



ALPINE – Adult Learning Professions in Europe

**A study of the current situation,
trends and issues**

Final report

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Preface

Research voor Beleid and PLATO are pleased to submit the final report with the results of the Europe-wide study on adult learning professions. The aim of this study is to provide a deeper understanding of the state of professionalisation and professional development of the different groups of practitioners working in Non-Vocational Adult Learning across Europe (trends and developments). The findings are used to identify key issues and problems as well as areas where action is most urgently needed to make adult learning professions more attractive.

Throughout the last decade national governments as well as the European Commission have stressed the importance of lifelong learning. It has been acknowledged that adult lifelong learning is of vital importance to help Europe become one of the most competitive and knowledge productive powers in the world. A long series of documents underlines this importance. In September 2007 these policy documents were made operational in a document drawn up by the European Commission, called the Action Plan on Adult Learning: it is always a good time to learn. The action plan sets out how Member States and other stakeholders can be supported at the European level to improve, implement and/or develop efficient adult learning systems, and to monitor the results.

Adult learning staff play a key role in making lifelong learning a reality. It is they who facilitate learners to develop knowledge, competences and skills. However, not much is known about this particular group of practitioners. At the European level there is a lack of information about various aspects of the profession, such as who they are, how they are recruited, what competences/skills/qualifications they are expected or required to possess, what their specific roles and tasks are, what their employment status is, how their professional development is organised, how they are assessed, and how attractive their profession is. Therefore, the European Commission decided to contract a study on adult learning professions in Europe.

This study has been carried out by Research voor Beleid in partnership with PLATO (University of Leiden), both based in the Netherlands. For the execution of the country studies and the composition of the country reports the research team made use of cluster/country experts. All these experts are members of the European Society for Research on the Education of Adults (ESREA). Overall, the research team's opinion is that this study has triggered an intensive and stimulating professional debate. It has allowed us to gain insight into ways of stimulating adult education and lifelong learning, and it has strengthened the bonds within a professional network that currently only exists in a rudimentary form.

Nevertheless, this study would not have been possible without the cooperation of individuals active in the field of NVAL. Therefore, the research team would like to thank all the respondents around Europe for their willingness to cooperate in this study. Moreover, the research team would like to thank the steering committee for their support during the study and their valuable remarks on the draft version of the report.

This report provides a detailed overview of the outcomes of the study on adult learning professions. The report consists of three parts. Part A describes the focus of the study, the analytical and the methodological framework (chapter 1 and 2). Part B consists of a number of chapters, each including a cluster of research questions as its core theme (chapters 3–9). Each of these chapters contains a description of the research data as well as a concluding section. Part C of this report summarises the conclusions and draws recommendations from them (chapters 9 and 10). A number of annexes are attached to the report. Together these attachments give an overview of country experts involved in the study (annex 1), the literature used for this study (annex 2), interesting initiative studies (annex 3), the format used for the country report (annex 4), an example of one of the (in-depth) country reports (annex 5), and the questionnaire for the interviews with NVAL providers (annex 6).

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Contents

Executive Summary	9
Résumé	17
Zusammenfassung	27
PART A INTRODUCTION	37
1 Policy context of the study	39
1.1 The role of adult learning in achieving the Lisbon goals	39
1.2 Guaranteeing the quality of staff	40
1.3 The need for more information on adult learning staff	40
2 Aims of the study, research questions and methodology	41
2.1 Aims of the study	41
2.2 Research questions	41
2.3 Defining the object of study	43
2.3.1 Non vocational adult learning	43
2.3.2 A wide variety of positions	44
2.3.3 Methodological approach	45
2.3.4 Additional report with "raw data"	46
2.4 Conceptual framework for data collection	46
2.4.1 Mapping the market of Non-Vocational Adult Learning	47
2.4.2 Mapping the working and learning environment of NVAL staff	48
2.4.3 Labour market of NVAL staff	50
PART B RESEARCH FINDINGS	53
3 The market of Non Vocational Adult Learning	55
3.1 Introduction	55
3.2 Supply of Non Vocational Adult Learning	56
3.2.1 A wide variety of suppliers	56
3.2.2 Activities of NVAL providers	57
3.2.3 Funding of NVAL providers	58
3.2.4 Size of NVAL providers	61
3.3 Demand side of Non Vocational Adult learning	61
3.3.1 Target groups of NVAL providers	61
3.4 Content and methods of Non Vocational Adult Learning	64
3.4.1 Learning content	64
3.4.2 Methods used	65
3.5 Concluding remarks	67

4	NVAL positions, tasks and activities	69
4.1	Introduction	69
4.2	Overview of type of NVAL staff positions	69
4.3	Tasks of the different NVAL positions	72
4.3.1	Teaching positions	72
4.3.2	Management positions	74
4.3.3	Counselling and guidance positions	76
4.3.4	Programme planning positions	77
4.3.5	Support positions	78
4.3.6	Media use positions	79
4.3.7	Trainers of staff	80
4.4	Concluding remarks	81
5	Career paths of NVAL staff	83
5.1	Introduction	83
5.2	Provision of (initial) training in Europe	83
5.2.1	Training offered by universities	83
5.2.2	Co-operation in offering training programmes	86
5.2.3	Training offered by adult learning institutions	88
5.2.4	Concluding remarks	91
5.3	Background characteristics of NVAL staff	92
5.3.1	Educational background of adult learning staff	92
5.3.2	Work experience	95
5.3.3	Age and gender	97
5.4	Concluding remarks	100
6	Employment situation of NVAL staff	101
6.1	Introduction	101
6.2	Types of contracts (fixed, temporary, full-time, part-time, volunteers)	101
6.3	Salary, social security and pension schemes	108
6.4	The role of labour unions	110
6.5	Concluding remarks	110
7	Requirements and recruitment	113
7.1	Introduction	113
7.2	Reasons for entry requirements	113
7.3	Required and desired skills, competences and qualifications	121
7.4	Differences between formal and non-formal adult education	124
7.5	Recruitment and labour market	126
7.5.1	Recruitment procedures	126
7.5.2	Staff supply and demand	127
7.6	Concluding remarks	129

8	Quality assurance management	131
8.1	Introduction	131
8.2	Entry requirements	131
8.3	Continuous Professional Development	135
8.4	Evaluation	142
8.5	Differences between formal and non-formal adult education	147
8.6	Concluding remarks	147
9	Attractiveness of working in NVAL	151
9.1	Introduction	151
9.2	Status of the profession: a general overview	151
9.3	Working conditions	153
9.4	Intrinsic value	154
9.5	Public perception of the job	154
9.6	Concluding remarks	156
PART C	CONCLUSIONS	159
10	Conclusions and recommendations	161
10.1	Introduction	161
10.2	The concept of five pro's	161
10.3	Policy intervention areas	162
10.3.1	Adult learning contexts, staff and their activities	162
10.3.2	Pathways leading to the profession	166
10.3.3	Employment situation of NVAL staff	167
10.3.4	Framework of quality standards and regulations	170
10.3.5	Quality assurance and quality management	171
10.3.6	Attractiveness of the sector	171
Annex 1	The research team and country experts	173
Annex 2	Literature	175
Annex 3	Overview interesting initiatives	201
Annex 4	Items included in the country studies	203
Annex 5	Example of a country report: Germany	205
Annex 6	Reporting format for the interviews with NVAL providers	243

Executive Summary

Introduction

Adult learning staff play a key role in making lifelong learning a reality. It is they who facilitate learners to develop knowledge, competences and skills. However, not much is known about this particular group of practitioners. At the European level there is a lack of information about various aspects of the profession: such as who they are; how they are recruited; what competences/skills/qualifications they are expected or required to possess; what their specific roles and tasks are; what their employment status is; how their professional development is organised; how they are assessed; and how attractive their profession is. Therefore, the European Commission decided to contract a study on adult learning professions in Europe.

The study aims to provide the Commission with a deeper understanding of the state of professionalisation and professional development of the different groups of adult learning staff across Europe. This study helps strengthening the quality of adult learning, by providing further insight into key issues and challenges related to the adult learning profession, and highlight essential areas of action, current trends, good practices and policies.

Focus of the study

This study focuses on adult learning professions in the field of Non-Vocational Adult Learning (hereafter referred to as NVAL). By NVAL we mean adult learning – formal and non-formal – not *directly* linked to the labour market. This definition also encompasses initiatives that are indirectly related to (or supportive of) vocational development (such as basic skills, languages, ICT and personal competences that contribute to employability).

We focused on teaching, management, counselling and guidance, programme planning, support and media use positions, and tried to discover the required paths of those holding the positions through initial training and continuing professional development, as well as the conditions required to ensure that quality is enhanced, maintained and guaranteed.

The study covered the 27 EU Member States, the EFTA countries which are member of the European Economic Area (Norway, Iceland, and Liechtenstein), and two of the three candidate countries (Turkey and Croatia).

Research methods

The activities carried out within our research project took place in three phases between January and November 2007:

- An **inception phase** (*January - February*) in which the research design was amended and optimised. In this phase the research team reviewed relevant documents and reports and interviewed a number of people working in various organisations active in the field of Non-Vocational Adult Learning in Europe.
- An **interim phase** (*March – July*) in which secondary data was gathered and analysed at the country level. The country quick scans were meant to give an overview of the main features of the systems, the providers and the practitioners active in the 32 countries studied. Furthermore, the quick scans were intended to allow for the selection of a subset of countries to be included in an in-depth phase of the study in which the focus would be narrowed further.

- An ***in-depth phase*** (*July – November*) covering a selection of 15¹ countries. In this phase secondary data was amended with additional information from literature, statistics, interviews with providers and policy makers, and interesting initiatives (a minimum of five interviews per country).

Expert support group - in order to cover all 32 countries in this study the research team cooperated with experts of the ESREA network (European Society for Research on the Education of Adults). Two expert meetings were organised with the cluster experts to gain a deeper understanding of the outcomes of the study and of their impact on future policies, strategies, approaches and models.

Recommendations in brief

Conclusions and recommendations are derived from the analyses of the data included in the content chapters. Moreover, we involved in our considerations the expert group of this project and a number of additional experts. These sources provided us with the information needed to formulate and prioritise our recommendations. We focus our recommendations on the following themes:

- 1 NVAL work domains and staff
- 2 Pathways leading to the NVAL profession
- 3 Employment situation of NVAL staff
- 4 Standards, frameworks and regulations
- 5 Quality Assurance Management
- 6 The attractiveness of the profession

(1) NVAL work domains and staff

A plea for an integrated approach

This study focuses on adult learning professions in the field of Non-Vocational Adult Learning (NVAL). At the same time, two other studies were carried out on staff working in Vocational Education and Training. The prevailing distinction between labour market relevant training, vocational training, and enterprise training on the one hand and non-formal education, non-vocational education on the other appears to be artificial. The three fields of study often relate to the same group of learners, professionals, providers and policymakers and it is important to avoid duplication, e.g. in legislation and programmes. Coordination allows to set priorities, develop consistent policies supported by legislative reforms and thus ensure implementation. We recommend to bundle the outcomes of the three studies in order to come to an integrated approach for improving the professional development of people working in the broad field of adult learning.

However, acknowledge variety

One of the key characteristics of the field of NVAL is its enormous variety. Variety has therefore to be considered as a core feature of the field. For policy making, it is therefore necessary to identify areas or clusters of activities (each differ in their audience, content, and methods). We found arguments for differentiating four work domains in adult education: vocational education, corporate and functional education, social and moral education,

¹ Belgium, Bulgaria, Denmark, Estonia, Finland, France, Germany, Greece, Italy, Poland, Romania, Slovenia, Portugal, Sweden, United Kingdom.

and cultural and arts education. We recommend this to be a basis for a classification for drawing up policy for further professionalising the field.

NVAL staff needs more to focus on their primary tasks

NVAL staff holds various positions. Some of these positions have always been directly related to adult education (such as teaching and training), for others the awareness of their relevance has only developed more recently, such as guidance and counselling and management positions. The study shows that NVAL staff covers a broad range of tasks and activities, especially in the case of teachers and trainers. Managers too face a broad package of tasks. The rest of the positions show a much more focused task set. It is important that trainers and teachers have an overview of the developmental, executive, evaluative and follow-up tasks, but it threatens the quality of their work if they have to engage in too many bureaucratic, administrative or technical tasks. It seems that in this sector as well that re-division and re-allocation of tasks may add to its quality. It would be wise to consider increasing the number of secretarial and administrative staff supporting the educators. This would allow teachers and trainers to invest their time primarily in educating, training and teaching, and offer the possibility for further professional development.

NVAL staff needs to adapt to changing circumstances

Studies show that all over Europe important changes occur that influences the NVAL profession (e.g. audience, content, and methods). First, the learners populations are changing through demographic developments (such as increasing migration, greater life expectancy, higher levels of education and a willingness to assume more of the costs by participants in their own learning process). Secondly, studies show that issues, like environment and health have become more important, just like the areas of management, economics and new media. The range on offer has also become more greatly differentiated in the language area. New fields of activity, such as educational counselling, supervision and coaching may be added. Besides, educators of adults have to create learning situations that fit with the learners who are as group increasingly heterogeneous and self-directed. More learner-oriented methods, new forms of methodological change, and the combination of different learning locations and learning methods are more and more important. Moreover, e-learning, is coming to play a significant role among the methodological tools used in the NVAL field. The same is true for other types of professional activities. Management staff, for example, has to be aware of the great variety of organisational forms and of the different approaches that can be applied. They have to deal with changing contexts like the decline / increase in government spending on adult learning and they have to reflect the aims of their organisation in the light of the needs of their target groups / learners. Complexity and diversity also characterise the task profile of administrative staff who have to cooperate with trainers, programme planners and with the management, and who act at the interface between the institutions and its clients.

Development of (European) competence profiles for NVAL staff

NVAL staff need particular competences (skills, knowledge and attitudes) in order to carry out their (professional) tasks such as teaching, managing, programme planning etc. However, on European and national level there is no clear view on standard competences or skills needed to fulfil the professional tasks in NVAL, partly due the diversity of the field. We recommend the development of a reference framework for competence profiles at the European level. This structure is not meant to be a prescriptive or an obligatory system.

It is meant to serve as a frame of reference that Member States could use to develop standards for the whole sector. This reference framework could be used by national, regional, sectoral and institutional organisations in developing staff policy. It is important to diversify competence profiles to the different work domains (e.g. vocational education, corporate and functional education, social and moral education, and cultural and arts education) and types of positions (e.g. teaching, management, counselling and guidance, media, programme planning, and supporting positions). Moreover, it is important to identify which competences are general for all adult learning staff and which are specific.

The need for professional development and setting requirement exists but, at the same time, experts involved in this study are reluctant to make these recommendations applicable to all sections of the field. Especially in the non-formal part of the field a lot of damage can be expected if too many formal rules are applied (overprofessionalisation).

Need for more (empirical) research in the field of NVAL

There is a strong need for more (comparable) information on NVAL staff. Such research should be carried out at national as well as European level. Also, there is a need to have data available on sectors identified and at regional level so that particular policies can be developed to meet the requirements of the people concerned. We recommend to develop, at European level, a set of core features, which will form the core of a programme for empirical research on NVAL staff.

(2) Pathways leading to the profession

Improve transparency of educational pathways entering the profession

This study identified several educational pathways offering entry to the NVAL professions (training offered by universities, adult learning institutions and by employers of NVAL staff). As a result we can conclude that training for NVAL staff continues to be fragmented. There is a strong need for a systematic description of education system's qualifications leading to the adult learning profession, where all learning achievements are measured and related to each other (not only input factors and formal characteristics but also output factors such as learning outcomes and competences). These structures must first be brought up to enable their application to the variety of existing qualifications. These structures should be compatible with national / European qualification frameworks.

We recommend to support initiatives at the European level to develop professional platforms to exchange existing practice, and work on the development of qualification structures.

Focus on in-service training

The research data shows that the sector is characterised by a number of factors: staff enter it later in their professional lives, people come and go, and they have short-term contracts or do the job as a second job. These factors create the need for an equally flexible system of teacher education allowing people to move in and out, and to make choices regarding content, modes of provision and schedules. There usually is a big gap between initial training and the moment NVAL staff enters the profession. Therefore, while initial training should remain important, the highest priority in terms of investment should be given to in-service training. These in-service trainings should be recognised and validated within national qualification frameworks. We recommend the development of short courses, induction programmes and work learning arrangements to support the professionalisation of NVAL staff.

(3) Employment situation of NVAL staff

Stimulate flexicurity

The main aspect in terms of labour market and working conditions is that jobs in NVAL can be quite precarious for some (lack of income and job security during the employment phase and lack of adequate pension in the post employment phase). We recommend the development of an applied concept of flexicurity for the sector of NVAL that encompasses flexibility of the NVAL labour market, relations and work organisations on the one hand, and employment and social security for staff on the other. Points of departure are measures that stimulate transitions in the form of employment bridges such as increasing the transparency in the labour market, so job seekers are well informed about their employment possibilities, and employers are well informed about the group of potential employees; or setting up job centres for NVAL staff; or pooling providers in the region so NVAL staff can work fulltime for different providers. Other measures are related to aspects improving the employability of NVAL staff, such as claims to participation in measures of enterprise (NVAL providers) or the sector in specific further training.

NVAL staff need a stronger lobby

The country studies clearly show that there are hardly any organisations representing NVAL staff (especially in the non formal part of the sector) that could negotiate for better employment situation. In the cases they are, these organisations are often not very powerful. Overall, there is a strong need for new organisations that come up for the rights and employment situation of NVAL staff. We recommend to develop professional associations in the field, or to take initiatives for this at the European level.

(4) Framework of standards and regulations

The necessity of an independent body for quality standards (national and European level)

In this study we explored whether standards and (entry) requirements for adult learning staff are set by European or national governments, sectoral organisations, and employers. The study clearly shows that requirement for entering the NVAL sector are set by a wide variety of actors. In general, there is less cooperation in the NVAL field. Therefore, we recommend to stimulate national platforms where the sector comes together. Preferably these platforms should be grounded in existing organisations on national level (e.g. national adult education association). Through this platform information should be collected on the NVAL field (e.g. NVAL providers and their staff, qualification standards, but also national training and qualification pathways). Moreover, examples of good practices should be collected and information on these should be made easily accessible and comparable. Such platforms could also stimulate and initiate thematic networks and projects for peer learning. Moreover, they should strengthen the links with the scientific community in order to root the NVAL profession in a strong theory base. On European level we recommend to develop a European platform in which national organisations will be represented. This European platform should support the work on European standards for NVAL staff, a common terminology, and policy directions with the involvement of stakeholders at national level. In this way the specificity of individual countries, regions and sectors are taken into account.

(5) Quality assurance and quality management

More attention for continuous professional development and (internal and external) evaluation

The implementation of quality management systems in adult learning institutions needs further promotion. This study shows that at this moment the emphasis is either on selective measures before entering the job, or on internal training and evaluation. External measures such as accreditation, external evaluation by either authorities, professional associations or bodies are underemphasised. We recommend the development and the promotion of an integral quality management system.

(6) Attractiveness of the sector

Raising the attractiveness of the profession

From this study it has become clear that the profession is perceived as attractive by the practitioners themselves. They however assume that it is not perceived that way by other professionals from other fields. Furthermore, it has become evident that the profession lacks visibility and therefore is not considered a career option by students. We recommend to promote the visibility and accessibility of this profession among all potential practitioners nationally. Young people should be informed about the longer term possibilities to enter and to stay in this profession. Offering students opportunities to build experience in adult learning and education processes, for instance as a kind of assistantship or even a social service, is a way of making the profession visible and attractive, to bring in new blood and to re-vitalise it where needed.

NVAL sector needs to be rooted in a strong empirical and theory base

Once a process of professional development is underway, it is important to implement, in addition, a professional system of monitoring. It is difficult to start a process of professional development when information on the field is lacking. The country studies clearly show that data on NVAL staff is often poorly recorded, stored, organised and accessible. We recommend to develop more elaborate and sophisticated systems of data gathering, registration and analysis on both national and European level.

To conclude: raising the quality of the NVAL sector

Besides the above presented thematic recommendations some overarching recommendation can be identified for raising the quality of the NVAL sector as a whole (according to the five pro's : Professions, Providers, Programmes, Procedures and Products).

Professions

The quality of the NVAL profession should be enhanced. Measures to improve the quality should be introduced Europe-wide: developing professional profiles, competence profiles, qualification structures, organising the profession, and establishing professional networks and databases that allow for evidence-based work are examples of such measures.

Providers

The quality of the bodies providing NVAL should be enhanced. Proper training of leaders, managers, teachers and other staff add to this quality. Examples of policies to enhance the quality of providers include: good and transparent decision-making, inspiring leadership, and good communication, sound budgeting, good terms of employment, balanced proportions of full time and part-time employed staff.

Programmes

The quality of education and learning is related to the quality of the programmes provided. That is why investments in programme development, adaptation of programmes to adult learners, responsible selections of content and methods, proper ways of assessing or monitoring progress should all contribute to raise the level of performance. The ways in which this is executed vary from more formal to more non-formal categories of education and learning. The principles, however, stand in both fields.

Procedures

In many sectors, including education, many systems are available to help organisations and professionals to manage their work in a transparent, responsible and accountable way. Measuring the quality in education depends on the national and sectoral quality systems as EFQM and, in VET, ENQA. They formalise the procedures on how organisations have to organise the process they are responsible for, such as intake procedures, teaching schedules, professional codes of conduct, staff-development regulations, appointments, procedures for handling complaints, and procedures for dealing with privacy matters. Having all these procedures available and using them properly are indispensable to providers so that they can improve their quality.

Products

Learning and education lead to many kinds of products. First of all, there is the quantity of the people served. The fact that the NVAL sector helps thousands of unemployed to re-enter the labour market can be considered a product of the invested energy. There are learning outcomes, effects on behaviour, and effects on people's life or work. There are also more visible products like written output, works of art, audiovisuals, and so on. For adult learning, quality means an improvement of behaviour and its effects and impact. This product orientation is required in quality approaches used in the NVAL sector.

The recommendations apply for many groups and stakeholder, all playing a role in policy making and consecutive development and implementation processes. These stakeholders are either politicians, ministries, public agencies and public providers, regional and local authorities, social partners, NGO's or churches, but also staff and adult learners themselves. Political decisions are made at central, regional or local level and sometimes at different levels concurrently, with many countries showing a high degree of decentralisation.

Résumé

Introduction

Le personnel chargé de l'éducation des adultes joue un rôle clé dans la poursuite de l'apprentissage tout au long de la vie. C'est lui qui permet aux apprenants de développer des connaissances, compétences et qualifications. Pourtant, on sait peu de choses sur cette catégorie d'intervenants. Au niveau européen, on manque d'informations sur les différents aspects de cette profession, comme par exemple : qui sont-ils ? Comment sont-ils recrutés ? Quelles compétences/savoir-faire/diplômes leur demande-t-on ou exige-t-on qu'ils possèdent ? Quels sont leurs rôles et leurs tâches spécifiques ? Quel est le statut de leur travail ? Comment s'organise leur développement professionnel ? Comment sont-ils évalués et quel est l'attrait pour leur profession ? Pour cette raison, la Commission Européenne a décidé d'engager une étude en Europe sur les professions liées à l'éducation des adultes.

L'étude a pour objectif de permettre à la Commission Européenne d'avoir une connaissance plus approfondie du niveau de professionnalisation et de développement professionnel des différents groupes d'intervenants impliqués dans l'éducation des adultes à travers l'Europe. Cette étude permet d'améliorer la qualité de l'éducation adulte en apportant de nouvelles perspectives dans les problèmes clés et les défis auxquels doivent faire face les professionnels de l'éducation adulte. Elle permet aussi de montrer les principaux domaines d'action, les tendances actuelles, les bonnes pratiques et les politiques.

