,* November 2001

2. A GLOSSARY OF TERMS FOR EDUCATION FOR DEMOCRATIC CITIZENSHIP DEVELOPING A SHARED UNDERSTANDING By Ms Karen O'Shea DGIV/EDU/CIT (2003) 29 http://www.coe.int/T/e/Cultural_Cooperation/Education/E.D.C/Documents_and_publications/By_Subject/Concepts/096_Glossary_K%20Oshea.asp#TopOfPage

3. European Credit System for VET (ECVET), Technical specifications, Report of the Credit Transfer Technical Working Group, Brussels, 2005

4. Phillipe Tissot, *Terminology of Vocational Training Policy, A Multilingual Glossary for an Enlarged Europe,* 2004