Objectif de l'étude

L'étude porte sur les professions chargées de l'éducation des adultes et plus particulièrement sur le domaine de l'éducation non-professionnelle des adultes (Non-Vocational Adult Learning / NVAL dont il sera fait référence ci-après). En employant le sigle NVAL, nous entendons l'éducation des adultes – formelle et non formelle – qui n'est pas directement liée au marché du travail. Cette définition englobe aussi les initiatives qui sont indirectement liées (ou qui viennent en appui) au développement professionnel (telles que les compétences de base, les langues, les TIC et les compétences personnelles qui contribuent à l'aptitude à l'emploi).

Nous nous sommes concentrés sur l'enseignement, le management, le conseil et l'orientation, la planification des programmes, les emplois s'appuyant sur l'utilisation de médias et de supports, et nous avons essayé de découvrir les trajectoires professionnelles empruntées par les personnes qui occupent ces emplois, à travers la formation initiale et la formation professionnelle continue, ainsi que les conditions nécessaires à l'amélioration, au maintien et à la garantie de la qualité.

L'étude couvre les 27 Etats membres de l'Union Européenne, les pays de l'AELE qui sont membres de l'Espace Economique Européen (la Norvège, l'Islande et le Liechtenstein) et deux des trois pays candidats (la Turquie et la Croatie).

Méthodes de recherche

Les activités réalisées dans le cadre de notre projet de recherche se sont déroulées en trois phases entre janvier et novembre 2007 :

- Une **phase de démarrage- inception phase** (janvier-février) au cours de laquelle la structure de recherche a été modifiée et optimisée. Au cours de cette phase, l'équipe de recherche a révisé les documents et rapports en lien avec l'étude et a fait passé des

entretiens à de nombreuses personnes travaillant dans différentes organisations en Europe, liées au secteur de l'éducation non-professionnelle des adultes.

- Une **phase intermédiaire – interim phase** (mars-juillet) au cours de laquelle des données secondaires ont été collectées et analysées au niveau de chaque pays. Les balayages rapides de chaque pays étaient destinés à donner une vue d'ensemble des principales caractéristiques des systèmes, des fournisseurs et intervenants en activité dans les 32 pays étudiés. De plus, les balayages rapides avaient pour objectif de permettre la sélection d'un sous-ensemble de pays qui ferait partie de la phase de recherche approfondie et sur lesquels l'étude s'est ensuite centrée.
- Une **phase de recherche approfondie – in-depth phase** (juillet-novembre) qui couvrait une sélection de 15² pays. Au cours de cette phase, des données secondaires ont été complétées par des informations supplémentaires provenant de documentations, statistiques et d'entretiens avec des fournisseurs et des décideurs ainsi que d'initiatives intéressantes (un minimum de cinq entretiens par pays).

Le soutien d'un groupe d'experts – afin de couvrir l'ensemble des 32 pays de cette étude, l'équipe de recherche a coopéré avec des experts du réseau ESREA (European Society for Research on the Education of Adults / association européenne pour la recherche sur l'éducation des adultes). Deux réunions d'experts ont été organisées avec les experts du groupe afin d'avoir une connaissance plus approfondie sur les résultats de l'étude et sur leurs impacts sur les politiques, stratégies, démarches et modèles futurs.

Recommandations succinctes

Les conclusions et recommandations proviennent des analyses des données qui figurent dans le contenu des chapitres. Par ailleurs, nous avons impliqué, dans nos considérations, le groupe d'experts de ce projet et de nombreux autres spécialistes. Ces différentes sources nous ont fourni les informations nécessaires à la formulation et à l'identification des priorités de nos recommandations. Nous avons centré nos recommandations sur les thèmes suivants :

1. Les domaines d'activités et les acteurs de l'éducation non-professionnelle des adultes
2. Les filières menant à cette profession
3. La situation de l'emploi du personnel
4. Les normes, cadres légaux et réglementaires
5. La gestion de l'assurance qualité
6. L'attrait pour la profession

(1) Les domaines d'activités et les acteurs de l'éducation non-professionnelle des adultes

La nécessité d'une approche intégrée

L'étude porte sur les professions liées à l'éducation des adultes et plus particulièrement au domaine de l'éducation non-professionnelle des adultes (NVAL). Parallèlement, deux autres études ont été menées sur le personnel travaillant dans l'enseignement et la formation professionnels. La principale différence entre, d'une part, la formation en rapport avec le marché du travail et la formation d'entreprise et d'autre part, l'éducation non-formelle et

² La Belgique, la Bulgarie, le Danemark, l'Estonie, la Finlande, la France, l'Allemagne, la Grèce, l'Italie, la Pologne, la Roumanie, la Slovénie, le Portugal, la Suède, le Royaume Uni.

l'éducation non-professionnelle apparaît artificielle. Les trois domaines d'étude font souvent référence au même groupe d'apprenants, professionnels, fournisseurs de services et décideurs et il est important d'éviter les répétitions, par exemple dans la législation et les programmes. La coordination permet d'établir des priorités, de développer des politiques cohérentes soutenues par des réformes législatives et ainsi d'assurer une mise en place efficace. Nous recommandons de regrouper les résultats des trois études afin de parvenir à une approche intégrée qui permette d'améliorer le développement professionnel des intervenants dans le domaine général de l'éducation d'adulte.

Mais une grande variété d'activités

Une des principales caractéristiques du domaine de l'éducation non-professionnelle des adultes (NVAL) est sa grande variété. Celle-ci doit donc être considérée comme une particularité centrale de ce secteur. Pour la prise de décision, il est donc nécessaire d'identifier des domaines ou regroupement d'activités (chacun d'entre eux diffère par rapport au public ciblé, à leur contenu et méthode). Nous avons trouvé des arguments qui nous permettent de distinguer quatre domaines d'activité dans l'apprentissage des adultes : l'enseignement professionnel, l'éducation fonctionnelle ou en entreprise, l'éducation morale et sociale, l'éducation culturelle et artistique. Nous recommandons cette différenciation comme base de classification afin d'établir une politique permettant une plus grande professionnalisation de ce secteur.

Le personnel chargé de l'éducation non-professionnelle des adultes doit davantage se concentrer sur ses tâches primaires

Le personnel chargé de l'éducation non-professionnelle des adultes (NVAL) occupe des emplois variés. Certains de ces postes ont toujours été en relation avec l'éducation des adultes (tels que l'enseignement et la formation) alors que pour d'autres, comme l'orientation, le conseil et le management, leur intérêt a été reconnu plus récemment. L'étude montre que les professions liées à l'éducation non-professionnelle des adultes couvrent une large palette de tâches et d'activités. C'est particulièrement le cas des enseignants et formateurs. Les managers/dirigeants doivent aussi faire face à une grande variété de tâches. Pour le reste des emplois, l'étude montre que l'ensemble des tâches est plus concentré. Il est important que les enseignants et formateurs aient une vue d'ensemble des tâches administratives, de suivi, d'évaluation et de développement. S'ils doivent réaliser de trop nombreuses tâches bureaucratiques, administratives et techniques, cela menace la qualité de leur travail. Il semble que, dans ce secteur, la division et la redistribution des tâches ajoutent à sa qualité. Il serait judicieux d'envisager une augmentation du personnel administratif et du secrétariat pour assister les éducateurs. Cela permettrait aux enseignants et formateurs de consacrer l'essentiel de leur temps à l'éducation, la formation et l'enseignement et de libérer du temps pour leur développement professionnel.

Le personnel chargé de l'éducation non-professionnelle des adultes doit s'adapter aux situations changeantes

Les études indiquent qu'à travers l'Europe des changements importants sont venus influencer cette profession (en termes de public, contenu et méthodes). En premier lieu, les populations d'apprenants changent en fonction des évolutions démographiques (telles que la migration croissante, une plus grande espérance de vie, des niveaux d'éducation plus élevés et une volonté d'assumer les coûts en participant à leur propre processus d'éducation). En second lieu, les études révèlent que les sujets comme la santé et l'environnement sont devenus plus importants, tout comme les domaines du management, l'aspect économique et les nouveaux média. La palette de l'offre s'est largement diversifiée dans le domaine des langues. De nouveaux secteurs d'activité comme le conseil éducatif, le coaching et la supervision peuvent s'ajouter. Par ailleurs, les éducateurs d'adultes doivent créer les situa-

tions d'apprentissage adaptées aux apprenants qui sont, en tant que groupe, de plus en plus hétérogènes et qui s'auto-dirigent. Développer plus de méthodes adaptées aux besoins de l'apprenant, de nouvelles formes de changement méthodologique et associer différents lieux et méthodes d'apprentissage s'avèrent de plus en plus important. De plus, l'apprentissage en ligne (e-learning) vient jouer un rôle essentiel parmi les outils méthodologiques utilisés dans le domaine de cette profession. C'est aussi vrai pour d'autres types d'activités professionnelles. Le personnel dirigeant, par exemple, doit être informé de la grande variété de formes organisationnelles et des différentes approches qui peuvent s'appliquer. Ils doivent faire face à des contextes changeants tels que la baisse ou l'augmentation des dépenses publiques concernant l'éducation des adultes et ils doivent refléter les objectifs de leur organisation à la lumière des besoins de leurs groupes de cibles et d'apprenants. La complexité et la diversité caractérisent aussi le profil de tâches du personnel administratif qui doit coopérer avec les formateurs, les personnes chargées de la planification des programmes, et qui agit comme interface entre les institutions et leurs clients.

Le développement de profils (européens) de compétences pour les acteurs de ce secteur

Les acteurs de l'éducation non-professionnelle des adultes (NVAL) requièrent des compétences particulières (qualifications, connaissances et aptitudes) afin de réaliser leurs tâches (professionnelles) telles que l'enseignement, le management, la planification des programmes, etc. Pourtant, au niveau européen et national, il n'y a pas de vision claire des qualifications et compétences standard requises pour accomplir les tâches professionnelles relatives à l'éducation non-professionnelle des adultes (NVAL). Cela est dû, en partie, à la diversité de ce domaine.

Nous recommandons l'élaboration d'un cadre de référence pour les profils de compétences au niveau européen. Cette structure n'a pas pour vocation d'être un système obligatoire ou normatif. Elle a pour objectif de servir de cadre de référence et pourrait être utilisée par les Etats membres pour développer des normes pour l'ensemble du secteur. Ce cadre de référence pourrait être utilisé par des organisations institutionnelles, sectorielles, régionales et nationales pour développer leur politique du personnel. Il est important de différencier les profils de compétences des différents domaines de travail (exemple : l'enseignement professionnel, l'éducation fonctionnelle, l'éducation morale et sociale, l'éducation culturelle et artistique) et les types d'emplois (exemple : enseignement, management, conseil et orientation, média, planification du programme et accompagnement). De plus, il est important d'identifier quelles sont les compétences générales nécessaires à l'ensemble du personnel chargé de l'éducation des adultes et celles qui sont spécifiques.

Deux besoins ont été recensés : favoriser le développement professionnel et fixer les conditions requises pour cette profession. Toutefois, les experts impliqués dans cette étude sont réticents à faire appliquer ces recommandations à toutes les parties du secteur. Si trop de règles formelles sont appliquées, cela pourrait être particulièrement dommageable pour la partie non-formelle de ce domaine (« sur-professionnalisation »).

La nécessité de recherches (empiriques) complémentaires dans ce secteur

Il y a un besoin très important d'informations complémentaires (comparables) sur les acteurs de l'éducation non-professionnelle des adultes (NVAL). Une telle étude pourrait être menée tant au niveau national qu'europpéen. Un autre besoin a été recensé : disposer d'informations au niveau régional et sur les secteurs identifiés pour permettre le développement de politiques spécifiques répondant aux besoins des personnes concernées. Nous recommandons de développer, au niveau européen, un ensemble de caractéristiques prin-

cipales, qui sera au cœur d'un programme de recherche empirique sur le personnel chargé de l'éducation non-professionnelle des adultes (NVAL).

(2) Les filières menant à cette profession

Améliorer la transparence des parcours éducatifs permettant l'accès à la profession

Cette étude a identifié plusieurs parcours éducatifs permettant d'accéder aux professions liées à l'éducation non-professionnelle des adultes (NVAL) : les formations proposées par les universités, les instituts d'enseignement pour adultes et par les employeurs de personnel impliqué dans l'éducation non-professionnelle des adultes (NVAL). Nous pouvons donc conclure que la formation des acteurs du secteur continue à être fragmentée. Il y a un besoin important de description systématique des qualifications du système éducatif conduisant à la profession d'éducation des adultes, où tous les acquis d'apprentissage seraient évalués et reliés entre eux (pas seulement les données en entrée et les caractéristiques formelles mais aussi les données en sortie telles que les résultats de l'apprentissage et les compétences). Ces structures doivent d'abord être créées pour permettre leur application à la grande variété de qualifications existantes. Elles doivent aussi être compatibles avec les cadres nationaux et européens de qualifications.

Afin de soutenir les initiatives au niveau européen, nous recommandons de développer des plateformes professionnelles pour échanger les pratiques existantes et travailler sur le développement de cadres de qualifications.

Point sur la formation continue

Les données de recherche montrent que le secteur est caractérisé par différents facteurs : le personnel entre plus tard dans la vie active, les personnes vont et viennent, ont des contrats de courte durée ou exercent leur profession en tant qu'emploi secondaire. Ces facteurs engendrent le besoin d'un système de formation souple pour les enseignants, permettant aux personnes d'aller et venir, de faire des choix par rapport au contenu, aux modes de financement et à leur planning. Il y a souvent un grand décalage entre leur formation initiale et le moment où ils exercent leur profession. C'est pourquoi, même si la formation doit rester importante, la plus haute priorité en termes d'investissement doit être donnée à la formation continue. Ces formations continues devraient être reconnues et validées par des cadres nationaux de qualification. Nous recommandons le développement de formations courtes, de stages préparatoires d'intégration et l'apprentissage professionnel au travail pour favoriser la professionnalisation du personnel chargé de l'éducation non-professionnelle des adultes (NVAL)

(3) La situation de l'emploi du personnel

Encourager la « flexicurité »

Concernant les conditions et le marché du travail, le principal aspect qui ressort de l'étude est que les emplois liés à l'éducation non-professionnelle des adultes (NVAL) peuvent être très précaires pour certains (manque de revenus et de sécurité du travail au cours de la phase d'embauche, pension de retraite insuffisante dans la phase postérieure à l'emploi). Nous recommandons l'application du concept de « flexicurité » au secteur de l'éducation non-professionnelle des adultes (NVAL). Ce concept englobe, d'une part, la flexibilité du marché du travail, des relations et de l'organisation du travail de cette profession et, d'autre part, la sécurité sociale et de l'emploi du personnel. Les points de départ sont des mesures qui favorisent les transitions sous la forme de passerelles pour l'emploi comme

par exemple : améliorer la transparence du marché du travail afin que les demandeurs d'emploi soient bien informés sur les possibilités d'emploi et que les employeurs connaissent bien le groupe de candidats potentiels, créer des agences pour l'emploi pour les acteurs de ce secteur, regrouper les prestataires de services de la région pour permettre au personnel chargé de l'éducation non-professionnelle des adultes de travailler à temps plein pour différents prestataires. Les autres mesures concernent l'amélioration de l'aptitude à l'emploi du personnel, comme les demandes de participation aux évaluations d'entreprise (prestataires du secteur de l'éducation non-professionnelle des adultes) ou du secteur et à des formations post-scolaires spécifiques.

Le personnel chargé de l'éducation non-professionnelle des adultes nécessite un lobby plus puissant

Les études menées dans les différents pays indiquent clairement qu'il n'existe pratiquement aucune organisation représentant le personnel chargé de l'éducation non-professionnelle des adultes (particulièrement pour la partie non-formelle de ce secteur) et qui pourrait négocier une amélioration de la situation de l'emploi. Quand elles existent, ces organisations ne sont pas très puissantes. D'une manière générale, il y a un besoin très important de nouvelles organisations qui défendent les droits et la situation de l'emploi de la profession. Nous recommandons de créer des associations professionnelles dans ce domaine ou de lancer des initiatives au niveau européen.

(4) Les normes, cadres légaux et réglementaires

La nécessité d'un organisme indépendant pour les normes de qualité (au niveau national et européen)

Dans cette étude, nous avons cherché à savoir si les normes et les conditions (d'entrée) requises pour le personnel chargé de l'éducation des adultes étaient fixées par des instances nationales ou européennes, des organisations sectorielles ou par les employeurs.

L'étude montre clairement que les exigences requises pour entrer dans ce secteur sont établies par une grande variété d'acteurs. En général, il y a peu de coopération dans ce domaine. Par conséquent, nous recommandons de favoriser les plateformes nationales où les professionnels du secteur se rencontrent. Dans la mesure du possible, ces plateformes devraient être fondées sur des organisations existantes au niveau national (exemple : association nationale pour l'éducation des adultes). A travers cette plateforme, des informations devraient être recueillies dans le domaine de l'éducation des adultes (exemple : les prestataires de service dans ce domaine et leur personnel, les normes de qualification, mais aussi les filières de qualification et de formation). Des exemples de bonnes pratiques devraient également être collectés et les données sur ce secteur devraient être plus faciles d'accès et comparables. Ces plateformes pourraient aussi favoriser l'émergence de réseaux thématiques et de projets pour l'information des pairs.

De plus, elles devraient renforcer les liens avec la communauté scientifique et ancrer les professions liées à l'éducation des adultes dans une base théorique solide. Au niveau européen, nous recommandons de développer une plateforme européenne au sein de laquelle les organisations nationales seraient représentées. Cette plateforme européenne devrait soutenir le développement de normes européennes pour le personnel, d'une terminologie commune et d'orientations politiques avec l'implication de parties prenantes au niveau national. Ainsi, les spécificités de chaque pays, région et secteur seront prises en compte.

(5) La gestion de l'assurance qualité

Le développement professionnel continu et l'évaluation (interne et externe) doivent faire l'objet d'une plus grande attention

Il est nécessaire de davantage promouvoir la mise en place de systèmes de gestion de la qualité dans les instituts de formation pour adultes. L'étude indique qu'aujourd'hui l'accent est mis, soit sur les critères de sélection à l'embauche, soit sur l'évaluation et la formation interne. Les critères de mesure externes tels que les accréditations, l'évaluation externe par des autorités, associations ou organismes professionnels ne sont pas assez valorisés. Nous recommandons le développement et la promotion d'un système de gestion de la qualité complet.

(6) L'attrait pour le secteur

Accroître l'attractivité de la profession

Dans cette étude, il apparaît clairement que la profession est perçue comme attractive par les intervenants eux-mêmes. Ils reconnaissent cependant qu'elle n'est pas perçue de cette manière par les professionnels d'autres secteurs. De plus, il apparaît clairement que la profession manque de visibilité et par conséquent, n'est pas considérée comme une possibilité de carrière par les étudiants. Nous recommandons de promouvoir la visibilité et l'accessibilité de cette profession au niveau national. Les jeunes doivent être informés des possibilités à long terme pour entrer et rester dans cette profession. Offrir aux étudiants l'opportunité de se faire une expérience dans l'éducation des adultes et dans les processus éducatifs, par le biais, par exemple, de l'assistantat ou même d'un service social, est un moyen de rendre la profession visible et attractive, d'apporter du sang nouveau et de la revitaliser si nécessaire.

Le secteur de l'éducation non-professionnelle des adultes doit être ancré dans une base théorique et empirique solide

Une fois qu'un processus de développement professionnel est en cours, il est important de mettre en place, en complément, un système professionnel de contrôle. Il est difficile d'initier un processus de développement professionnel quand il manque d'informations sur le domaine. Les études dans les pays indiquent clairement que les données sur le secteur sont mal enregistrées, conservées, organisées et difficilement accessibles. Nous recommandons de développer des systèmes plus élaborés et sophistiqués pour recueillir, enregistrer et analyser les données à la fois au niveau national et européen.

Pour conclure : améliorer la qualité du secteur lié à l'éducation non-professionnelle des adultes

En plus des recommandations thématiques présentées ci-dessus, des recommandations globales peuvent être identifiées pour accroître la qualité du secteur dans son ensemble (selon la théorie des « five pro's » (en anglais) : Professions, Fournisseurs, Programmes, Procédures et Produits).

Professions

La qualité des professions liées au domaine de l'éducation non-professionnelle des adultes doit être soulignée. Des mesures pour améliorer la qualité doivent être introduites au niveau européen. Quelques exemples : développer des profils professionnels et une structure de qualification, organiser la profession, établir des bases de données et des réseaux professionnels qui servent de base de travail.

Fournisseurs

La qualité des organismes intervenant dans ce secteur doit être soulignée. Les formations appropriées des dirigeants, managers, enseignants et des autres employés ajoutent à cette qualité. Voici des exemples de politiques pour améliorer la qualité des prestataires de services : une prise de décision adaptée et transparente, favoriser le leadership et une bonne communication, un budget sain, de bonnes conditions d'emploi, un équilibre entre le personnel employé à plein temps et celui à temps partiel.

Programmes

La qualité de l'enseignement et de l'éducation est liée à la qualité des programmes fournis. Pour cette raison, des investissements dans le développement des programmes, dans l'adaptation des programmes aux apprenants adultes, des sélections de contenus et de méthodes responsables, des moyens appropriés pour évaluer et contrôler les progrès devraient contribuer à accroître le niveau de performance. La manière dont cela doit être réalisé varie en fonction des types d'éducation et d'apprentissage (formels / non-formels). Toutefois, ces principes sont valables dans ces deux domaines.

Procédures

Dans de nombreux secteurs, y compris dans l'éducation, de nombreux systèmes sont disponibles pour aider les organisations et les professionnels à gérer leur travail de manière transparente et responsable. Mesurer la qualité d'un enseignement dépend des systèmes de qualité nationaux et sectoriels tels que le réseau EFQM¹ et le réseau VET²-ENQA³. Ils formalisent les procédures et indiquent comment les organisations doivent organiser les processus dont elles sont responsables, tels que les procédures d'inscription, les plannings des enseignants, les codes de conduite professionnelle, les réglementations qui concernent le développement du personnel, les rendez-vous, les procédures pour faire une réclamation, pour gérer les sujets qui touchent à la vie privée. Disposer de toutes ces procédures et les utiliser convenablement est indispensable aux prestataires de services pour améliorer leur qualité.

Produits

L'apprentissage et l'éducation génèrent différents types de produits. Tout d'abord, il y a le produit au sens de quantité de personnes servies. Le fait que ce secteur aide des milliers de demandeurs d'emploi à réintégrer le marché du travail peut être considéré comme un produit de l'énergie investie. L'apprentissage a des résultats et des effets sur le comportement, le travail ou la vie des personnes. Il y a aussi tous les produits qui sont plus visibles comme les productions écrites, les œuvres d'art, les productions audiovisuelles, etc.

Pour l'apprentissage et l'éducation, la qualité doit se concrétiser, à la fin, par une amélioration et un changement positif de comportement et ses effets et impacts consécutifs. Dans les démarches qualité utilisées pour l'éducation non-professionnelle des adultes (NVAL), cette orientation sur le produit est demandée.

¹EFQM : European Foundation for Quality Management (formation européenne pour le management de la qualité).

²VET : Vocational Educational and training (enseignement professionnel et la formation)

³ENQA : European Network for Quality Assurance (réseau européen pour l'assurance qualité)

Ces recommandations s'appliquent à de nombreux groupes et parties prenantes, chacun jouant un rôle dans la prise de décision et sur les processus de mise en place et de développement qui en résulte. Ces parties prenantes sont des politiciens, ministères, agences publiques, fournisseurs publics, des administrations publiques locales et régionales, des partenaires sociaux, des ONG ou Eglises, mais aussi du personnel et même des apprenants adultes. Les décisions politiques sont prises au niveau local, régional et national et parfois à différents niveaux simultanément, avec de nombreux pays présentant un haut niveau de décentralisation.

Zusammenfassung

Einleitung

Beschäftigte in der Erwachsenenbildung spielen eine Schlüsselrolle bei der Realisierung lebenslangen Lernens. Sie sind es, die es den Lernenden ermöglichen, sich Wissen, Kompetenzen und Fertigkeiten anzueignen. Allerdings weiß man nicht all zu viel über diese spezielle Berufsgruppe. Auf europäischer Ebene fehlen Informationen über verschiedene Aspekte des Berufs: Z. B. wer die Personen sind, wie sie eingestellt werden, welche Kompetenzen / Fertigkeiten / Qualifikationen von ihnen erwartet oder verlangt werden, welches ihre spezifischen Rollen und Aufgaben sind, welchen Beschäftigungsstatus sie haben, wie ihre berufliche Weiterbildung organisiert ist, wie sie beurteilt werden und wie attraktiv ihr Beruf ist. Daher hat die Europäische Kommission entschieden, eine Studie über Berufe in der Erwachsenenbildung in Europa in Auftrag zu geben.

Ziel der Studie ist es, der Kommission einen umfassenden Eindruck von der Professionalisierung und der beruflichen Weiterbildung der verschiedenen Gruppen von Beschäftigten in der Erwachsenenbildung in Europa zu verschaffen. Diese Studie trägt dazu bei, die Qualität der Erwachsenenbildung zu verbessern, indem sie einen weiteren Einblick in die wichtigsten Probleme und Herausforderungen im Zusammenhang mit den Berufen in der Erwachsenenbildung gibt und wesentliche Handlungsbereiche, aktuelle Trends, bewährte Verfahren und Vorgehensweisen hervorhebt.

Fokus der Studie

Diese Studie konzentriert sich auf Berufe in der Erwachsenenbildung in dem Bereich nicht-berufsbezogene Erwachsenenbildung (nachfolgend kurz NVAL für *Non-Vocational Adult Learning*). Mit NVAL meinen wir die formale und nichtformale Erwachsenenbildung, die nicht *direkt* mit dem Arbeitsmarkt verbunden ist. Diese Definition umfasst auch Initiativen, die indirekt mit der beruflichen Entwicklung verknüpft sind (oder diese unterstützen) wie zum Beispiel Grundkenntnisse, Sprachen, IKT und persönliche Kompetenzen, die zur Beschäftigungsfähigkeit beitragen.

Wir haben uns auf Posten im Bereich Unterrichten, Management, Beratung, Programmplanung, Unterstützung und Mediennutzung konzentriert und versucht, die erforderlichen Wege der Personen, die diese Posten innehaben, durch Erstausbildung und berufliche Weiterbildung sowie die Bedingungen, die erforderlich sind, um sicherzustellen, dass die Qualität verbessert, beibehalten und garantiert wird, zu untersuchen.

Die Studie deckte die 27 EU-Mitgliedsstaaten, die EFTA-Länder, die Mitglieder des Europäischen Wirtschaftsraumes sind (Norwegen, Island und Liechtenstein), und zwei der drei EU-Beitrittskandidaten (Türkei und Kroatien) ab.

Forschungsmethoden

Die im Rahmen unseres Forschungsprojektes durchgeführten Aktivitäten fanden in drei Phasen zwischen Januar und November 2007 statt:

- Eine **Anfangsphase** (Januar - Februar), in der der Forschungsaufbau geändert und optimiert wurde. In dieser Phase prüfte das Forschungsteam relevante Dokumente und Berichte und befragte eine Reihe von Personen, die in unterschiedlichen Organisationen arbeiten, die im Bereich der nicht-beruflichen Erwachsenenbildung in Europa aktiv sind.

- Eine **Zwischenphase** (März – Juli), in der Sekundärdaten auf Länderebene zusammengetragen und analysiert wurden. Die Länderschnellprüfungen sollten einen Überblick über die wichtigsten Merkmale der Systeme, die Anbieter und die Beschäftigten geben, die in den 32 untersuchten Ländern aktiv sind. Darüber hinaus sollten die Schnellprüfungen eine Auswahl von Ländern ermöglichen, die in eine gründliche Phase der Studie mit aufgenommen werden sollten, in der der Fokus weiter eingegrenzt werden sollte.
- Eine **gründliche Phase** (Juli – November), die eine Auswahl von 15³ Ländern abdeckte. In dieser Phase wurden die Sekundärdaten anhand zusätzlicher Informationen aus Literatur, Statistiken, Gesprächen mit Anbietern und Entscheidungsträgern und interessanten Initiativen (mindestens fünf Gespräche pro Land) ergänzt.

Expertenunterstützungsgruppe – um alle 32 Länder in dieser Studie abzudecken, arbeitete das Forschungsteam mit Experten des ESREA-Netzwerks (ESREA = Europäische Gesellschaft zur Forschung in der Erwachsenenbildung) zusammen. Es wurden zwei Treffen mit Experten organisiert, um ein tieferes Verständnis von den Ergebnissen der Studie und ihrer Auswirkung auf zukünftige Vorgehensweisen, Strategien, Ansätze und Modelle zu gewinnen.

Kurzempfehlungen

Schlussfolgerungen und Empfehlungen werden aus den Analysen der Daten abgeleitet, die in den Inhaltskapiteln enthalten sind. Außerdem haben wir die Expertengruppe dieses Projekts und eine Reihe zusätzlicher Experten in unsere Überlegungen miteinbezogen. Diese Quellen gaben uns die Informationen, die wir benötigten, um unsere Empfehlungen zu formulieren und zu priorisieren. Unsere Empfehlungen konzentrieren sich auf die folgenden Themen:

1. Arbeitsfelder und Beschäftigte im NVAL-Bereich.
2. Wege, die zu einem Beruf im NVAL-Bereich führen.
3. Beschäftigungssituation von Beschäftigten im NVAL-Bereich.
4. Standards, Rahmen und Verordnungen.
5. Qualitätssicherungsmanagement.
6. Die Attraktivität des Berufs.

(1) Arbeitsfelder und Beschäftigte im NVAL-Bereich.

Ein Plädoyer für einen Gesamtansatz

Diese Studie konzentriert sich auf Berufe in der Erwachsenenbildung in dem Bereich der nicht-berufsbezogenen Erwachsenenbildung (nachfolgend kurz NVAL für *Non-Vocational Adult Learning*). Gleichzeitig wurden zwei weitere Studien über Beschäftigte durchgeführt, die im Bereich der beruflichen Bildung und Schulung arbeiten. Die vorherrschende Unterscheidung zwischen arbeitsmarktrelevanten Schulungen, Berufsausbildungen und Unternehmensschulungen auf der einen Seite und nichtformaler Bildung und nicht-berufsbezogener Bildung auf der anderen Seite scheint künstlich zu sein. Die drei Studienfelder beziehen sich oftmals auf die gleiche Gruppe von Lernenden, Beschäftigten, Anbietern und Entscheidungsträgern und es ist wichtig, Doppelungen zu vermeiden, z. B. bei der Gesetzgebung und bei Programmen. Koordination ermöglicht, Prioritäten zu setzen, einheitliche Vorgehensweisen zu entwickeln, die von Gesetzesreformen unterstützt werden, und damit, die Implementierung zu garantieren. Wir empfehlen, die Ergebnisse der drei

³ Belgien, Bulgarien, Dänemark, Estland, Finnland, Frankreich, Deutschland, Griechenland, Italien, Polen, Rumänien, Slowenien, Portugal, Schweden, Vereinigtes Königreich.

Studien zu bündeln, um einen Gesamtansatz für die Verbesserung der beruflichen Weiterbildung von Personen zu erreichen, die in dem großen Bereich der Erwachsenenbildung arbeiten.

Trotzdem Vielfältigkeit anerkennen

Eines der Hauptmerkmale des NVAL-Bereichs ist seine enorme Vielfältigkeit. Die Vielfältigkeit ist daher als ein Kernmerkmal des Bereichs anzusehen. Für die Entscheidungsfindung ist es daher erforderlich, Gruppen oder Bereiche von Aktivitäten festzustellen (sich unterscheiden sich alle hinsichtlich ihrer Zielgruppe, ihres Inhalts und ihrer Methoden). Wir fanden Argumente für eine Unterscheidung in vier Arbeitsfelder in der Erwachsenenbildung: Berufsbezogene Bildung, Unternehmens- und funktionale Bildung, soziale und moralische Bildung und kulturelle und künstlerische Bildung. Wie empfehlen, dies als Grundlage für eine Klassifizierung bei der Gestaltung einer Vorgehensweise für eine weitere Professionalisierung in diesem Bereich zu nehmen.

Beschäftigte im NVAL-Bereich müssen sich mehr auf ihre primären Aufgaben konzentrieren

Beschäftigte im NVAL-Bereich haben verschiedene Positionen. Einige dieser Positionen sind immer direkt mit der Erwachsenenbildung verbunden gewesen (wie zum Beispiel das Unterrichten und das Durchführen von Schulungen). Bei anderen hat sich das Bewusstsein für ihre Bedeutung erst in letzter Zeit entwickelt, wie zum Beispiel bei Beratungs- und Managementpositionen. Die Studie zeigt, dass Beschäftigte im NVAL-Bereich eine Vielzahl unterschiedlicher Aufgaben und Tätigkeiten abdecken. Das gilt insbesondere für Lehrer und Ausbilder. Manager haben ebenfalls ein umfangreiches Aufgabenpaket zu bewältigen. Die übrigen Positionen weisen einen spezielleren Aufgabenbereich auf. Es ist wichtig, dass Ausbilder und Lehrer einen Überblick über die Entwicklungs-, Führungs-, Bewertungs- und Folgeaufgaben haben, doch wird die Qualität ihrer Arbeit gefährdet, wenn sie sich mit zu vielen bürokratischen, administrativen oder technischen Aufgaben beschäftigen müssen. Es scheint, dass auch in diesem Bereich eine Neu- und Umverteilung von Aufgaben die Qualität anheben kann. Es wäre ratsam, zu überlegen, die Anzahl an Sekretariats- und Verwaltungsmitarbeitern, die die Ausbilder unterstützen, zu erhöhen. Dadurch würde es den Lehrern und Ausbildern ermöglicht werden, ihre Zeit hauptsächlich in die Ausbildung, die Schulung und den Unterricht zu investieren und die Möglichkeit für berufliche Weiterbildung anzubieten.

Beschäftigte im NVAL-Bereich müssen sich den veränderten Umständen anpassen

Studien zeigen, dass in ganz Europa bedeutende Änderungen stattfinden, die den NVAL-Beruf beeinflussen (z. B. Zielgruppe, Inhalt und Methoden). Zum einen ändern sich aufgrund demographischer Entwicklungen der Lernenden (zum Beispiel aufgrund einer verstärkten Migration, einer höheren Lebenserwartung, eines höheren Bildungsniveaus und der Bereitschaft der Teilnehmer, mehr Kosten in ihrem eigenen Lernprozess selbst zu übernehmen). Zweitens zeigt die Studie, dass Punkte wie Umwelt und Gesundheit immer mehr an Bedeutung gewonnen haben. Das Gleiche gilt für die Bereiche Management, Wirtschaft und neue Medien. Auch bei den Sprachen ist das Angebot immer differenzierter geworden. Neue Tätigkeitsfelder wie zum Beispiel Bildungsberatung-, -supervision und -coaching können dazugezählt werden. Daneben müssen Erwachsenen-ausbilder Lernsituationen schaffen, die zu den Lernenden passen, die als Gruppe in zunehmendem Maße heterogen und selbst gesteuert sind. Stärker lernerorientierte Methoden, neue Formen methodologischer Veränderung und die Kombination aus verschiedenen Lernorten und Lernmethoden sind immer wichtiger. Darüber hinaus wird E-Learning eine wichtige Rolle bei den methodologischen Werkzeugen spielen, die im NVAL-Bereich verwendet werden. Das Gleiche gilt für andere

Arten beruflicher Tätigkeiten. Managementmitarbeiter beispielsweise müssen eine Vielzahl an Organisationsformen und die verschiedenen Ansätze kennen, die angewendet werden können. Sie müssen sich mit sich ändernden Kontexten wie der Erhöhung / Kürzung von Regierungsausgaben für Erwachsenenbildung auseinandersetzen und sie müssen die Ziele ihrer Organisation in Hinblick auf ihre Zielgruppen / Lernenden widerspiegeln. Komplexität und Diversität sind ebenfalls charakteristisch für das Aufgabenprofil von Verwaltungsmitarbeitern, die mit Ausbildern, Programmplanern und dem Management zusammenarbeiten müssen und die als Schnittstelle zwischen den Institutionen und ihren Kunden fungieren.

Entwicklung (europäischer) Kompetenzprofile für Beschäftigte im NVAL-Bereich

Beschäftigte im NVAL-Bereich müssen über besondere Kompetenzen verfügen (Fertigkeiten, Kenntnisse und Verhaltensweisen), um ihre (beruflichen) Aufgaben wie zum Beispiel Unterricht, Management, Programmplanung usw. auszuführen. Allerdings herrscht auf europäischer und nationaler Ebene keine klare Meinung über Standardkompetenzen oder Fertigkeiten vor, die erforderlich sind, um die beruflichen Aufgaben im NVAL-Bereich zu erfüllen, was zum Teil an der Diversität in diesem Feld liegt.

Wir empfehlen die Entwicklung eines Referenzrahmens für Kompetenzprofile auf europäischer Ebene. Diese Struktur ist nicht als vorschreibendes oder obligatorisches System gedacht. Es ist vielmehr als Referenzrahmen gedacht, den die Mitgliedsstaaten verwenden können, um Standards für den gesamten Sektor zu entwickeln. Dieser Referenzrahmen könnte von nationalen, regionalen, branchenspezifischen und institutionellen Organisationen bei der Entwicklung einer Personalpolitik verwendet werden. Es ist wichtig, die Kompetenzprofile für die verschiedenen Arbeitsfelder (z. B. berufliche Bildung, Unternehmens- und funktionale Bildung, soziale und moralische Bildung und kulturelle und künstlerische Bildung) und Positionstypen (z. B. Unterricht, Management, Beratung, Medien, Programmplanung und unterstützende Positionen) zu diversifizieren. Außerdem ist es wichtig, festzustellen, welche Kompetenzen allgemein für alle Beschäftigten in der Erwachsenenbildung gelten und welche spezifisch sind.

Der Bedarf an beruflicher Weiterbildung und der Festlegung von Anforderungen besteht, doch gleichzeitig lehnen es Experten, die an dieser Studie beteiligt sind, ab, diese Empfehlungen auf alle Teilbereiche anzuwenden. Insbesondere im nichtformalen Bereich ist mit großen Schäden zu rechnen, wenn zu viele formale Regeln Anwendung finden (Überprofessionalisierung).

Bedarf an (empirischer) Untersuchung im NVAL-Bereich

Es gibt großen Bedarf an (vergleichbaren) Informationen über Beschäftigte im NVAL-Bereich. Diese Untersuchung sollte sowohl auf nationaler als auch auf europäischer Ebene durchgeführt werden. Außerdem müssen Daten über die angezeigten Sektoren und auf regionaler Ebene zur Verfügung stehen, sodass spezielle Vorgehensweisen entwickelt werden können, um die Bedürfnisse der betroffenen Personen zu erfüllen. Wir empfehlen, auf europäischer Ebene eine Reihe von Hauptmerkmalen zu entwickeln, die das Herzstück eines Programms für eine empirische Untersuchung über Beschäftigte im NVAL-Bereich bilden.

(2) Wege, die zum Beruf im NVAL-Bereich führen.

Verbesserung der Transparenz der Bildungswege für den Einstieg in den Beruf

Diese Studie zeigt verschiedene Bildungswege auf, die den Einstieg in die NVAL-Berufe ermöglichen (Ausbildungen, die von Universitäten, von Einrichtungen für Erwachsenenbildung und von den Arbeitgebern der Beschäftigten im NVAL-Bereich angeboten werden). Abschließend können wir feststellen, dass die Ausbildung von Beschäftigten im NVAL-Bereich weiterhin sehr uneinheitlich ist. Es besteht großer Bedarf an einer systematischen Beschreibung der Qualifikationen des Bildungssystems, die zum Beruf in der Erwachsenenbildung führen, in der alle Lernziele gemessen und aufeinander bezogen werden (nicht nur Inputfaktoren und formale Merkmale, sondern auch Outputfaktoren wie zum Beispiel Ergebnisse und Kompetenzen). Diese Strukturen müssen zunächst aufgebaut werden, um ihre Anwendung auf die Vielzahl bestehender Qualifikationen zu ermöglichen. Diese Strukturen sollten mit nationalen / europäischen Qualifikationsrahmen vergleichbar sein.

Wir empfehlen, Initiativen auf europäischer Ebene zu unterstützen, um professionelle Plattformen für den Austausch der bestehenden Praxis zu entwickeln, und an der Entwicklung von Qualifikationsstrukturen zu arbeiten.

Fokus auf berufsbegleitende Ausbildung

Diese Untersuchungsdaten zeigen, dass der Sektor durch eine Reihe von Faktoren gekennzeichnet wird: Die Beschäftigten steigen später in das Berufsleben ein, die Leute kommen und gehen und sie haben kurzfristige Verträge oder üben die Tätigkeit als Nebenjob aus. Diese Faktoren schaffen Bedarf für ein gleichmäßig flexibles System der Lehrerausbildung, das es den Menschen ermöglicht, ein- und auszusteigen und Inhalte, Bereitstellungsarten und Pläne auszuwählen. Normalerweise gibt es eine große Lücke zwischen der Erstausbildung und dem Moment, in dem Beschäftigte des NVAL-Bereichs in den Beruf einsteigen. Daher sollte die Bedeutung der Erstausbildung beibehalten und gleichzeitig der berufsbegleitenden Ausbildung höchste Priorität hinsichtlich der Investition eingeräumt werden. Diese berufsbegleitenden Ausbildungen sollten innerhalb der nationalen Qualifikationsrahmen anerkannt und validiert werden. Wir empfehlen die Entwicklung von kurzen Lehrgängen, Einführungsprogrammen und berufsbegleitenden Angeboten, um die Professionalisierung von Beschäftigten im NVAL-Bereich zu unterstützen.

(3) Beschäftigungssituation von Beschäftigten im NVAL-Bereich.

Flexicurity fördern

Der Hauptaspekt in Bezug auf den Arbeitsmarkt und die Arbeitsbedingungen ist, dass Jobs im NVAL-Bereich für einige sehr prekär sein können (fehlendes Einkommen und fehlende Sicherheit des Arbeitsplatzes während der Beschäftigungsphase und Fehlen einer angemessenen Rente in der Nachbeschäftigungsphase). Wir empfehlen die Entwicklung eines angewandten Flexicurity-Konzepts (Flexicurity: aus engl. *flexibility* Flexibilität und *security* Sicherheit) für den NVAL-Sektor, das die Flexibilität des NVAL-Arbeitsmarktes, die Beziehungen und die Arbeitsorganisationen auf der einen Seite und Beschäftigung und soziale Sicherheit für die Beschäftigten auf der anderen Seite umfasst. Ausgangspunkte sind Maßnahmen, die Übergänge in Form von Beschäftigungsbrücken fördern wie zum Beispiel die Erhöhung der Transparenz des Arbeitsmarktes, damit Arbeitssuchende gut über ihre Beschäftigungsmöglichkeiten und Arbeitgeber gut über die Gruppe potentieller Mitarbeiter informiert werden, die Schaffung von Jobcentern für Beschäftigte im NVAL-Bereich oder die Zusammenlegung von Anbietern in der Region, damit Beschäftigte im NVAL-Bereich in Vollzeit für verschiedene Anbieter arbeiten können. Andere Maßnahmen beziehen sich auf die

Verbesserung der Beschäftigungsfähigkeit von Beschäftigten im NVAL-Bereich wie zum Beispiel Forderungen nach Beteiligung an Maßnahmen von Unternehmen (NVAL-Anbieter) oder des Sektors an speziellen Weiterbildungen.

Beschäftigte im NVAL-Bereich brauchen eine stärkere Lobby

Die Länderstudien haben klar gezeigt, dass es kaum Organisationen gibt, die Beschäftigte im NVAL-Bereich vertreten (vor allem im nichtformalen Teil der Branche), die für eine bessere Beschäftigungssituation verhandeln könnten. In den Fällen, in denen es diese Organisationen gibt, sind diese oftmals nicht sehr einflussreich. Insgesamt besteht großer Bedarf an neuen Organisationen, die sich für die Rechte und die Beschäftigungssituation der Beschäftigten des NVAL-Bereichs einsetzen. Wir empfehlen, Berufsvereinigungen in diesem Bereich zu entwickeln oder Initiativen dafür auf europäischer Ebene zu ergreifen.

(4) Rahmen für Standards und Vorschriften

Die Notwendigkeit eines unabhängigen Organs für Qualitätsstandards (auf nationaler und europäischer Ebene)

In dieser Studie haben wir untersucht, ob Standards und (Einstiegs-)Anforderungen für Beschäftigte in der Erwachsenenbildung von europäischen oder nationalen Regierungen, Branchenorganisationen und Arbeitgebern festgelegt sind.

Die Studie zeigt eindeutig, dass die Anforderungen für den Einstieg in den NVAL-Sektor von einer Vielzahl an Akteuren festgelegt werden. Im Allgemeinen ist die Zusammenarbeit im NVAL-Bereich nicht sehr ausgeprägt. Daher empfehlen wir, nationale Plattformen zu fördern, auf denen die Branchen zusammenkommen. Vorzugsweise sollten diese Plattformen in bestehende Organisationen auf nationaler Ebene eingebettet werden (z. B. beim nationalen Verband für Erwachsenenbildung). Über diese Plattform sollten Informationen über den NVAL-Bereich gesammelt werden (z. B. NVAL-Anbieter und deren Personal, Qualifikationsstandards, aber auch nationale Ausbildungs- und Qualifikationswege). Außerdem sollten Beispiele für bewährte Verfahren (*Good practices*) gesammelt werden und Informationen darüber sollten leicht zugänglich und vergleichbar gemacht werden. Diese Plattformen könnten außerdem thematische Netzwerke und Projekte für Kollegen fördern und initiieren. Außerdem sollten sie die Verbindungen zur wissenschaftlichen Gemeinschaft stärken, um dem NVAL-Beruf eine starke theoretische Grundlage zu verschaffen. Auf europäischer Ebene empfehlen wir, eine europäische Plattform zu entwickeln, auf der nationale Organisationen präsentiert werden. Diese europäische Plattform sollte die Arbeit an europäischen Standards für Beschäftigte im NVAL-Bereich, an einer einheitlichen Terminologie und einheitlichen Vorgehensweisen mit der Beteiligung von Interessengruppen auf nationaler Ebene unterstützen. So werden die Ausprägungen der einzelnen Länder, Regionen und Branchen berücksichtigt.

(5) Qualitätssicherung und Qualitätsmanagement

Größere Aufmerksamkeit für kontinuierliche berufliche Weiterbildung und (interne und externe) Beurteilung

Die Implementierung von Qualitätsmanagementsystemen bei Institutionen der Erwachsenenbildung muss weiter gefördert werden. Diese Studie zeigt, dass der Schwerpunkt momentan entweder auf selektiven Maßnahmen vor dem Einstieg in den Beruf oder auf internen Schulungen und Beurteilungen liegt. Externen Maßnahmen wie zum Beispiel Akkreditierungen oder externen Beurteilungen durch Behörden, Berufsvereinigungen oder Berufsorgane wird zu wenig Bedeutung eingeräumt. Wir empfehlen die Entwicklung und die Förderung eines umfassenden Qualitätsmanagementsystems.

(6) Attraktivität der Branche

Steigerung der Attraktivität des Berufs

Diese Studie hat deutlich gemacht, dass der Beruf von Personen, die selbst in dem Beruf tätig sind, als attraktiv empfunden wird. Allerdings gehen sie davon aus, dass der Beruf von Personen, die in anderen Branchen tätig sind, nicht als attraktiv empfunden wird. Außerdem ist offensichtlich geworden, dass es dem Beruf an Beachtung fehlt und er daher von Studierenden nicht als Karriereoption angesehen wird. Wir empfehlen, die Beachtung und die Zugänglichkeit dieses Berufs auf nationaler Ebene bei allen potentiellen Kandidaten zu fördern. Junge Menschen sollten über die längerfristigen Möglichkeiten informiert werden, in diesen Beruf einzusteigen und dabei zu bleiben. Den Studierenden Möglichkeiten zu geben, Erfahrung in der Erwachsenenbildung und in Ausbildungsprozessen zu machen, zum Beispiel in Form einer Assistentenstelle oder sogar als Zivildienst, ist ein Weg, dazu beizutragen, dem Beruf mehr Beachtung zu verschaffen und ihn attraktiver zu machen und ihm so neuen Schwung zu verleihen und ihn wiederzuleben.

Der NVAL-Sektor muss ein starke empirische und theoretische Grundlage erhalten

Sobald ein Prozess zur beruflichen Weiterbildung auf dem Weg gebracht wurde, ist es wichtig, zusätzlich ein professionelles Kontrollsystem einzuführen. Es ist schwierig, einen Prozess zur beruflichen Weiterbildung zu starten, wenn es an Informationen über diesen Bereich fehlt. Diese Länderstudien zeigen klar auf, dass die Daten über Beschäftigte im NVAL-Bereich oftmals schlecht aufgezeichnet, gespeichert, organisiert und zugänglich sind. Wir empfehlen, sowohl auf nationaler als auch auf europäischer Ebene besser ausgearbeitete und besser entwickelte Systeme zum Erfassen, Registrieren und Analysieren von Daten zu entwickeln.

Es sollte Folgendes berücksichtigt werden: Die Anhebung der Qualität des NVAL-Sektors

Neben den oben aufgeführten thematischen Empfehlungen können einige übergreifende Empfehlungen festgestellt werden, um die Qualität des NVAL-Sektors als Ganzes zu verbessern (unterteilt in die folgenden fünf Bereiche: Berufe, Anbieter, Programme, Verfahren und Ergebnisse).

Berufe

Die Qualität des NVAL-Berufs sollte verbessert werden. Europaweit sollten Maßnahmen eingeführt werden, um die Qualität zu verbessern. Die Entwicklung von Berufsprofilen, einer Qualifikationsstruktur und der Organisation des Berufs und die Gründung von beruflichen Netzwerken und Datenbanken, die das Arbeiten auf der Grundlage von Belegen ermöglichen, sind Beispiele für solche Maßnahmen.

Anbieter

Die Qualität der Institutionen, die NVAL anbieten, sollte verbessert werden. Geeignete Schulungen der Leiter, Manager, Lehrer und der weiteren Mitarbeiter erhöhen die Qualität. Gute und transparente Entscheidungsfindung, eine inspirierende Führung und gute Kommunikation, eine solide Haushaltsplanung, gute Beschäftigungsbedingungen sowie ein ausgewogenes Verhältnis von Vollzeit- und Teilzeitbeschäftigten sind Beispiele für Vorgehensweisen, um die Qualität der Anbieter zu verbessern.

Programme

Die Qualität der Ausbildung und des Lernens hängt mit der Qualität der angebotenen Programme zusammen. Daher sollten Investitionen in die Programmentwicklung, die Anpassung von Programmen an erwachsene Lernende, die verantwortliche Auswahl von Inhalten und Methoden und die richtigen Wege, den Fortschritt zu beurteilen oder zu kontrollieren, dazu beitragen das Leistungsniveau zu heben. Die Art und Weise, wie diese umgesetzt werden, reicht von eher formalen bis zu eher nichtformalen Bildungs- und Lernkategorien. Die Prinzipien sind aber in beiden Bereichen gleich.

Verfahren

In vielen Sektoren einschließlich des Bildungssektors stehen zahlreiche Systeme zur Verfügung, um Organisationen und Personen, die in dem Sektor tätig sind, zu helfen, ihre Arbeit auf transparente, verantwortliche und verantwortungsbewusste Weise zu erledigen. Die Messung der Bildungsqualität hängt von den nationalen und sektoriellen Qualitätssystemen wie zum Beispiel EFQM und in VET und ENQA ab. Sie formalisieren die Verfahren, wie die Organisationen den Prozess, für den sie zuständig sind, organisieren sollen, wie zum Beispiel Aufnahmeverfahren, Lehrpläne, berufliche Verhaltenskodizes, Bestimmungen für die Personalentwicklung, Einstellungen, Verfahren für den Umgang mit Beschwerden und Verfahren für den Umgang mit dem Datenschutz. Alle diese Verfahren zur Verfügung zu stellen und sie richtig anzuwenden, ist unerlässlich für Anbieter, um ihre Qualität zu verbessern.

Ergebnisse

Lernen und Bildung führen zu unterschiedlichen Ergebnissen. Zunächst einmal gibt es das Ergebnis im Sinne der Quantität der Personen, denen geholfen wird. Die Tatsache, dass der NVAL-Sektor Tausenden von Arbeitslosen zum Wiedereinstieg in den Arbeitsmarkt verhilft, kann als ein Ergebnis der investierten Energie angesehen werden. Es gibt Lernergebnisse, Auswirkungen auf das Verhalten und Auswirkungen auf das Leben oder die Arbeit der Menschen. Es gibt darüber hinaus weitere sichtbare Ergebnisse wie schriftliche Leistungen, Kunstwerke, audiovisuelle Ergebnisse und so weiter. Für die Lern- und Bildungsqualität muss sich am Ende eine Verbesserung und eine Veränderung des Verhaltens und seiner nachfolgenden Effekte und Auswirkungen ergeben. Bei Qualitätsansätzen, die in der NVAL angewendet werden, ist diese Ergebnisorientierung erforderlich.

Die Empfehlungen gelten für zahlreiche Gruppen und Interessengruppen, die alle eine Rolle bei der Entscheidungsfindung sowie bei der nachfolgenden Entwicklung und Implementierung von Prozessen spielen. Bei diesen Interessengruppen handelt es sich entweder um Politiker, Ministerien, staatliche Stellen und öffentliche Anbieter, regionale und lokale Behörden, Sozialpartner, Nichtregierungsorganisationen oder Kirchen, aber auch um Beschäftigte und erwachsene Lernende selbst. Politische Entscheidungen werden auf zentraler, regionaler oder lokaler Ebene und manchmal auf verschiedenen Ebenen gleichzeitig getroffen, wobei zahlreiche Länder ein hohes Maß an Dezentralisierung aufweisen.

PART A INTRODUCTION

1 Policy context of the study

1.1 The role of adult learning in achieving the Lisbon goals

In 2000 the Lisbon European Council set itself the goal of making the European Union the most competitive and dynamic knowledge-based economy in the world. Education and training are critical factors for achieving the Lisbon strategy's objectives of enhancing economic growth, competitiveness and social inclusion. In this context, the Commission stresses the importance of lifelong learning and the role of adult learning, including its contribution to personal development and fulfilment in reaching those objectives⁴.

Lifelong learning has been defined as 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.⁵ Adult learning is a vital component of lifelong learning. Definitions of adult learning vary, but for the purpose of this study it is defined as all forms of learning undertaken by adults after leaving initial education and training, however far this process may have been taken⁶.

Although the role of adult learning is increasingly recognised in the Member States' National Reform Programmes, implementation remains weak⁸. Most education and training systems are still largely focused on the education and training of young people and limited progress has been made in changing systems to reflect the need for lifelong learning. Further action is therefore needed to confront the challenges facing the European Union and the Member States.

"Member States can no longer afford not to have an efficient adult learning system, integrated into a lifelong learning strategy, which provides participants with increased labour market access, promotes social integration and prepares the participants for active ageing in the future⁷."

The Commission refers to five key challenges that need to be addressed by adult learning stakeholders in Europe: (1) Removing the barriers to participation; (2) Ensuring the quality of adult learning; (3) Recognising and validating learning outcomes; (4) Investing in the ageing population and migrants; and (5) Establishing indicators and benchmarks.

In order to help strengthen the adult learning sector so that it is able to use its full capacity, the European Commission developed an Action Plan on Adult learning⁹. The general objective of the Action Plan is to implement the five key messages established in the Communication: it is never too late to learn.

⁴ The Commission's 2001 Communication, Making a European Area of Lifelong Learning a Reality, and the 2002 Council Resolution on lifelong learning.

⁵ Definition in the Communication from the Commission "Making a European Area of Lifelong Learning a Reality, 2001, p 34.

⁶ Definition in the Communication from the Commission "Adult Learning: It is never too late to learn", 2006

⁷ Communication from the Commission on adult learning: it is never too late to learn, COM (2006)

⁸ "Modernising education and training: a vital contribution to prosperity and social cohesion in Europe – 2006 Joint Interim Report of the Council and the Commission on progress under the Education & Training 2010 work programme".

⁹ European Commission Communication Action Plan on Adult learning: It is always a good time to learn, COM (2007)

1.2 Guaranteeing the quality of staff

Adult-learning staff play a key role in making lifelong learning a reality. They help learners to develop knowledge, competences and skills. The professional development of people working in adult learning is a vital determinant of the quality of adult learning. The 2006 joint report on progress with the Education and Training 2010 work programme expressed regret at the fact that the professional development of vocational teachers and trainers continues to pose a real challenge in most countries¹⁰. The report could justifiably have ex-

"The professional development and the improvement of the quality of teachers and trainers have been recognised as a priority at European level, most notably in the framework of the Copenhagen process and in the Education and Training 2010 Work Programme"

tended the expression of disappointment to the professional development of teachers active in the field of non-vocational adult learning (adult learning). Little attention has been paid to defining the content and processes for initial training of adult learning staff. There are many educational and pro-

fessional routes to becoming an adult learning professional and the professions are not always recognised within formal career structures. Compared with other educational subsystems, adult learning is characterised by high percentages of part-time staff (and people working on a voluntary basis) who may have few career prospects and are frequently paid on an hourly basis¹¹.

1.3 The need for more information on adult learning staff

Despite the importance of adult learning staff in making lifelong learning a reality, hardly no information is available of this particular group of workers. Therefore the Commission wishes to arrive at an enhanced understanding of the professional development of adult learning staff, with the help of a *study on adult learning professions in Europe*. By concentrating on improving the professional development of adult learning staff and enhancing the attractiveness of their professions, this study may be considered an input for strengthening the quality of adult learning. It will provide further insight into key issues and challenges related to the adult learning profession, and highlight essential areas of action, current trends, good practices and policies.

¹⁰ http://ec.europa.eu/education/policies/2010/nationalreport_en.html

¹¹ Research voor Beleid (2008), A study on Adult Learning Professions in Europe. The results of this study become available around September 2008.

2 Aims of the study, research questions and methodology

2.1 Aims of the study

The research as reported in this document is meant to describe the variety of contexts of adult education and learning in Europe. The study aims to make an inventory of the categories of practitioners at work in this sector of Non Vocational Adult Learning. Furthermore, it seeks to reveal the factors that promote or affect the quality of the work provided by these practitioners. Within their national contexts, within the context of providing institutions or agencies, the focus is on the actual practitioners doing the work in the field of adult education and learning in Europe.

The study covered the 27 EU Member States, the EFTA countries which are member of the European Economic Area (Norway, Iceland, and Liechtenstein), and two of the three candidate countries (Turkey and Croatia).

This study on adult learning professions coincides with two other studies carried out by the Institut für Technik und Bildung ITB Bremen and RvB and PLATO on teachers and trainers (or practitioners) in corporate education and practitioners active in vocational education beyond regular vocational school education. Together these three studies may be considered components of a European overview of educative practices in lifelong learning in Europe and, more specifically, of those operating as practitioners in this field.

2.2 Research questions

The general goals of the study have been specified in a number of research questions (see box below). The first cluster of which refers to the policy contexts in the nations studied. The next cluster of questions focuses on recruitment and selection of staff. A third cluster of questions aims at describing the actual work and employment situation. The fourth is a more development-oriented cluster of questions in which career paths are the issue. The fifth cluster refers to everything that is done to monitor, assess, or evaluate the performance of providers of adult education and of their staff. The next cluster of questions again has a contextual focus, but this time on the external perception of the professions studied and on the perspective for professional development given to staff. The last set of questions focuses on the overall lessons to be learned and recommendations to be made in order to upgrade the sector where this is deemed to be necessary or desirable.

Before starting the research, a preliminary set of questions needed to be answered. These questions are meant to identify the field of study and the units of analysis. We needed to identify the practitioners to be included in the study and the organisational context in which they work.

Practitioners and providers

1. Who are the practitioners to be included in the study?
2. In what field do they operate?

Policy contexts

3. Is there local/regional/national/European policy in relation to the initial professional development, recruitment and employment of adult learning staff?

Recruitment situation and expectations

4. Who are the employers of adult learning professionals?
5. What kinds of adult learning staff are being recruited?
6. What background do recruiters/employers expect adult learning staff to have?
7. Do the expectations include certain skills or competences?
8. What specific qualifications, if any, are required?
9. Are there national or regional standards for such background requirements?
10. Are pedagogical qualifications demanded of adult educators, in addition to their subject-specific knowledge?
11. How are adult learning staff recruited?
12. What is the situation regarding recruitment (competition and demand)?

Employment situation

13. Are the positions offered full-time, part-time or temporary?
14. What kinds of contracts are offered?
15. What percentage of the adult learning staff are volunteers?
16. Is there a statutory local, regional or national career structure setting out qualifications and salary scales for adult learning professionals?
17. Are adult learning professionals given additional salary supplements for qualifications?
18. Do the permanent positions carry pension entitlements?
19. What is the length of the working week?
20. How much of the working time is earmarked for training-related activities?
21. Are adult learning staff members of trade unions?

Career paths

22. What are the most common ways of becoming an adult educator?
23. What development opportunities are available to adult learning staff?
24. What are the career prospects for adult learning staff?
25. To what extent are employers engaged in developing the competences of their adult learning staff?
26. Are adult learning staff engaged in lifelong learning?
27. If so:
 - a. Is this actively supported, valued, and recognised by the employers?
 - b. Does this take place within prescribed frameworks, or is it done on a voluntary/personal rather than an obligatory basis?

Monitoring, assessment and evaluation, and quality management

28. Do adult learning professions fall under the remit of a local, regional or national regulatory body?
If so, are practitioners required to register with such a body?
29. How do the adult learning organisations assess the quality of the training provided?
30. Are the adult learning staff regularly assessed, and if so, how?
31. Do the adult learners also take part in this assessment?
32. Is there an evaluation of the outcome of the learning?

Attractiveness and trends

33. What are adult learning professionals' reasons for pursuing their particular career path?
34. Should the profession of adult educator be made more attractive?
35. What practices currently exist to increase its attractiveness?
36. What trends can be observed with respect to the professional development of adult learning staff?

Proposals and recommendations

37. What are the major challenges for the development of the profession and the professional development of adult learning staff?
38. How can we improve the professional development of adult learning staff (at local, regional, national and European level)?
39. How can we improve the quality of adult learning staff (at local, regional, national, European, sector and branch level)?

2.3 Defining the object of study

To achieve a proper direction for this study, we have to take into account the diverse characteristics of the field of adult learning and the changing expectations for it. We need to define the parameters of the study. Our focus is on the practical working conditions in the field, specifically in relation to the subfield of non-vocational adult learning and the people working in this field.

2.3.1 Non vocational adult learning

As described earlier this study focuses on adult learning professions in the field of Non-Vocational Adult Learning (hereafter referred to as NVAL). By NVAL we mean adult learning – formal and non-formal – not *directly* linked to the labour market.¹² This definition also encompasses initiatives that are indirectly related to (or supportive of) vocational development (such as basic skills, languages, ICT and personal competences that contribute to employability).

- *Formal NVAL* is generally provided in or through the systems of schools, colleges, universities and other formal education institutions, and is attended by adults who often left uninterrupted initial education without mainstream school or other qualifications and who now wish to gain these qualifications in later life. Formal NVAL, particularly at upper secondary levels, is generally publicly funded as a form of continuing or further education or, to use a deficit model, “second chance”, “palliative”, “recovery” or “compensatory” education and training.
- *Non-formal NVAL* is provided in education and training institutions, but more often takes place outside and alongside mainstream systems of education and training. It can be seen as a social movement and social educational activity without a direct link to the labour market, generally not requiring specific qualifications to enter and engaged in by the learner for personal, social, civic and cultural purposes.¹³

Although a theoretical differentiation is made between non-vocational and vocational adult learning, there are many adult learning providers whose programmes include courses or

¹² Formal learning encompasses 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. Non-formal learning activities are also organised and have a major learning component. In contrast to formal learning, however, the non-formal learning activities do not lead to certification. The point has also been made that in non-formal learning environments, learning is a subsidiary activity to support the primary task of an organisation (Communication from the Commission “Making a European Area of Lifelong Learning a Reality”, 2001)

¹³ Eurydice Study (2007), NVAL in Europe, Executive Summary of National Information on Eurybase, Working Document.

training in both categories. We therefore decided not to make a strict distinction in this report between providers of vocational adult learning on the one hand and providers of NVAL on the other hand, but to take a pragmatic view based on the programme of the individual provider. The field of NVAL is characterised by diversity in its form, content and the context in which it takes place. NVAL providers can be found in both the public and private sectors, and include educational institutions, firms, NGOs and commercial and community organisations.

2.3.2 A wide variety of positions

The diversity of adult learning environments is also reflected in the variety of positions within these adult learning providers. Beside teachers and trainers, they also include managers, course planners, counsellors and administrative staff. The European research group on competences in the field of adult and continuing education in Europe identifies six areas of activity that are relevant for the professional development of adult learning – teaching, management, counselling and guidance, programme planning, support and media use positions as described in the box below¹⁴.

- **Teaching positions** -The notion of teaching, the classic activity in adult learning, is changing: with a paradigm shift towards being learner-centred, the role of the teacher becomes more that of a coach, facilitator and moderator. New skills are required for planning the setting for new learning environments, for integration of learning techniques based on ICT (e-learning, blended learning) in the classroom, and for guiding and supporting adult learners in their professional learning processes. These new requirements are the more challenging because most courses in adult learning are not given by qualified adult educators but by schoolteachers lacking experience with adult learners, or experts with no educational background at all.
- **Management positions** - The range of positions included under the heading of management positions has only recently become fully recognised as an adult learning activity field in many European countries. Managers of adult learning centres and institutions need the skills and competences to be good leaders, to manage educational and organisational quality, to develop their staff, to engage in educational marketing, to raise funds, to manage projects and hardware (buildings, infrastructure, etc.) and to maintain regional cooperation networks.
- **Counselling and guidance positions** - As stated in the description by the European research group on competences in the field of adult and continuing education in Europe (2005), adult learners need support in analysing their learning needs and finding appropriate offers. This includes recognition of prior and experiential learning, setting up and updating information systems and databases, checking information on learning offers, and guiding learners through their learning processes, counselling in the case of learning problems, evaluating achievements and validating individual competences.
- **Programme planning positions** - Programme planning positions can include programme planning and development activities, and the development of learning material within an educational institution, focused on the consistency and quality of internal curricula. They may also involve a broader and more differentiated spectrum of activities and related competences such as programme planning in wider cooperation with local authorities, associations and other educational institutions, and the integration of adult learning into relevant parts of regional development programmes. In the last case the focus is on the external consistency of the curricula (to what extent does this kind of programme systematically match the needs of stakeholders and society?)

¹⁴ These areas of activity were identified by the 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.

- **Support positions** - Support positions have never been a main concern for professional development in adult learning. Support staff provide technical, administrative and organisational support for adult learning. This support includes such diverse activities as answering telephone enquiries from potential learners, administering course registration and preparing classroom equipment. These staff members may not regard themselves as, or be regarded as, adult educators, but their activities directly affect the quality of adult learning provision. The non-educational, purely administrative, technical or other roles are considered to be beyond the scope of this study.
- **Media use positions** - A distinct, rapidly-growing field of activity involves the production and use of teaching software, cooperation with IT experts and the development of teaching and learning opportunities with interactive media and on the internet. Another important field of media use is publicity. The accessibility of adult learning depends to a high degree on the visibility of the wide range of opportunities. The presentation of these opportunities in various (old and new) media is therefore an important task.

In this study we followed this classification as closely as possible and tried to discover the required paths of those holding the positions studied through initial training, selection and continuing professional development, as well as the conditions required to ensure that quality is enhanced, maintained and guaranteed.

2.3.3 Methodological approach

The activities carried out within our research project took place in three phases between January and November 2007 (see box below).

- An **inception phase** (*January - February*) in which the research design was amended and optimised. In this phase the research team reviewed relevant documents and reports and spoke to a number of people working in various organisations active in the field of Non-Vocational Adult Learning in Europe.
- An **interim phase** (*March - July*) in which secondary data was gathered and analysed at the country level. The country quick scans were meant to give an overview of the main features of the systems, the providers and the practitioners active in the 32 countries studied. Furthermore, the quick scans were intended to allow for the selection of a subset of countries to be included in an in-depth phase of the study in which the focus would be narrowed further.
- An **in-depth phase** (*July - November*) covering a selection of 15¹⁵ countries. In this phase secondary data was amended with additional information from literature, statistics, interviews with providers and policy makers, and interesting initiatives (a minimum of five per country). The selection of countries was made in agreement with the European Commission and strove to maintain a broad (Europe-wide) perspective, both geographically and with regard to differences in societal organisation. In each of the selected countries three interviews were planned with respondents representing key categories of NVAL providers. Thus 45 interviews would be included covering the mainstream practices of adult learning in Europe. The 45 interviews with key persons and experts representing adult education and learning providers together cover the professional contexts and practices of thousands of practitioners active in adult education and learning throughout the selected countries. The categories of providers have been selected bearing in mind that together they represent mainstream adult education and learning in Europe. Initiatives or practices included as good practices or examples have been selected along the same lines. In addition to the aim of covering the mainstream, some initiatives have been included because they may be considered promising and point towards newly identified trends.

¹⁵ Belgium, Bulgaria, Denmark, Estonia, Finland, France, Germany, Greece, Italy, Poland, Romania, Slovenia, Spain, Sweden, United Kingdom.

Expert support group

In order to cover all 32 countries in this study the research team cooperated with experts of the ESREA network (European Society for Research on the Education of Adults). All the cluster experts worked according to a format which was developed by the research team. In total 10 clusters were formed on the basis of linguistic as well as territorial criteria. An expert in the field of adult education was nominated as coordinator for each cluster¹⁶. These experts had a dual role in the project:

- To execute and coordinate the research activities at national level;
- To consult the core team with regard to the methodology and content of the study.

Two expert meetings were organised with the cluster experts. The first meeting was to discuss and analyse the country quick scans. The experts were also asked to develop additional hypotheses and assumptions that gave direction to the in-depth phase of the study. Furthermore, potential countries were discussed for the selection of countries in the next phase of the study. At the second meeting with the cluster experts, the analyses of the in-depth studies were discussed in order to gain a deeper understanding of the outcomes and of their impact on future policies, strategies, approaches and models.

2.3.4 Additional report with “raw data”

This report is based on 32 country studies executed by country experts in the field of non-vocational adult learning, resulting in 32 country reports. In 15 of these countries an in-depth study was organised where secondary data was amended with additional information from literature, statistics, interviews with providers and policy makers, and interesting initiatives. As a result we have 15 country reports with a more in-depth view of the professional development of NVAL staff (and 17 quick scan reports). In addition, the country experts delivered a detailed description of an interesting initiative in each of the 15 selected countries. Because the country reports differ in their volume, quality and richness of data, we decided not to include them all in the annex of the underlying report. All the country reports are included in a separate document.

2.4 Conceptual framework for data collection

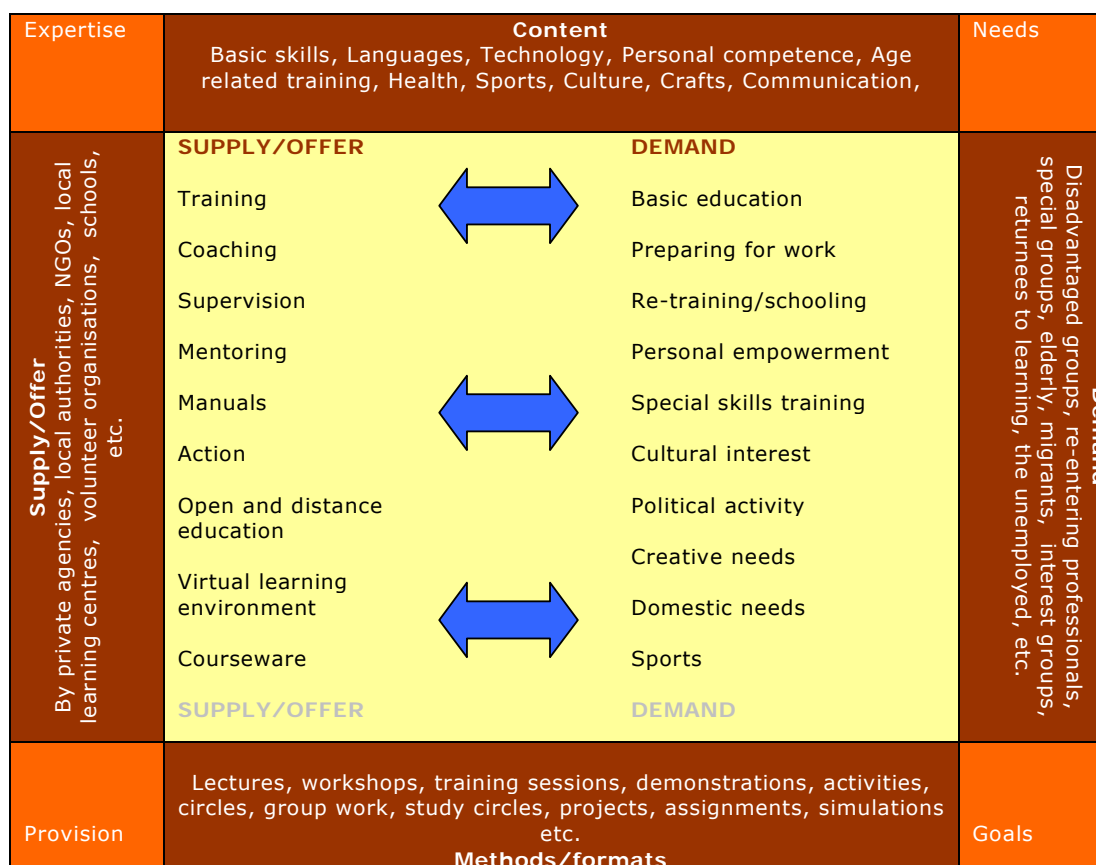
In designing the study and analysing the data gathered, the research team used the anaframework described in this section. As described above, to be able to focus on the right group of practitioners working in NVAL, we first made an inventory of the **NVAL market** and of its organisational structures. In this way we were able to identify our object of study more precisely and examine its relevant features. Moreover, we explored the **working and learning environments** of the practitioners themselves. We identified how they were trained but also how they kept their knowledge and competence up to date and at a high level. The quality of NVAL is not just determined by the quality of the staff members themselves, but also by the environment in which they work. Able practitioners are not necessarily going to reach their potential in settings that do not provide appropriate support or sufficient challenge and reward. In addition we explored the labour market of NVAL staff in order to identify the status, **labour market** competitiveness, and how to attract qualified people to work in NVAL.

¹⁶ See appendix I for the compositions of the clusters and the researchers responsible for the country / case studies in this cluster

2.4.1 Mapping the market of Non-Vocational Adult Learning

A number of players are active in the NVAL market. These players are either offering education or they are the ones being educated. The environments may be considered a market in which we distinguish providers and receivers, with a relationship between supply and demand, between educators and learners (figure 2.1).

Figure 2.1 The market for NVAL (supply, demand, content, and methods)



Source: *Research voor Beleid and PLATO (2008)*

Figure 2.1 shows on the left some potential suppliers of NVAL. It also shows types of offers that may be available to potential participants. On the right hand side of the diagram we list the potential “clients” and some of their possible needs or expectations. Vertically we distinguish between the content (the top of the diagram) and the methods or formats that could be thought of as examples of the kinds of training or education being sought. In the corners of the diagram are four other, related, categories that one could consider when exploring the field of NVAL. NVAL initiatives may be characterised in terms of the expertise involved, the needs met, the goals set and the format of provision chosen. This is the content and the aim of the model. It shows the potential elements to be included in the study and it helps to generate a good understanding of the market and the sector NVAL practitioners work in. In this way the model served as a basis for the development of instruments in this exploratory study.

2.4.2 Mapping the working and learning environment of NVAL staff

In the previous section we explored the field of NVAL to identify who the providers are and what they provide. We were then able to turn to our next focus point: the practitioners who work for the NVAL providing bodies.

A similar model was used to describe the professional development context in which NVAL staff work. The work environment of these educators, or practitioners (the neutral designation we prefer), may also be considered the context for the initial and continuing professional learning processes of these practitioners on one side and a set of needs and related goals, presumably related to career phases, on the demand side. This implies that we can create a model similar to the one above but with the focus now on the practitioners as learners. Practitioners may thus be considered professional learners who continuously adapt, improve and change their work in order to serve optimally the needs and goals of their target groups of adult lifelong learners. This model as applied to the practitioners is shown below (figure 2.2).

Figure 2.2 The field of learning of NVAL staff

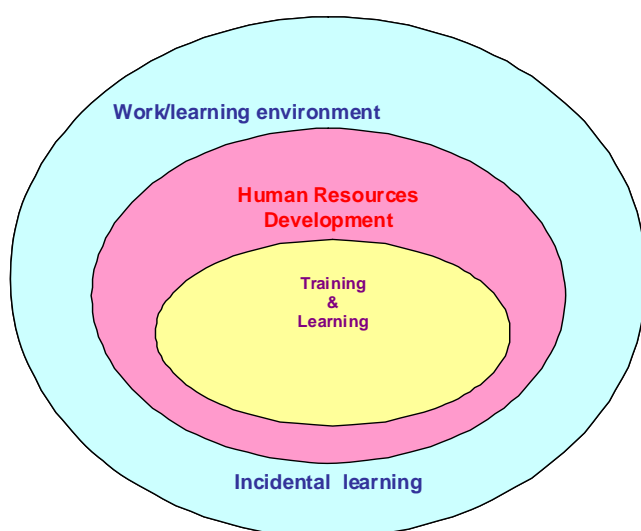
Expertise	Content	Needs									
	Subject matter, Education and training methods, New technology, Trainers' competences, Communication, Curriculum development, Assessment, Evaluation										
Supply/Offer By teacher training colleges, employers, social organisations, private agencies, educational institutes, universities, educational associations or bodies.	<p style="text-align: center; color: #4682b4;">SUPPLY/OFFER</p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 40%; text-align: center;"> <p>Training</p> <p>Coaching</p> <p>Supervision</p> <p>Mentoring</p> </td> <td style="width: 20%; text-align: center; vertical-align: middle;"> </td> <td style="width: 40%; text-align: center;"> <p>Initial teacher training</p> <p>Introduction of training jobs</p> <p>Induction of newly qualified staff</p> </td> </tr> <tr> <td style="text-align: center;"> <p>Programme materials</p> <p>Open and distance education</p> <p>Counselling</p> <p>Virtual learning environment</p> <p>Courseware</p> <p>Recognition of previously acquired competences</p> </td> <td style="text-align: center; vertical-align: middle;"> </td> <td style="text-align: center;"> <p>In-service education</p> <p>Career development</p> <p>Organisational restructuring</p> <p>Retraining/schooling</p> <p>Personal empowerment</p> <p>Specialisation</p> <p>Special skills training</p> </td> </tr> <tr> <td></td> <td></td> <td style="text-align: center; color: #4682b4;">DEMAND</td> </tr> </table> <p style="text-align: center; color: #4682b4;">DEMAND</p>	<p>Training</p> <p>Coaching</p> <p>Supervision</p> <p>Mentoring</p>		<p>Initial teacher training</p> <p>Introduction of training jobs</p> <p>Induction of newly qualified staff</p>	<p>Programme materials</p> <p>Open and distance education</p> <p>Counselling</p> <p>Virtual learning environment</p> <p>Courseware</p> <p>Recognition of previously acquired competences</p>		<p>In-service education</p> <p>Career development</p> <p>Organisational restructuring</p> <p>Retraining/schooling</p> <p>Personal empowerment</p> <p>Specialisation</p> <p>Special skills training</p>			DEMAND	Demand New individual educators and trainers, re-entering Professionals, companies, unions, associations or groups.
<p>Training</p> <p>Coaching</p> <p>Supervision</p> <p>Mentoring</p>		<p>Initial teacher training</p> <p>Introduction of training jobs</p> <p>Induction of newly qualified staff</p>									
<p>Programme materials</p> <p>Open and distance education</p> <p>Counselling</p> <p>Virtual learning environment</p> <p>Courseware</p> <p>Recognition of previously acquired competences</p>		<p>In-service education</p> <p>Career development</p> <p>Organisational restructuring</p> <p>Retraining/schooling</p> <p>Personal empowerment</p> <p>Specialisation</p> <p>Special skills training</p>									
		DEMAND									
Provision	Lectures, workshops, training sessions, demonstrations, teaching practice; traineeship, conferences, group work, projects, assignments, simulations etc. Methods	Goals									

Source: *Research voor Beleid and PLATO (2008)*

The diagram as presented in figure 2.2 served as a source from which items were taken to be included in our research instruments. Underlying both models is also the assumption that needs shift throughout the course of a person's life, or throughout the careers of learners. It is assumed that this applies to adult learners as well as to the practitioners providing or facilitating adult learning.

The environment in which NVAL staff operates (life and work) provides them with learning opportunities. This occurs to some extent in an incidental way. The mere fact that a person experiences things makes them learn. There is greater focus in situations in which the environment is deliberately designed and organised in such a way that it elicits and facilitates learning. Even more explicit are situations in which measures are taken to train or teach people. These three layers of learning are represented in figure 2.3 below.

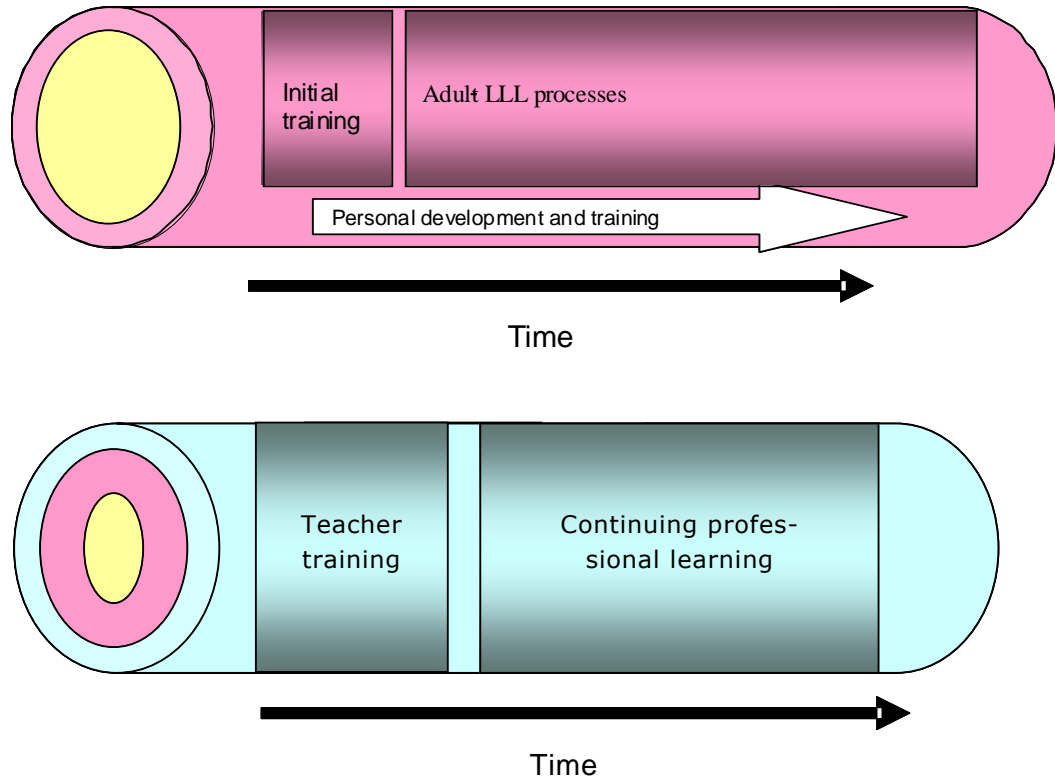
Figure 2.3 The life and working environment of NVAL staff



Source: Research voor Beleid and PLATO (2008)

In our study we did not include the incidental modes of learning but focused on the inner two layers. Thus, we studied only those learning situations in which NVAL staff deliberately learn in a planned way. The above model is a static one. It shows how a person fits into his or her (learning) environment. In figure 2.4 we added a time dimension to the model and stretched it out through time. The pink and yellow circles as shown in the model above were thus stretched, showing a timeline leading from initial training towards lifelong learning processes throughout one's life or career. Once again, this longitudinal model applies to adult learners as well as to NVAL educators.

Figure 2.4 Professional development of NVAL staff over time



Source: Research voor Beleid and PLATO (2008)

2.4.3 Labour market of NVAL staff

Identifying what makes working in the sector “attractive” is closely related to the conditions in which NVAL staff carry out their professional responsibilities and to the quality of their working life. There are also elements in the working conditions that are of importance for binding staff to educational organisations and for ensuring that there is mutual commitment between employers and employees. Issues in relation to the employment situation of NVAL staff in Europe are: whether positions are offered full-time or part-time, whether contracts are permanent or temporary, the role of volunteers, salary levels of staff, whether staff are paid salary supplements for qualifications, and whether permanent positions carry pension entitlements.

In an ideal labour market there is a perfect match between supply and demand; for every vacancy within the NVAL sector there is an employee (from the internal as well as the external organisation) and for every job seeker there is a suitable position. In practice, this is often not the case.

Three types of discrepancies between supply and demand influence the functioning of the labour market:

- Quantitative discrepancies: there is an absolute shortage of vacancies in the NVAL sector (demand side) or in the supply of adult learning staff (with certain characteristics).
- Qualitative discrepancies: there are a sufficient number of employees and positions in the NVAL sector, but adult learning organisations demand different competences from those that NVAL staff can offer. Discrepancies can also occur when employees and job seekers request employment benefits other than those that adult learning organisations can offer (terms and conditions of employment).
- Lack of transparency in the labour market: supply and demand cannot find a balance because there is a mismatch between the recruiting behaviour of adult learning organisations and the searching behaviour of job seekers. This also happens if both parties have an inaccurate picture of each other ("image").

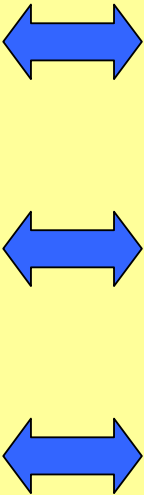
PART B RESEARCH FINDINGS

3 The market of Non Vocational Adult Learning

3.1 Introduction

This chapter provides more insight into the institutional contexts in which NVAL staff is working, or in other words the NVAL market. It provides information on the supply of NVAL (section 3.2), on the demand side of NVAL (section 3.3), and the content and methods used (section 3.4) based on the earlier presented model of the NVAL market (see figure 3.1).

Figure 3.1 The market for NVAL (supply, demand, content, and methods)

Expertise	Content		Needs
	Basic skills, Languages, Technology, Personal competence, Age related training, Health, Sports, Culture, Crafts, Communication,		
Supply/Offer By private agencies, local authorities, NGOs, local learning centres, volunteer organisations, schools, etc.	SUPPLY/OFFER Training Coaching Supervision Mentoring Manuals Action Open and distance education Virtual learning environment Courseware SUPPLY/OFFER	 DEMAND Basic education Preparing for work Re-training/schooling Personal empowerment Special skills training Cultural interest Political activity Creative needs Domestic needs Sports DEMAND	Demand Disadvantaged groups, re-entering professionals, special groups, elderly, migrants, interest groups, returnees to learning, the unemployed, etc.
Provision	Lectures, workshops, training sessions, demonstrations, activities, circles, group work, study circles, projects, assignments, simulations etc. Methods/formats		Goals

Source: *Research voor Beleid and PLATO (2008)*

3.2 Supply of Non Vocational Adult Learning

3.2.1 A wide variety of suppliers

Adult learning providers have a varied structure. They are either exclusively responsible for continuing education or they carry out other activities as well

- Their provision is either open to all interested individuals or is limited to a restricted group
- They are part of major societal organisations such as churches, trade unions or entrepreneurial associations, or they are not embedded in this way
- They are governed by commercial interests (e.g. distance education institutes), private social interests (e.g. church education services), public interests (e.g. community adult education centres) or other organisational interests (e.g. industrial and commercial companies)
- Their legal status is private, governed by law or state-controlled
- They provide education to the whole field of adult learning or they concentrate on specific areas of provision.

Besides their own sizes and structures, the significance of adult learning establishments also depends on the degree to which they are legally and politically guaranteed by funding bodies and embedded in wider structures with similar institutions at national or regional level. The vast diversity of provision of non-vocational adult learning is reflected differently in different European countries. It depends upon their traditional approaches to adult learning and its provision. Furthermore, it is affected by the levels of participation and the growing interest in lifelong learning as a means of increasing employability, competitiveness and social cohesion. There are also considerable traditional differences between countries in the amount and sources of funding available for adult learning providers and the division between public, private and individual resources spent.

The country studies, which provide an overview of the different kinds of adult learning providers identified in the different countries, show that learning is provided in a wide range of institutions. Formal NVAL is provided in public schooling institutions for young people, public institutions specifically for adults, non governmental organisations, community-based settings and commercial providers. Non-formal NVAL, on the other hand, takes place in a multiplicity of settings, in formal education institutions and in a wide range of non governmental not-for-profit organisations, including civil society organisations. The actual learning places are: education institutions such as schools, colleges and universities; community colleges, education associations, centres attached to churches, trade unions, political parties, institutions attached to chambers of commerce, professional associations, enterprises, employer associations, commercial education and training enterprises, sites of civil society organisations, public and private museums and libraries, community, cultural and leisure centres, virtual space in the media and distance learning, and many more. The literature shows that the spread of providers has not been mapped to any extent in many countries (Eurydice, 2007).

All of these NVAL providers differ in the way they are funded (public, private, participants), objectives and activities, size, target groups served, learning content and methods used. They also differ in their HR policy and how they use measures to ensure quality in their organisation. All these aspects influence the contexts in which NVAL staff work.

3.2.2 Activities of NVAL providers

The field of activity or the type of provision of NVAL providers can be divided in different categories. A first category is the **level of education** they provide. Here we see the distinction between:

- Basic education: learning basic skills like reading, writing, counting, basic social skills one needs to participate in society.
- (upper)Secondary education: frequently known as second chance education. Within this type of education there are different levels that represent the general education system of the country.
- Higher education: universities and institutions of higher education play an increasing role in providing and facilitating adult learning. A distinction can be made between different levels of education and the target groups of their activities.
 - Higher education institutions offer courses open to any adults (although most participants are already more highly educated) wishing to develop themselves. These courses can be regarded as a modern form of 'university extension work'.
 - Universities of the Third Age that provide special programmes for the elderly are a specific example of this kind of provision. They exist, for example, in France, the Netherlands, Italy, Portugal, Malta and the UK.
 - Open Universities have developed in many countries, such as Denmark, Finland, Germany, the Netherlands. The UK's is the best-known example. Open universities provide various forms of open and distance learning for adults. Single modular courses can serve as a kind of non-formal adult learning at higher education level. Complete programmes consisting of a series of courses lead to regular higher education certificates.
 - Many higher education institutions offer regular programmes for adults, often part-time. This provision can be regarded as second-chance education at higher education level.

The second category comprises providers with a **social character**, such as churches and providers of naturalisation courses for immigrants, and providers with an emancipatory goal such as education for women or (mentally) disabled people. There are also adult learning centres whose social character is not based on their provision of courses but on the existence of the centre in a particular part of a city. They have the function of social/community centres, which offer the residents of neighbourhoods a place to meet and to take part in joint activities, including workshops or short courses. These types of centres exist in the Netherlands and the UK. Social movements can also be clustered in this category.

Germany: Bildungshaus St. Hyppolyt, St. Pölten: Personality development (especially marriage and parent counselling), religious education, artistic education, social and political education, education for women and men. The work is largely funded by the diocese of St.Pölten.

The third category is made up of providers with a **focus on employment**. These providers give courses that can help people to gain the competences needed to get a job, such as writing letters of application. These providers can also help people in finding a job.

United Kingdom - Adult and community education (ACL) is offered in a range of institutions variously known *inter alia* as adult education institutes or community colleges and is organised at the level of local or regional government. 786,000 learners were enrolled on ACL programmes in England in 2005/06. The provision is split between employment-focused courses (usually with progression and qualifications) and provision that is delivered in small segments and includes taster and leisure courses (Personal and Community Development Learning (PCDL)) .

In the fourth category are providers aiming at the **personal development** of adults. They provide short courses (from one workshop to courses of a few months) on specific subjects such as philosophy, photography, history, languages, handicrafts, art history etc. These types of providers frequently offer a very diverse range of activities. One example is the type of further education organisation known as "people's university", which exists in many countries including Denmark, Finland, Germany, Hungary, the Netherlands, Norway, Romania, Sweden and Belgium.

The fifth category comprises providers who **emphasise a specific topic or field of study**, for example art/culture, nature/environment, religion and languages.

Romania

Houses of culture are public institutions that usually offer adult education in the artistic fields, but which also provide professional training courses. Present in every town in Romania, houses of culture are facing financial problems and a lack of human resources.

Cultural Local Units (camin cultural) comprise more than 6000 institutions located in rural areas, which have the role of offering cultural activities to people in rural areas. In recent years their activities have decreased dramatically due to a lack of financial resources and only a few of them are active in rural areas.

Community Art Schools offer courses in the fields of music, dance, painting and the arts.

Cultural Houses of Students organise different activities aimed at young adults or university students. They are usually connected with big university centres. The activities are organised in the form of clubs or events.

The sixth category can be distinguished on the basis of the **educational methodology** that is used, for example distance education and study circles. Distance education (or e-learning) can be an educational methodology that is used in combination with education in a class, but there are also providers who offer their courses only in the form of distance education. People receive their literature and assignments via the internet or as written materials at home and have the possibility to ask questions and hand in their assignments to a (virtual) tutor. Study groups and study circles are grassroots initiatives in which people form groups to develop themselves and may incidentally seek adult learning support. These initiatives originated in the Scandinavian countries.

3.2.3 Funding of NVAL providers

Funding may be provided from European, national, regional, local or private sources. Many providers make use of a combination of funding sources. The type of funding may influence the operational management of an institute. The criteria for EU funding, for example, are very strict and an institute has to give account for the expenses incurred. With government funding the amount of funding is often attuned to the number of participants an institute has (or had in the past year) or to the number of potential participants in the local area of the provider. It is clear from the country reports that public commitment to, and investment in, NVAL differs between countries. In some countries the bulk of adult learning of all kinds is privately provided, while in others (for example, Denmark, Finland and Sweden) public authorities are significant investors in adult learning, especially for individuals experiencing disadvantage.

Formal versus non-formal

The type of funding is dependent on the type of education the provider supplies. Formal education institutes receive government funding (directly from national government or via specific agencies or municipalities) and participants usually do not have to pay any fees. In situations of financial constraint, public funding is normally used to support priority target groups to participate in formal NVAL on a full-time or part-time basis. For example, in Denmark, public finance for adult learning is focused on those with low levels of educational attainment. Those with higher educational qualifications are more likely to have to finance their studies themselves and to study on their own time. In other countries (like in Slovenia), provision is free of charge to all participants who seek primary, lower, and secondary education qualifications.

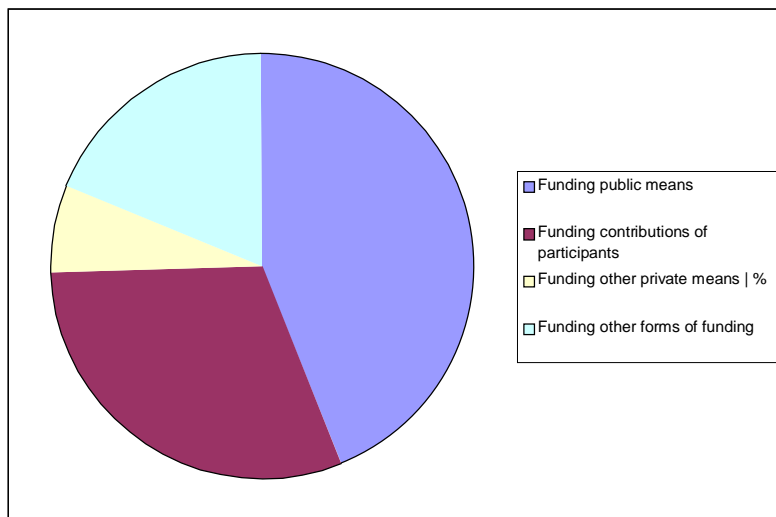
Providers in the non-formal adult education sector have different funding sources, like self financing, government funding (often for the socially and economically disadvantaged), private funding from bodies such as foundations and charities and funding by the participants as well who are paying for social, cultural, political and personal development reasons. However, within the range of non-formal NVAL providers, there are those that rely exclusively on public funds, those with mixed funding schemes, and those that are entirely self supporting. Although in some countries there is strong public support for non-formal NVAL (like the Nordic countries), and in other countries there is strong basis for project financing (like the Southern and Eastern countries), multi source funding is the norm in non-formal NVAL in the majority of the countries.

Germany - The financing of adult education in Germany derives from different sources. This includes public funding (national funding, funding by the *Länder*, the municipalities, and the European Union), private funding, funding by responsible bodies of the adult education organisations (e.g. churches, trade unions, etc.), as well as participant fees and funding provided by the Federal Employment Agency (*Bundesagentur für Arbeit*). In 2000 national expenditure on the adult education sector in Germany amounted to 36.7 billion Euros, equalling 0.38 percent of GDP. This is far less than national expenditure on primary education (1.43 percent), higher education (3.18 percent) and schools (7.53 percent) (Nuissl/Pehl 2004).

The VHS ("Volkshochschulen", or community colleges), for example, receive **funding** from the federal government (*Land*), the municipality, third parties, e.g. the Federal Employment Office (17.9 percent), and they are increasingly being partly financed through participant fees (39.3 percent), according to VHS statistics (Pehl/Reichart/Zabal 2006). The percentage of funding from municipalities in relation to total public funding (52.1 percent) is almost twice the amount of funding provided by the *Länder* (26 percent). Denominational adult education providers are organised in two umbrella organisations: the Catholic Federal Adult Education Association (KBE) and the German Protestant Adult Education Association (DEAE). These two associations are the second largest (KBE) and third largest (DEAE) providers of public adult education in Germany. Approximately 720 institutions are associated with the KBE and about 490 belong to the DEAE. To a large extent, denominational adult education is **funded** by the *Länder* (46.2 percent KBE and 73 percent DEAE). Further funding sources include public national funding (10.2 percent KBE, 3.0 percent DEAE), funding by the federal employment agency (10.2 percent KBE, 0.3 percent DEAE), funding through the municipalities (6.9 percent KBE, 19.3 percent DEAE) and by the European Union (4.4 percent KBE, 6.8 percent DEAE) (Weiterbildungsstatistik im Verbund 2004, 45ff.). Work and Life is a political education organisation that is run by trade unions and community colleges (VHS). It supports more than 140 institutions nationwide, 66.7 percent of which are recognised associations. Others are owned privately (1.1 percent) or have legal status as non-profit organisations (4.6 percent, see *Leistungsportrait* 2004:15). In 2004 Work and Life organised approximately 7500 events, reaching about 134,000 participants. The institutions run by Work and Life receive public **funding** (50.4 percent). They also obtain participant fees (13.4 percent) and 13.4 percent of their financial budget is generated from contract provision measures (ibid).

In the interviews with providers we asked how they are funded and this shows a similar picture to the one we can draw from the in-depth studies (figure 3.2).

Figure 3.2 Funding of the NVAL providers interviewed (n= 45)



Source: Interview NVAL providers in-depth phase (2007)

As can be seen in figure 3.2, the majority of institutions are funded by public means (i.e. national governments, regional authorities and smaller communities). A quarter are funded by the contributions of participants for the courses they attend and 10 percent of the funding originates from other private funds. Almost one fifth derives from other forms of funding. International and European funds, such as the European Social Fund (ESF) and the international development fund of the United Nations, fall into this category. These sources mainly fund institutions in the new Member States. Other sources are religious institutions such as churches and religious orders, though these are also included in the category 'other private funds'. In the country studies several interviewees talked about raising concerns regarding reductions in government spending on NVAL and transition to project-based financing, with its downside of lack of security as regards continuity of funding, especially in situations where providers are not in receipt of committed annual core funding for education activities. This insecurity also affects the people working for these providers, in terms of job security and responsibility to guide them throughout their career.

Another concern expressed in several country reports was that adult education institutions seem to be in growing competition with universities and schools, as well as with the growing number of smaller private providers. This competition coincides with a more market and economy-oriented adult education sector, associated with a growing number of providers in the field and an increasing differentiation of services. Whether this situation has any consequences for staff in adult education, for example a growing demand for more specialised adult learning professionals, has not yet been scientifically examined.

3.2.4 Size of NVAL providers

With regard to the size of NVAL institutions the interviews point out that the diversity is enormous. Ljudska Univerza Ptuj from Slovenia and the Swedish Community College in Estonia, for example, both have 9 employees, the first, however, employs also 60 external professors who work on a yearly contract. The biggest organisation surveyed in this study is The Workers' Educational Association (ABF) in Sweden, which has over 26,000 employees. Also with regard to the amount of participants, this organisation has, with one million adult learners the biggest reach. The size depends on the organisation and goals of the institution: is the goal nationally formulated or is it a regional initiative to face a regional problem. Is the target group a large group or a small, specific one?

3.3 Demand side of Non Vocational Adult learning

3.3.1 Target groups of NVAL providers

Policy context

The beneficiaries of NVAL are very diverse, especially considering the definition of adult learning used for the purpose of this study as all forms of learning undertaken by adults after leaving initial education and training, however far this process may have gone¹⁷. This means that adult learning covers a broad range of target groups.

While there are substantial cross-national differences in the incidence and volume of continuing education and training among adults, there are also remarkable similarities across countries in the distribution of education and training within sub populations. In general, the adults most and least likely to participate in adult learning are the same groups of people in almost all the countries included in this study. There is wide-ranging evidence that education is an important predictor of engagement and participation rates increase with levels of initial education. Therefore, the majority of countries are targeting the group of adults least likely to participate in structured learning. Across the countries this group consistently includes the following sub-groups: unemployed adults, older adults, adults in rural areas, adults with physical and sensory disabilities, adults with learning difficulties and disabilities, members of ethnic minorities, prisoners and ex-offenders, recent immigrants, adults generally experiencing economic and/or social disadvantage. Within these priority groups any one individual may, and frequently does, cross over a number of these categories, and thus experience multiple disadvantage.

The focus on target groups is changing over time. The people addressed, for example, are changing because of demographic developments (increasing migration, greater life expectancies, higher levels of education and changing willingness of people to assume more of the costs of the learning process). The integration of immigrants into society, for example, is a major concern for European and national policy makers, including education and training authorities, with a view to ensuring equality and preventing racial and ethnic discrimination. The Italy country study, for example, shows that the primary NVAL target groups have shifted from factory workers, women, and adolescent dropouts to foreigners and migrants.

¹⁷ Definition in the Communication from the Commission "Making a European Area of Lifelong Learning a Reality, 2001, p 34.

Differences between formal and non-formal NVAL

The organisation and courses depend on the NVAL provider's target groups. The first main distinction regarding target groups is the division between formal and non-formal adult education. Education in the formal adult education sector (in most cases) targets second chance education and preparation for the labour market. This means that adults who have interrupted their educational career must have the opportunity to finish their education later in life. The people who participate in the courses and finish them will receive a certificate or a diploma. This will increase their chances in the labour market.

Apart from people who need adult education for labour and economic motives, there are many participants who are involved in adult education out of interest in a specific topic, to learn specific skills, because of a spiritual interest or personal development. These participants can choose from the broad spectrum of providers in the non-formal adult education sector.

There are adult education institutions that aim at all adults who are interested in learning, but there are also institutions with specific target groups, which support a number of disadvantaged groups. Disadvantaged groups are:

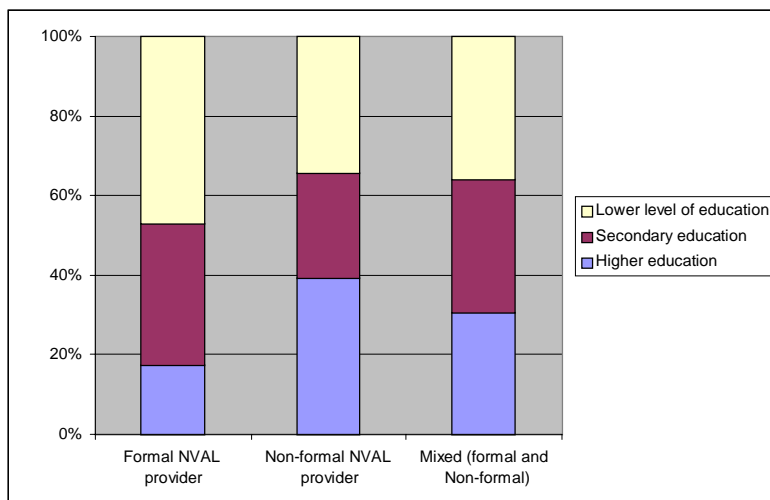
- Migrants and young people with a migration background: education includes learning the language, obtaining information about the country's laws and customs, and bringing the educational level in line with the standard level. This category also includes educating minorities.
- Disabled people: that is, physically and mentally disabled people, people with dyslexia and reading difficulties, deaf people and those with hearing problems.
- The unemployed and those with a low level of education: this category includes the long-term unemployed, formal education dropouts, people facing social problems that they cannot overcome.
- Women: this concerns women who are long-term unemployed, facing divorce-related problems.
- Prisoners and people connected with criminal activities.

On the basis of the interviews we can give a picture of the background of the participants of adult education within our respondent provider institutions. In general the following statements can be made about the group:

- Around three quarters of the people do not have a higher education degree
- Around 70 percent are either employed or self-employed
- Half of them are between 30 and 50 years old.

When we divide the cases over the formal and non-formal sub-sector some more precise observations can be made (figure 3.3).

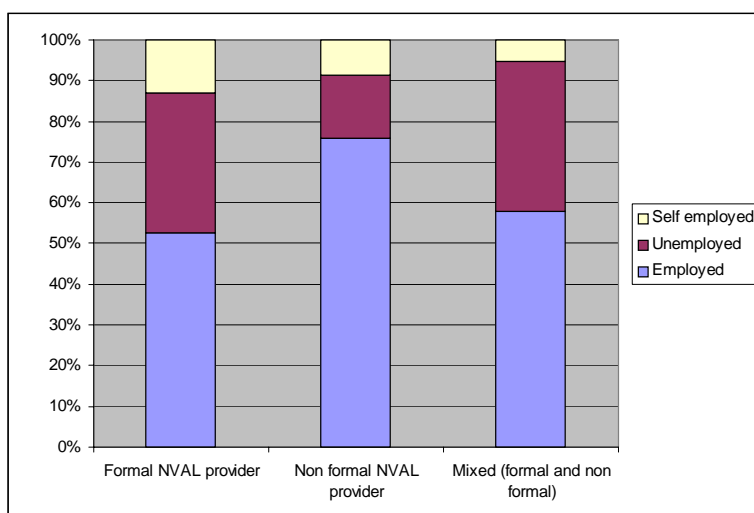
Figure 3.3 Level of education of participants divided over the sub-sectors (n=45)



Source: Interview NVAL providers in-depth phase (2007)

As can be seen in figure 3.3, there is a difference between the educational level of the formal and non-formal sub-sector: the formal sub-sector supports more people with lower education and in the non-formal sub-sector a higher percentage of participants generally have a secondary or higher educational qualification. This difference may be due to the courses the two sub-sectors offer. On the one hand, the courses in the non-formal sub-sector more often concern subjects related to culture and intellectual thought (e.g. philosophy, theology, etc.) which attract more highly-educated people. On the other hand, a part of the courses in the formal sector are especially designed for people with lower education and those who need second chance education. People in this category are under-educated, job seekers, long-term unemployed and socially disadvantaged groups. The next graph shows that over 30 percent of participants in the formal sub-sector are unemployed, against around 12 percent of the non-formal participants (figure 3.4).

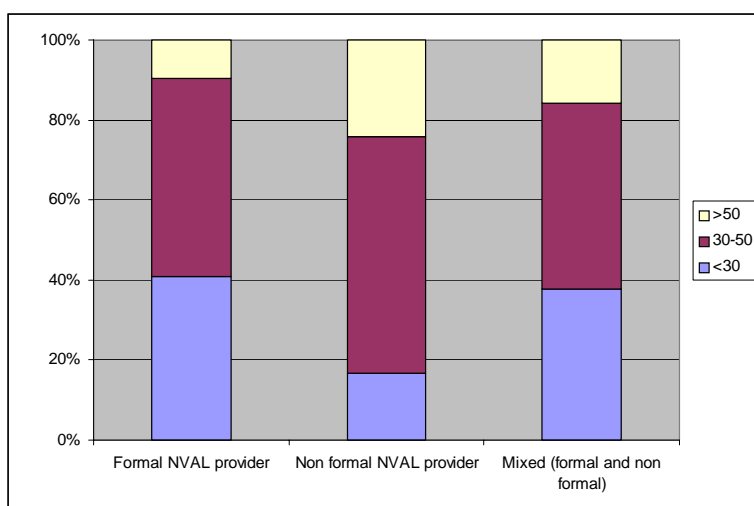
Figure 3.4 Employment status of participants divided over the sub-sectors (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 3.5 shows that there is a difference with regard to the age of the participants. The category 'under 30' in the formal sub-sector is almost twice as large as it is in the non-formal sector. An explanation can be sought along the lines supported by the first two graphs. A large proportion of participants in formal NVAL are second chance learners and disadvantaged social groups.

Figure 3.5 Age of participants divided over the sub-sectors (n=45)



Source: Interview NVAL providers in-depth phase (2007)

3.4 Content and methods of Non Vocational Adult Learning

3.4.1 Learning content

The curriculum framework for NVAL is, in effect, life-encompassing and life-related within a lifelong learning framework. It ranges from the provision of mainstream secondary qualifications through literacy learning, foreign language learning, target country language learning for immigrants, ICT skills and learning for social, cultural, political and/or personal development from a vast array of subject areas and activities.

Important differences can be detected when comparing formal and non-formal NVAL. Formal NVAL, known as "second chance" provision, covers mainstream courses in primary, lower secondary, upper secondary and post-secondary provision. Formal NVAL in the form of second chance provision serves multiple purposes in all countries, such as compensatory functions, educational, redistributive, promotion of equality, and intergenerational impact. In all countries publicly supported measures (programmes, courses, assessment processes, learning and other supports) exist to enable adults to gain compulsory and upper secondary education and training qualifications. Lower secondary level to the end of compulsory education is generally not occupation specific. It supports the development of knowledge, skills and competences usually not contextualised in work situations. Completion of basic vocational training qualifications leading to the acquisition of basic skills suitable for many job functions is considered part of upper secondary education in many countries. However, in most countries a distinction is not always made between general and vocational education in describing participation at upper secondary level (Eurydice, 2007).

Analysing the range of topics covered within non-formal NVAL, one can see that its subject matter covers all social issues, including ageing, crime, environment, health, heritage, parenting and poverty, as well as cultural matters (e.g. arts, crafts, cookery, dance, languages, literature, media, music, theatre) and political matters (e.g. community development, current affairs, democratic participation, history, international relations, law). Although, as described above, non-formal NVAL covers all kinds of topics, some countries set out the aims and content of non-formal NVAL. The Nordic countries and Germany explicitly recognise the role of non-formal NVAL in developing active and participatory citizenship, and social capital, and in strengthening social inclusion and social cohesion.

Overall, the country reports show that the contents and topics covered by NVAL have changed over the years. Issues such as environment and health have become more important, as have the areas of management, economics and new media. New fields of activity, such as educational counselling, supervision and coaching, can be added. In the area of languages the offer has also become more differentiated.

Austria - Some research has been carried out in this field, which shows that, although there are great differences in programme priorities among the various providers, an emphasis on courses in the fields of "personality development", "health" and "languages" has emerged.

Bulgaria - The focus is on cultural elements that include basic skills, language, history or crafts, but also citizenship and ICT.

Germany - Based on the quantitative data available, no important shifts affecting non-vocational adult education staff can be observed over the last five years as far as the content of adult education is concerned. The Continuing Education Reporting System (CERS) 2006 detects a decline in attendances in the field of IT/ computing (-5 percent), whereas attendance in health-related issues and sports has increased by 2 percent compared with 2000 (CERS 2006, 304).

Romania - The most popular courses in the last few years were in languages, IT, and entrepreneurial education.

3.4.2 Methods used

The country studies show that in adult education steps have been suggested and taken, which could be seen as an effort to respond to the changing circumstances. Reforms in recent years in adult education across Europe have focused on, for instance, encouraging participation and improving performance and results through adopting a more *learner-centred* approach. It is considered desirable that the individual be placed at the centre, both when designing adult education programmes and when determining their outcomes. The emphasis is not only on providing instruction, but also on focusing on the broader concept of learning, which involves paying attention to the well-being, motivation, and transformation of the individual. Aspects to take into account are, for instance, providing a safe and suitable learning environment, reinforcing positive attitudes toward the learners' potential for success, and encouraging independent study skills. In addition, it is recommended that *several teaching methods* are used throughout a course, if possible, with the purpose of catering to the needs of the learners and enhancing their progress.

Other measures recommended in order to attract more students include using pedagogical methods *especially suitable for teaching adults*. For preference these are learner-centred and allow for the adult learners' level, aptitude, and experiences to be taken into account.

Adult educators are expected to recognise the *prior experience, skills and knowledge* of adult learners, so as to ensure that learners do not spend time relearning previously acquired knowledge. Related to this is the need for adult educators to gain awareness of the distinctive features of the groups of individuals that are attracted to adult learning, in order to be able to *adjust the learning programmes* to their specific needs and expectations. To maximise the outreach possibilities, educators are encouraged to keep relevant up-to-date *information available* and assist (potential) learners with guidance and advice. Moreover, there are proposals for flexibility and adjustment of the provision of education to the *particular* (practical) *circumstances* and schedules of participating adults. Efforts should be made to keep *constraints and obstacles* to participating in adult learning to a minimum.

As a result of these people-oriented methods, new forms of methodological change and the combination of different learning locations and learning methods are typically of increasing importance. Moreover, e-learning has come to play a significant role among the methodological tools used in the field of NVAL, although it has not achieved the predominance that had been predicted.

Austria – As regards the didactic formats used by organisations, a published survey provides the following information: 40 percent of the organisations offer their students the chance to partake in distance learning/private study; 34.5 percent of these providers use the new media for this purpose; E-Learning and Blended Learning (= a form of learning composed of a blend of presence phases and - mostly tutored - individual phases/distance learning phases) require specific technical competencies on the part of the teaching personnel, as well as competencies in eTutoring and eModeration, in order to facilitate the specific learning process of the participants.

However, several country reports note that the majority of courses offered still use passive, supply-driven learning activities. This is particularly true for the formal part of NVAL, which often uses the same teaching methodologies as mainstream schools. Because formal NVAL is frequently located in mainstream educational institutions and generally follows the mainstream curriculum, teachers can very easily be locked into an adult schooling approach, as opposed to an adult education approach, and can consciously or unconsciously work out of a subject-centred rather than a learner-centred methodology.

Germany - The project SELBER-Service (consulting institutions on opening up access to new learning cultures and providing support within new forms of didactic services), led by the German Institute for Adult Education (DIE), ran from 2002 to 2004. The impetus of the project was the insight that, although there was general agreement on the need for new kinds of didactic formats and learning arrangements in adult education, it remained unclear how to create and implement the new developments (DIE 2002). The project cooperated with different institutions to initiate organisational change and establish a new culture of teaching and learning. Training courses for adult education practitioners and counselling of organisations were among the services offered through the project. The training courses aimed at supporting personnel in creating new spaces for learning and facilitating self-organised learning processes, and included three thematic units: 1. guidance and moderation of self-directed learning groups; 2. counselling and facilitation of self-regulation; and 3. arrangement of adequate sources for learning, while also involving e-learning. Besides its service functions, the project also included research, e.g. into resistance against self-directed learning related to the socio-cultural backgrounds of learners. When project funding ended, the aim was to make it possible for the institutions involved to continue, by themselves, the initiated process of change. Based on the project results, the German Institute for Adult Education (DIE) still offers support services today to other adult education institutions by means of coaching and training (DIE, 2004).

3.5 Concluding remarks

As described in this chapter NVAL staff work in a diverse and changing environment with different work domains. The field of NVAL may be divided into a formal and a non-formal part. Furthermore, it serves many audiences, covers diverse content areas, supports a wide variety of societal, organisational, and personal development goals, and uses many different learning methods. This complexity makes it particularly demanding for practitioners and professionals, as well as for volunteers, to work in NVAL.

Supply side of NVAL

The work context of employees working in the NVAL field has changed significantly over the past decade. Learning is provided in a wide range of institutions active in different work domains. Formal NVAL is provided in public schooling institutions for young people, public institutions specific for adults, non-governmental organisations, community based settings and commercial providers. Non-formal NVAL, on the other hand, takes place in a multiplicity of settings, in formal education institutions and in a wide range of non-governmental not-for-profit organisations including civil society organisations. The actual learning places are: education institutions such as schools, colleges and universities; community colleges, education associations, popular universities, centres attached to churches, trade unions, political parties; institutions attached to chambers of commerce, professional associations, enterprises, employer associations, commercial education and training enterprises; sites of civil society organisations; public and private museums and libraries; community, cultural and leisure centres. Non-formal NVAL also takes place via distance learning, through virtual media and in a host of other forms.

This raises the issue of to what extent this field may be considered unified, or is it more productive to think of it as a set of separate fields each requiring its own legislative and support structure. To develop a common approach to the professional development of NVAL staff in Europe, it would therefore appear necessary to identify fields or clusters of activities which allow stakeholders to identify sets of skills and competences that are related to each of these fields. Van Dellen and van der Kamp (2007) provide arguments for differentiating four work domains in adult education: vocational education, corporate and functional education, social and moral education, and cultural and arts education.

Demand side of NVAL

The most important aspects of work for people employed in NVAL include the audience addressed, the contents and the methods. All over Europe, important changes can be identified in these aspects. The audience, for example, is changing through demographic developments (increasing migration, greater life expectancy, higher levels of education and a willingness to assume more of the costs by participants in the learning process).

Content and methods

In addition, the contents and topics have changed as well. Issues, like environment and health for example have become more important, just like the areas of management, economics and new media. New fields of activity, such as educational counselling, supervision and coaching can be added. The range on offer has also become more greatly differentiated in the language area. In addition to the target groups and course contents, teaching

methods are also changing considerably. Educators of adults have to create learning situations which fit in with learners who are very heterogeneous and self-directed. They have to be aware that there is not just one way to reach the expected learning outcome. More learner-oriented methods, new forms of methodological change, and the combination of different learning locations and learning methods are typically more and more important. Moreover, e-learning, is coming to play a significant role among the methodological tools used in the NVAL field (Nuissl, 2007).

The same is true for other types of professional activities as well. Management staff, for example, have to be aware of the great variety of organisational forms and of the different approaches that can be applied. They have to deal with changing contexts like the decline in government spending on adult learning and they have to reflect the aims of their organisation in the light of the target groups and the needs of learners. Complexity and diversity also characterise the task profile of administrative staff who have to cooperate with trainers, programme planners and with the management, and who act at the interface between the institutions and its clients (Lattke, 2007).

4 NVAL positions, tasks and activities

4.1 Introduction

The diversity of adult learning environments is reflected in the variety of positions. Beside teachers and trainers, they also include managers, course planners, counsellors and administrative staff. This chapter discusses the type of NVAL staff positions, their tasks and activities. First, section 4.1 shows an overview of NVAL staff positions. Subsequently, these staff positions will be discussed in detail in section 4.3.

4.2 Overview of type of NVAL staff positions

Although teaching activities are still at the heart of NVAL, other fields of activity have become increasingly important. Particularly important in this respect is NVAL management, including activities such as counselling, coaching and supervision, activities in the field of financial administration, project acquisition and activities relating to strategy development and evaluation (Faulstich, Schiersmann, 1999; Kraft 2006). Some of these activities are closely related to teaching, such as counselling, coaching and supervision, even though they involve different tools and agents, and require their own form of training. Other activities, such as management, project acquisition, marketing and financial administration, are relatively new in the educational field of NVAL. The country studies show that NVAL staff carry out a broad range of tasks and sometimes do everything.

Before identifying the characteristics of the practitioners working in the field of NVAL, it is important to make an inventory of those practitioners. The study shows that the diversity of adult learning environments is reflected in the diversity of positions. In addition to teachers and trainers, managers, course planners, counsellors, and administrative staff may have to be included. The European research group on competences in the field of adult and continuing education in Europe (2005) identifies six activity fields that are important for the professional development of adult education (see box below)¹⁸.

- **Teaching positions** -The notion of teaching, the classic activity in adult learning, is changing: with a paradigm shift towards being learner-centred, the role of the teacher becomes more that of a coach, facilitator and moderator. New skills are required for planning the setting for new learning environments, for integration of learning techniques based on ICT (e-learning, blended learning) in the classroom, and for guiding and supporting adult learners in their professional learning processes. These new requirements are the more challenging because most courses in adult learning are not given by qualified adult educators but by schoolteachers lacking experience with adult learners, or experts with no educational background at all.
- **Management positions** - The range of positions included under the heading of management positions has only recently become fully recognised as an adult learning activity field in many European countries. Managers of adult learning centres and institutions need the skills and competences to be good leaders, to manage educational and organisational quality, to develop their staff, to engage in educational marketing, to raise funds, to manage projects and hardware (buildings, infrastructure, etc.) and to maintain regional cooperation networks.

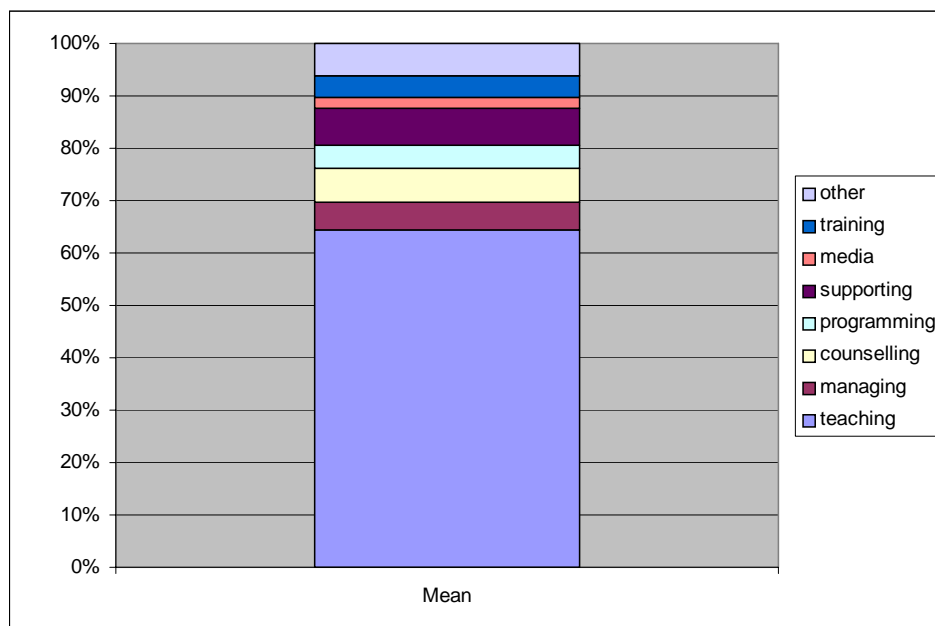
¹⁸ These areas of activity were identified by the European Research Group on Competences in the field of Adult and Continuing Education in Europe, which was initiated by the German Institute for Adult Education in October 2005.

- **Counselling and guidance positions** - As stated in the description by the European research group on competences in the field of adult and continuing education in Europe (2005), adult learners need support in analysing their learning needs and finding appropriate offers. This includes recognition of prior and experiential learning, setting up and updating information systems and databases, checking information on learning offers, and guiding learners through their learning processes, counselling in the case of learning problems, evaluating achievements and validating individual competences.
- **Programme planning positions** - Programme planning positions can include programme planning and development activities, and the development of learning material within an educational institution, focused on the consistency and quality of internal curricula. They may also involve a broader and more differentiated spectrum of activities and related competences such as programme planning in wider cooperation with local authorities, associations and other educational institutions, and the integration of adult learning into relevant parts of regional development programmes. In the last case the focus is on the external consistency of the curricula (to what extent does this kind of programme systematically match the needs of stakeholders and society?)
- **Support positions** - Support positions have never been a main concern for professional development in adult learning. Support staff provide technical, administrative and organisational support for adult learning. This support includes such diverse activities as answering telephone enquiries from potential learners, administering course registration and preparing classroom equipment. These staff members may not regard themselves as, or be regarded as, adult educators, but their activities directly affect the quality of adult learning provision. The non-educational, purely administrative, technical or other roles are considered to be beyond the scope of this study.
- **Media use positions** - A distinct, rapidly-growing field of activity involves the production and use of teaching software, cooperation with IT experts and the development of teaching and learning opportunities with interactive media and on the internet. Another important field of media use is publicity. The accessibility of adult learning depends to a high degree on the visibility of the wide range of opportunities. The presentation of these opportunities in various (old and new) media is therefore an important task.
- **Trainers of adult learning staff** - Another position we identified was that of the trainer of adult educators. This is the professional who prepares and qualifies teachers and other educators for the positions mentioned above.

All of these categories were also found in the results of this research. However, different names are often given to the practitioners, even though they refer to the same sorts of positions as those described in the box above. Besides these positions, other (more supportive) positions are described. In the country studies the following positions are named: Study circle leaders (Sweden, Norway), Job consultant: continuously follows the labour market situation and helps people to find jobs (Hungary), Receptionist: answers the phone and is the first contact for participants (Netherlands), Host(ess): welcomes people to the centre and takes care of coffee and tea, makes sure people feel at home and helps to create a nice atmosphere in the centre (Netherlands), Librarians (Austria), HR organiser/cultural organiser: prepares future adult educators to enable them to organise educational events (Hungary). Other positions mentioned were technical support (ICT), researcher, librarian, socio-cultural animator, psychologist, quality manager, finance specialist, graphic designers, project staff, vocational staff, employment support staff, specialist and consultant positions. However, these positions are only named in individual studies and are not mentioned by the majority of the case studies.

The interviews with NVAL providers reveal the same range of positions as mentioned above. In figure 4.1 an overview is given of the type of positions that appear in organisations interviewed and their relative shares of total staff.

Figure 4.1 Percentage of total number of positions within the organisation (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 4.1 shows that most – approximately 65 percent – of the staff of the NVAL providers interviewed have a teaching position. The other positions, such as support positions (7 percent), counselling and guidance positions (6 percent), management positions (5 percent), programme planning positions (4 percent), trainers of staff (4 percent) and media use positions (2 percent) are a small part of total staff. Six percent of staff could not be identified as working in one of the above-mentioned positions. These specific positions are mostly directly connected to the identity of the institute in question. For example, a clergyman mentioned by an institute closely connected to the church and social welfare officers mentioned by institutes that deal with specific *at risk* target groups. Some respondents also list distinct project management and quality purchase positions. Other support positions, such as kitchen/housekeeping and cleaning personnel, are mentioned, but we do not take these positions into account in this study. When comparing the outcomes of formal and non-formal NVAL no differences can be detected in the relative numbers of each position in the organisation. However, differences can be detected when comparing large NVAL providers with small NVAL providers. Smaller NVAL organisations often do not employ people in a wide range of positions, compared with the larger providers. These smaller organisations are usually set up around a core group of people, with each person being responsible for a broad diversity of tasks.

In the following sections we will look in more detail at the tasks that belong to these positions. First we will examine more precisely what tasks can be distinguished.

4.3 Tasks of the different NVAL positions

Most of the tasks are related to the various positions in the adult education sector. It is obvious that the task of teachers is to teach a particular subject and that managers have the task of controlling finances, managing the institution, etc. But to obtain adequate competence profiles of the different positions it is necessary to distinguish between the different tasks. The following 13 tasks are distinguished in the study:

- Teaching general subjects
- Teaching technical and practical subjects
- Coaching or mentoring people in their personal development
- Tutoring and supporting people in their self-directed learning processes
- Intake of participants, needs assessment, accreditation of prior learning
- Guidance and counselling of people on learning subjects
- Development of material or methods for educational activities (courses etc.)
- Development of ICT material for educational activities (courses etc.)
- Development, planning and organisation of educational activities (courses etc.)
- Management and coordination of educational activities
- Evaluation of educational activities
- Supervision and/or training of adult education staff
- Technical, administrative or organisational support of educational activities

We will describe the relevant tasks for each position, making use of the information obtained from the country studies and the interviews with providers. In the interviews with providers we asked interviewees to note whether a certain task was a main or an additional task in relation to a particular position. It is also possible that specific tasks are not applicable to a particular position.

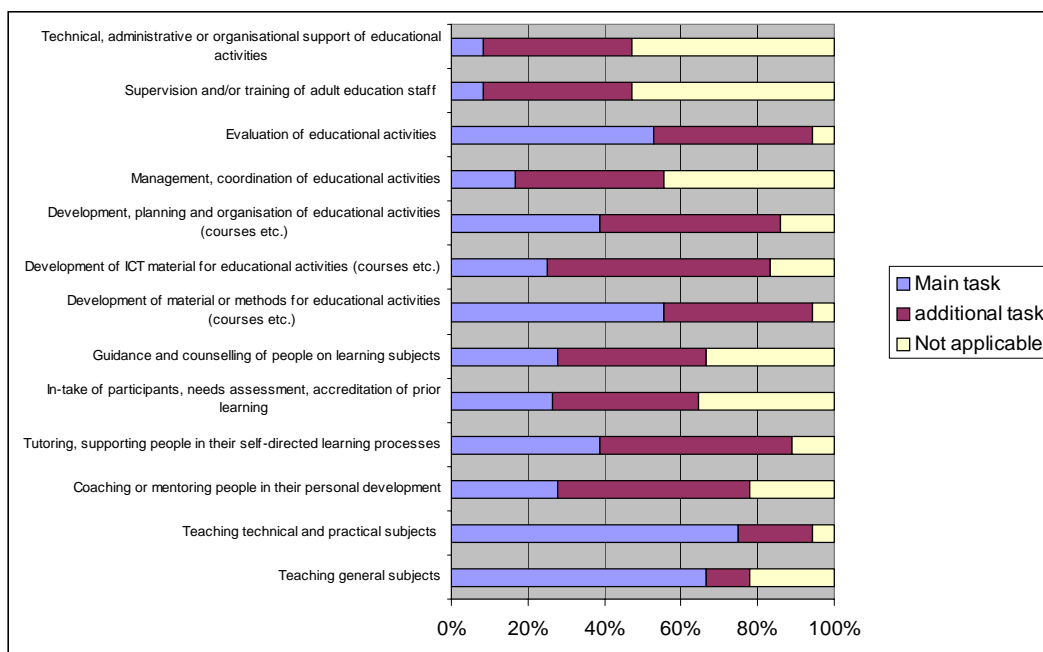
4.3.1 Teaching positions

Although the study reveals that teaching positions are mentioned in every European country, the title of the position and the functions and roles of the practitioner differ from one country to another. In some countries they also differ according to the type of provider.

In the country studies, teachers, tutors, lecturers, trainers and instructors were all referred to as teaching professionals. These terms are used as synonyms but in some countries the different titles reflect differences in position. For example, teachers teach in formal education, trainers in non-formal education (Lithuania), lecturers work in higher education or in the further education sector (United Kingdom, Ireland) or in community adult learning centres (Germany), and instructors are professionals who work in trade union (Germany) or adult learning centres (Austria). Other terms are also used, in Estonia for example, terms applied are: in-service training, re-training and continuing education specialist; training advisers, and (HRD) consultants. These terms convey the impression that adult education professionals in Estonia have the role of adviser and specialist besides being a teacher or lecturer. The Romanian study mentioned that teachers in distance education (e-learning) often have the role of tutor, mentor or facilitator.

We asked NVAL providers what tasks teaching professionals have (figure 4.2).

Figure 4.2 Activities of teaching staff in the NVAL providers interviewed (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 4.2 show that teaching staff cover a broad range of activities. The most important tasks mentioned are teaching general subjects and teaching technical and practical subjects. There were followed by evaluation of educational activities and development of materials or methods for educational activities. However, the most important observation is that teaching staff have different main tasks and additional tasks: thus teachers are involved in practically everything to do with all the tasks that can be found in educational organisations.

Comparing the activities of teaching staff between the formal and the non-formal NVAL providers, we see that there are some small differences in the interpretation of the function between the formal and non-formal adult education providers in this research. Among teaching tasks, more formal than non-formal AE providers report teaching general subjects as a main task (71 percent vs. 50 percent). There are, on the contrary, more non-formal providers than formal providers that report teaching technical and practical subjects as a main task (90 percent vs. 71 percent). This difference is easy to explain on the basis of the type of learning activities offered by each kind of provider. Formal NVAL providers mainly provide basic education and second-chance education on general subjects. The non-formal providers more frequently offer more topic specific courses or training. Non-formal NVAL providers report carrying out needs assessment and APEL procedures as a main task more often than the formal providers do. The same goes for the tasks of development, planning and organisation of educational activities, evaluation of education, supervision and training of other staff and technical, administrative and organisational support.

The providers in the non-formal NVAL sector apparently report to a larger extent different tasks as the main task of people in teaching positions than do the providers in the formal AE sector.

Germany - Many different titles are used for the educational staff in adult education. In Germany community adult learning centres use terms like full-time pedagogical/educational staff member (Hauptamtliche pädagogische Mitarbeiter/in) and lecturer (Dozent/in), the trade unions refer to team leaders/team workers and instructors (Referent/in), and in company-based continuing education the terms trainer (Trainer/in) and education manager (Bildungsmanager/in) are widely used.

Kursleiter-Innen, or course leaders, in Germany consider their field of activity to be the organisation and facilitation of adult learning activities at a micro-didactical level. Their tasks include preparation of teaching materials, didactic planning, media planning, teaching, moderating, counselling and guidance for learners, as well as the evaluation and monitoring of learning results (see Nuisl 2005).

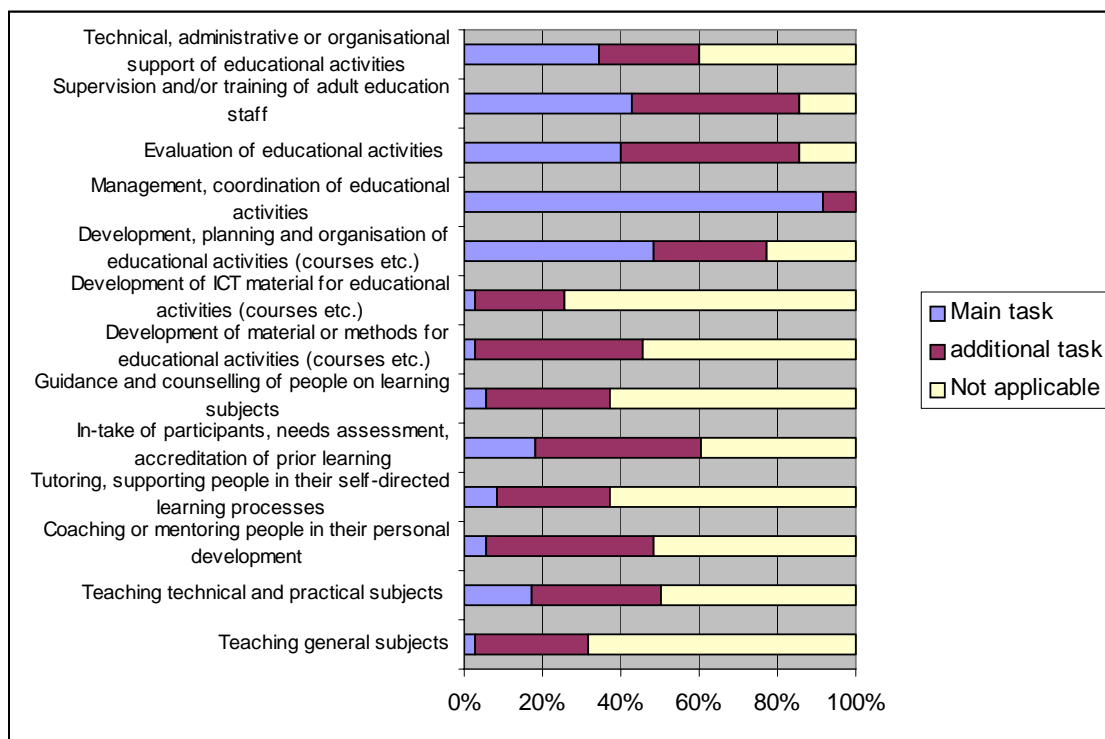
Italy - According to the job descriptions of Centri Territoriali Permanenti (now called Centri Provinciali per Istruzione degli Adulti), teaching encompasses a broad range of positions, tasks and roles beyond that of lecturer. Teachers conduct needs assessment for individuals and for the whole territory, they provide admissions and counselling services; they contribute to educational planning and to the management of the educational structure. 13.8 percent of teachers dedicate some of their time to tutoring and 9 percent consider monitoring and evaluation to be part of their activities.

4.3.2 Management positions

Results from the country studies show that management positions may be either general or more specialised. Professionals that were mentioned include directors of institutes charged with everyday management and policy making. Others have managerial responsibility for subsets or combinations of tasks such as education/course planning, needs assessment, evaluation, HRD, finance, marketing. Management tasks could also be found in the boards of learning centres, director or coordinator positions of a centre, or in specialised management positions. Management tasks of board members (representatives of providers and/or municipalities) have to do with development of shared missions and goals and the strategic plan of the centres or departments that they are associated with, they also have to do with sharing expertise and experiences and ways of working together. The director of a centre or school has to deal with the daily management, the financial planning and management, pedagogic and educative planning, human resource management, public relations, quality assurance, and networking. These tasks can also be delegated to specific managers, but in this case we see that this only goes for the management of educational activities. These managers are responsible for programme planning, needs analysis, evaluation of the programmes and sometimes they are responsible for the selection, guidance and development of teaching staff as well.

We asked NVAL providers what tasks management staff have (figure 4.3).

Figure 4.3 Activities by management staff in the NVAL providers interviewed (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 4.3 shows a broad scope of tasks within management positions although this picture is not as broad as the range of tasks we reported for teaching positions. Management and coordination of education activities is seen as the main task by 90 percent of the respondents. Besides that, supervision and training of staff is reported as the main task by 45 percent of the respondents and 40 percent mention this as an additional task. This applies similarly to the evaluation activities and for development, planning and organisation of educational activities. The other tasks were reported as a main task only by some individual respondents but are reported as additional tasks by about 40 percent of the respondents.

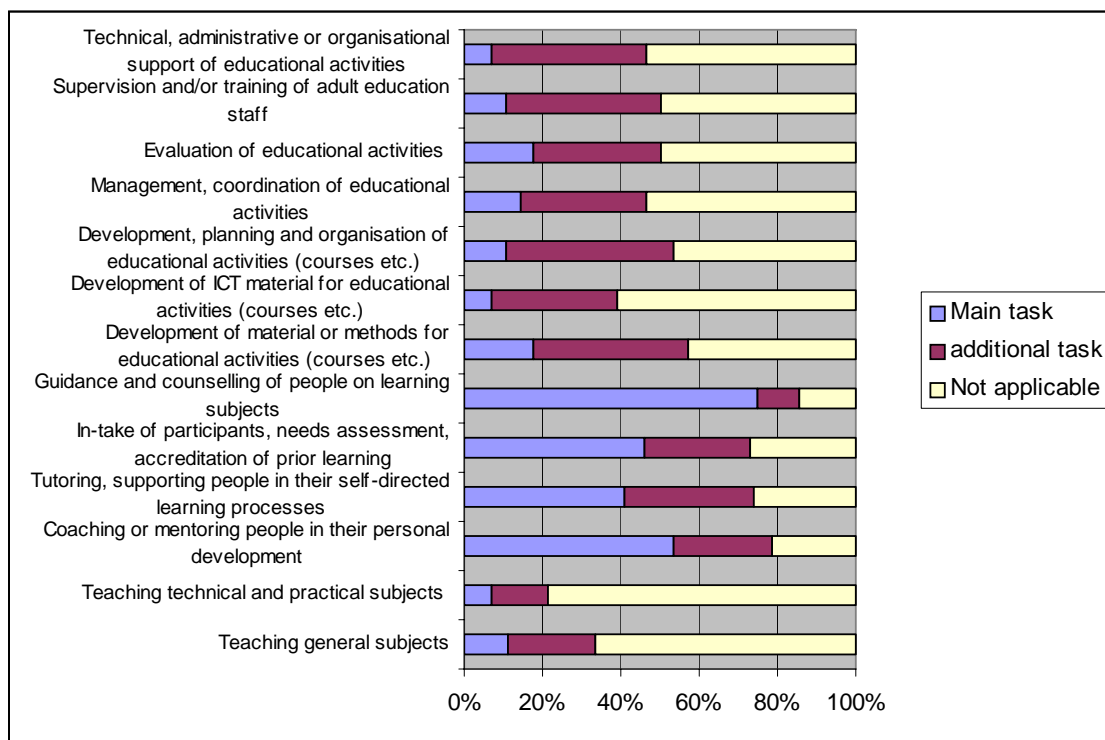
Austria - 'Education managers' (BildungsmanagerInnen) may be heads of further education departments within companies or non-profit adult learning providers. They may be responsible for pedagogy, planning and conceptual tasks as well as for the practical running of the organisation. Thus, education managers may need expertise in quality management (product marketing, legal matters, research, networking), leadership skills, methodological and didactic competences (media skills, evaluation skills), and personal and social skills (conflict management, ability to work in a team).

4.3.3 Counselling and guidance positions

The country studies show that holders of counselling and guidance positions focus on career guidance (in relation to finding a job), study counselling (in relation to study choice and planning and coaching of the study process) or more personal guidance (in relation to people's personal problems and questions). It may also be a specific role/task within a wider job description. We also saw this in the description of teaching positions in the previous section, that people in teaching positions have mentoring and tutoring tasks alongside their teaching activities or as part of their teaching activities. In this section we look in more detail at the counselling and guidance as distinct positions. Although we did not receive a description of this type of position in all the country studies, we do see that all countries report this type of position in their NVAL sectors.

We asked NVAL providers what tasks counselling and guidance staff have (figure 4.4).

Figure 4.4 Activities of counselling and guidance staff within the NVAL providers interviewed (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 4.4 shows that we distinguished between guidance and counselling of people on learning subjects, tutoring and supporting of people in their self-directed learning processes and coaching and mentoring people in their personal development. Almost 80 percent of the NVAL providers consider guidance and counselling of people on learning subjects as their main task, while approximately 50 percent consider the main task to be coaching and mentoring of people in their personal development, followed by tutoring and supporting of people in their self-directed learning processes (around 40 percent). If we

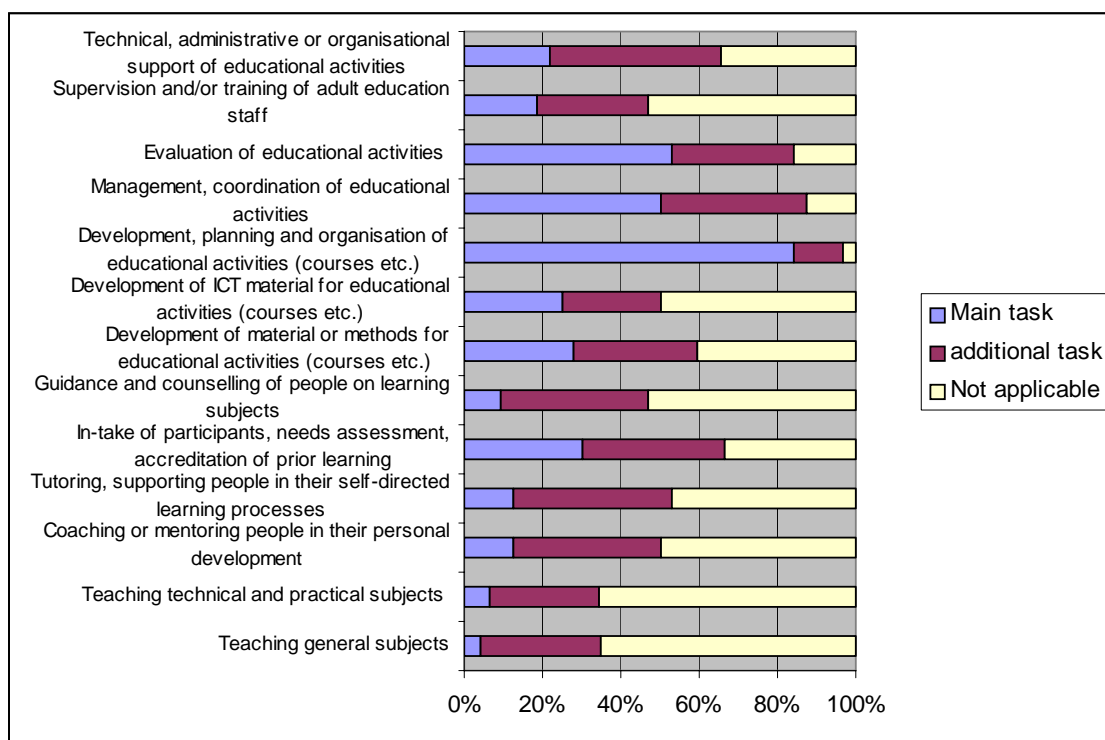
take a look at the overall picture of the division of tasks of counselling and guidance staff, we see that the tasks undertaken by people in these positions are more clustered than for the previous positions we described. We can conclude that people who are teaching also have a counselling and guidance role, but people in guidance and coaching positions rarely have teaching tasks.

No significant differences can be found with regard to the difference between formal and non-formal institutions.

4.3.4 Programme planning positions

The results from the country studies show that programme planning is a separate role but here again we see that it is often performed as part of a job with a wider scope like teachers and managers. We asked NVAL providers what tasks programme planning staff have (figure 4.5).

Figure 4.5 Activities of programme planning staff in the NVAL providers interviewed (n=45)



Source: Interview NVAL providers in-depth phase (2007)

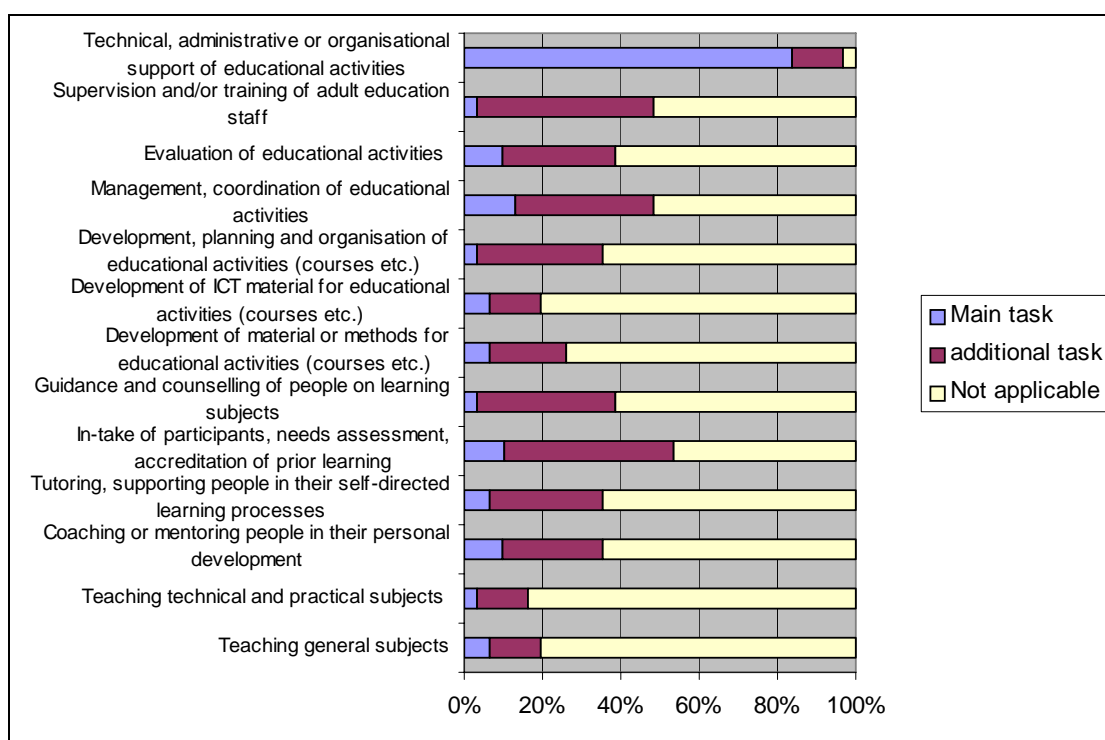
Figure 4.5 shows that about 85 percent of the providers interviewed indicate as the main task the development, planning and organisation of educational activities. About 15 percent indicate this as an additional task. Evaluation of educational activities and management and coordination is seen as the main task by about 50 percent of the respondents. Here we see, as with the coaching and guidance positions, that these positions have a narrower range of tasks than indicated for the teaching and management positions.

4.3.5 Support positions

The country studies show that the category of support positions embraces a variety of roles and positions and that the positions can also encompass a wide range of roles. Tasks that were mentioned include education planning, participant administration, (executive board) secretary, receptionist, and host(ess).

We asked NVAL providers what tasks supporting staff have (figure 4.6).

Figure 4.6 Activities of supporting staff in the NVAL providers interviewed (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 4.6 shows that there is a diversity of tasks, but that there is also a strong emphasis on technical, administrative or organisational support of educational activities. Approximately 85 percent indicate this as a main task and 15 percent as an additional task. The other tasks are only mentioned as a main task by a very small number (from less than 5 percent for teaching technical subjects and education development to about 15 percent for management and coordination of educational activities). What is striking, however, is that the percentage of additional tasks is in almost all the cases higher than the percentage of main tasks. This is to some extent explicable because receptionists are often the first point of contact for participants at educational institutes. Some also have the task of acting as a kind of study advisor for people enquiring about course choice and about how to start studying. In addition, they often have a role in planning and scheduling of the activities provided and in processing evaluation data.

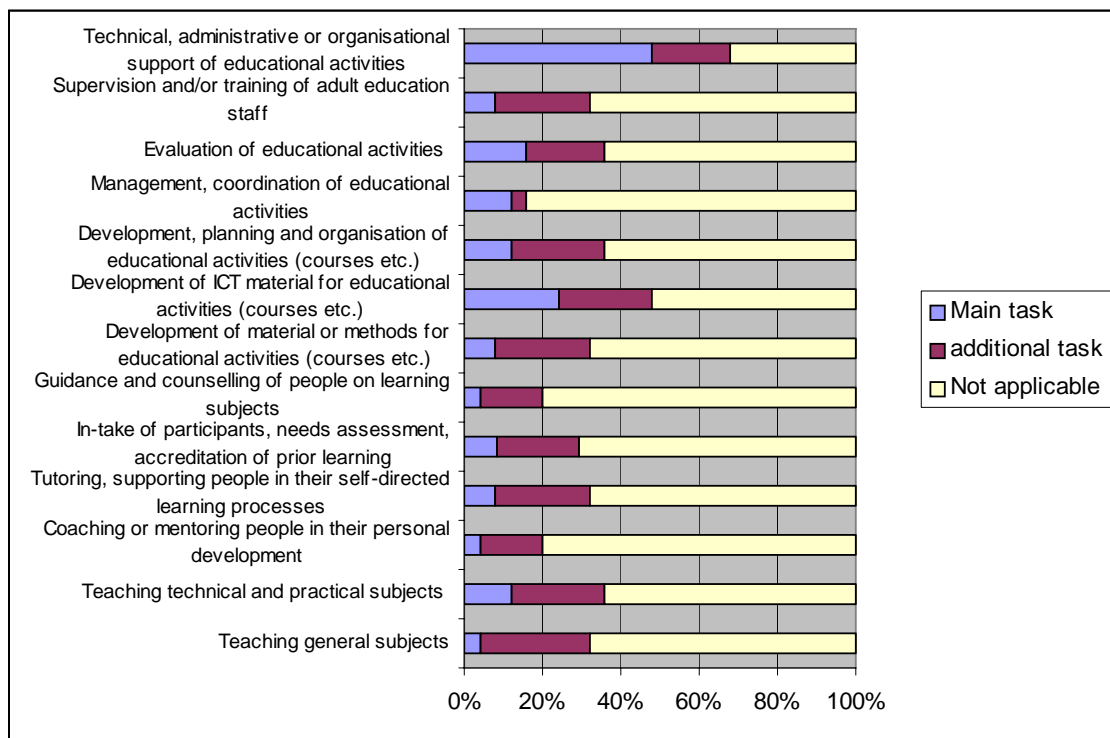
European project - The German Institute for Adult Education (DIE) is currently carrying out the project "Professional Administrative Support for Adult's Learning" (Pro-Sal) in order to define further training needs of administrative staff in European adult education institutions. It is based on the assumption that the competencies and skills acquired during vocational education or training no longer correspond to the requirements of current tasks. Based on empirical findings, a training course for administrative staff has been designed to increase the professional skills and confidence of those working in administration. (see <http://www.die.de>).

4.3.6 Media use positions

Results from the country studies show that technical support staff (help desk, system managers) offer various services. Media-use positions mentioned were help desk/system managers for the centre/learning institute (NL, IS) and help desk managers for those participating in distance learning courses (BE, NL, EL).

We asked NVAL providers what tasks media use staff have (figure 4.7).

Figure 4.7 Activities by media use staff in the NVAL providers interviewed (n=45)



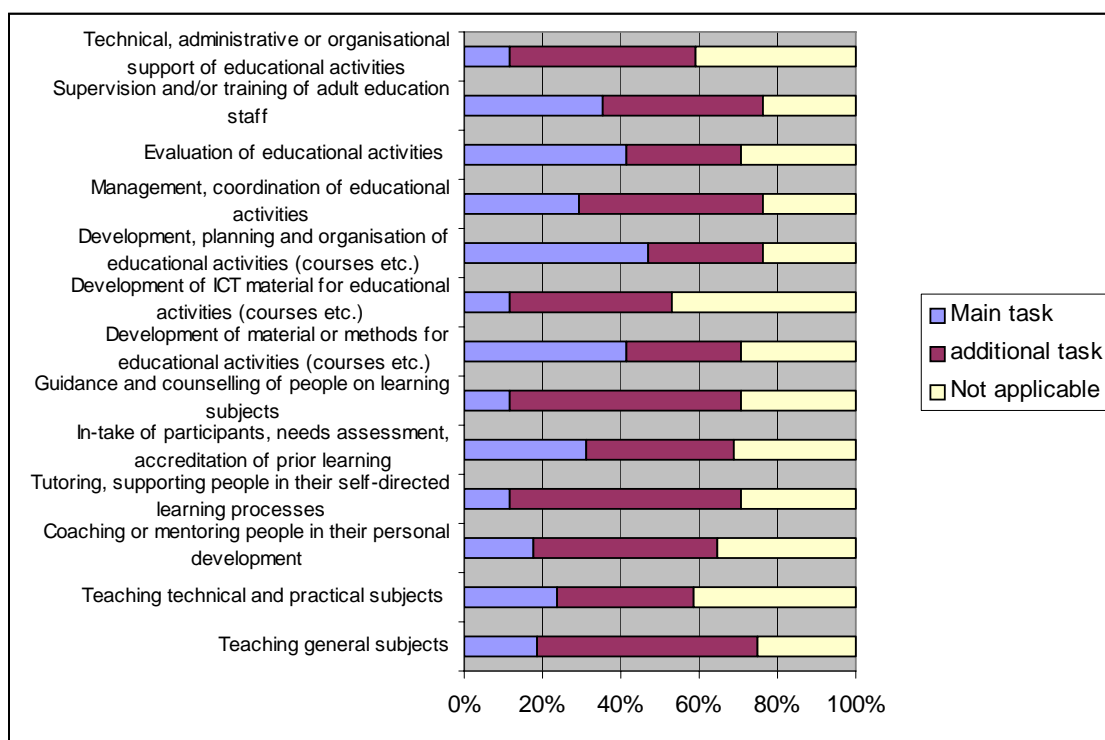
Source: Interview NVAL providers in-depth phase (2007)

Figure 4.7 shows that people in these positions have a mainly technical function and, as well, but to a smaller extent, a role in the development of (interactive) education materials. One of the interviewed providers mentions that people in media use positions also have the task of contacting the press and writing articles in professional journals.

4.3.7 Trainers of staff

None of the country studies mention trainers of trainers positions in NVAL providers. However, because this position plays an important role in keeping the qualification of adult learning staff up to date, we decided to ask the providers what tasks trainers of NVAL staff have (figure 4.8).

Figure 4.8 Activities by the trainer of adult learning staff in the NVAL providers interviewed (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 4.8 shows that the main tasks of this group of staff are in the range of the tasks seen in management positions (supervision and/or training of staff; development, planning and organisation of educational activities; management, coordination of educational activities; evaluation, development of educational materials; participant admission). Although teaching general subjects is only indicated as a main task by around 20 percent of the providers, it is mentioned as an additional task by almost 60 percent. More than 50 percent of the providers say that such positions do not exist in their organisation.

4.4 Concluding remarks

Practitioners in NVAL hold various positions. In this chapter the various positions are grouped into teaching, management, counselling and guidance, media, programme planning, and supporting positions. All these fields play an important role in professional development. Some of them have always been directly related to adult education (such as teaching and training), for others the awareness of their relevance has only developed more recently, such as guidance and counselling functions and management functions.

The country reports also show that less is known about the so called "hidden groups" of adult learning staff, such as administrative staff. Most information is available concerning the position of teacher or trainer. As a consequence there is a need for more research on the other groups of staff in order to identify their work domains and define the set of appropriate competences needed.

In setting objectives for the professional development of staff, it seems helpful to distinguish between tasks, activities and staff competence. The study shows that NVAL staff cover a broad range of tasks and activities, especially in the case of teachers and trainers. Managers too face a broad package of tasks but one that seems to be more consistent in that it contains management and coordination, development and planning, supervision and, to a lesser extent, technical and organisational support tasks. The rest of the positions show a much more focused task set. This broad diversity of tasks makes working in NVAL particularly demanding. Too many different tasks may lead to an overly large number of tasks that are beyond an individual's core competence; on the other hand, too narrow a definition of tasks may lead to a lack of multidisciplinary co-operation, with people being responsible only for their own task list. In the situation we see with teachers and trainers, it seems that with a little more support teachers and trainers would be much better able to focus on their main task which, of course, is teaching and training.

The country studies show that on European and national levels there is no clear view on the standard competences or skills needed to fulfil the above mentioned professional tasks in NVAL, partly due to the diversity of the field. However, in some European countries competence profiles and standards for professional actions of NVAL staff have been developed and implemented. Their scope of application differs considerably between institutional and regional levels. Overall, there is a need for more comprehensive research on this issue with a view to identifying skills and competence needs for those working in the NVAL sector. Moreover, further comparative studies on existing good practice will be needed in order to reach a deeper understanding of the conceptual elements as well as the strategies and methods of implementation appropriate for the specific cultural background. This is necessary to assist other countries in finding adequate ways to adapt existing examples to their own context.

5 Career paths of NVAL staff

5.1 Introduction

This chapter discusses whether there is a common pathway leading to the NVAL profession, or whether we can speak of mutual pathways. To find out more on how professionals may become a NVAL professional and how their professionalism changes, we need to know more about the background and life history of different groups of NVAL staff (life-history approach). Consequently, this chapter discusses the educational level, work experience, and other background characteristics of NVAL staff. Moreover, we will go into more detail on the educational pathways in Europe that lead to being an adult educator (like initial and continuing education). The environment in which the adult learners operate (life and work) provides them with learning opportunities. This occurs to some extent in an incidental way. However, in this study we did not include the incidental modes of learning but focused on those learning situations in which learners deliberately learn in a planned way. In most cases, this chapter focuses on adult educators because the country studies often provide information only on the career paths of teaching positions because so little empirical information is available on the other positions identified in chapter 4.

5.2 Provision of (initial) training in Europe

The study shows that there are many pathways to become an adult education professional. In order to classify the wide variety of educational pathways leading to the professions we used the work of Ewa Przybylska (2007), which presents a European overview of institutional solutions for the purpose of training adult educators. However, this work does not include self-study processes even though these processes are known to play an important role in the in-service professional development of those working in adult learning.¹⁹ We incorporated the findings of the 2007 study and our own findings on educational pathways of adult learners which provides a coherent image on the wide variety of educational backgrounds of adult educators. In the following sections we discuss training offered by universities (5.2.1), co-operation in offering training programmes (5.2.2), and finally training offered by adult learning institutions (5.2.3).

5.2.1 Training offered by universities

Bachelor-Master

An ever increasing number of universities and higher education institutions are introducing two-cycle study programmes. The total study-length is mostly four or five years, a three years bachelor cycle and a one or two year master programme. Pedagogic/education bachelor and master programmes usually include modules or courses on adult learning to provide graduates with a general knowledge of specific processes involved in adult learning, of adult learning institutions as well as the political, social and economic background of adult learning.

¹⁹ The framework of this overview is based on the work of Ewa Przybylska (2007), presented in the paper "European pathways to adult learning profession; input paper European Conference on Qualifying the actors in Adult learning, Bad Honnef, Germany".

A few academic centres currently offer a specialisation in adult learning at the BA level. In addition, every country offers BA and MA programmes as well as further post-graduate programmes leading to qualifications for adult learning professions but do not advertise adult learning in the title of their degree programmes. All European countries offer general pedagogical programmes with different pedagogic specialisations in childhood, social work or adult learning. With the introduction of the bachelor-master structure more and more specialised master programmes on adult education have been developed, however a firm trend cannot be identified. In the box hereunder some examples are described from Germany, Sweden and Austria.

Germany - Access to the field of adult education is not regulated federally by the German state but by the individual states (Bundesländer). Because the individual states are sovereign in terms of general adult education, the federal government does not influence the training possibilities for personnel in this field. At the moment, there are numerous possibilities in the federal states of obtaining the initial qualification in adult education. Some of the states' Further Education laws, e.g. in North-Rhine Westphalia, require that the universities offer study programmes in adult education/further education. At present, studies in adult and further education are offered at more than 40 universities in Germany. Since the adoption of the bachelor-master-structure in Germany, several master programmes in adult and further education have already been set up, e.g. at Berlin Humboldt University, Essen-Duisburg University, Bochum University. In addition, Essen-Duisburg University offers a European master programme in "European Adult Education".

Sweden - Until 2007 there was no specialised teacher training for teachers in adult education. However, since 2007 a supplementary course (30 ECTS at master level) has been set up at Linköping university for becoming an "adult education teacher". To be accepted, the student has to have been formally educated as a teacher. Linköping also gives courses in adult education at undergraduate level (60 ECTS) and are engaged in an Intercontinental Master's Programme in Adult Learning and Global Change (60 ECTS). A course in "Adult learning" for teachers and teacher students (30 ECTS) is given at the National Centre for Lifelong Learning at Jönköping university college.

Austria - Within the framework of educational study programmes the public universities in Graz and Klagenfurt provide a specific focus on adult education and also envisage a master degree in this field in the near future. The faculty of "Adult Education and Pedagogic Professionalism" at Donau University Krems has established a curriculum "professional teaching and training" for people working in adult education organisations as teachers or executives. After three or four semesters of in-service training, successful students either receive a certificate as a professional expert for teaching and training or the degree Master of Arts (MA).

Vicious circle

The examples indicate that there are a limited number of master programmes or specialisation possibilities in adult education (during a bachelor or master course). In this respect a vicious circle can be seen: 1) due to the fact that there is hardly training on an academic level, 2) no initial qualification have been developed to enter the profession. 3) Because these qualification have not been developed yet, 4) it is difficult to explain what training for adult learning professions mean, and therefore 5) training on academic level has not been developed yet.

This complex circle controls the entire field of adult learning and has to do with a background of the adult learners, the providers, quality framework, quality management and the attractiveness of the profession. Increasing the efforts in one area, for example setting qualifications to enter the professions, has the advantage that more academic pathways will be offered. However, it has downsides as well. In this chapter, we will not go further into this problematics, but we will describe the educational pathways of becoming an adult educator, as they exist now. However, it shows the lack of interest of developing integral bachelor and master programmes in adult education.

Other pathways offered by universities

Several other pathways are expressed in becoming a adult learner without obtaining specific didactical knowledge on adult learning. It is even debateable whether knowledge of adult learning methodology suffices to enter the profession. Experience in numerous countries shows that students who combine adult learning programmes with other fields of study are more likely to find employment. Adult learning increasingly appears to be offered on top of, or as an element in, other courses such as sociology, economics, human resource management, international management and public relations. Graduates of such programmes find employment in different sectors of the economy. Adult learning in the traditional sense is not their core business. However, their knowledge of, and qualifications in, adult learning provide important added value to their professionalism. Often providers hire someone not because of their capacities in adult learning didactics, but because of their subject knowledge. This phenomenon is even more common in the field of non-formal adult education because this sector even uses less qualifications requirements to enter the profession, as we will see in the next chapters. There are in most European countries possibilities to follow post-graduate studies to obtain knowledge on adult learning didactics, it is as well possible to get recognition for this study-path.

Slovenia - Pedagogical-further education is a special postgraduate non-degree course for teaching in secondary schools (so called pedagoško-andragoška izobrazba). Post graduate non-degree courses leading to a teaching qualification are prescribed and compulsory.

Everyone who wants to work as a teacher of adolescents or adults in the programmes of formal education (providing the educational level), is required to have specific pedagogical competencies, besides the required educational level and area. These competencies can be obtained during undergraduate study where the study programme also contains pedagogical, psychological and didactic subjects. The University pedagogical departments combine academic knowledge and teaching practice. However, the rest of the University departments - technical faculties, economics etc, do not include pedagogical knowledge in their study programmes. The criteria for measuring the inclusion of such content in each individual study programme are supervised by the Council for Higher Education which also supervises the programmes. If the criteria have not been met by the person who wants to become a teacher, they have to obtain this kind of education (special licence) within three years from when they start work as a teacher.

Permission to carry out such programmes has been granted exclusively to higher institutions such as the Faculty of Arts and Faculty for Education (both University of Ljubljana), Faculty of Education (University of Maribor). The programmes are co-financed within the system of professional training (INSET) Ministry of Education, Science and Sport. The candidates pay part of their fee depending on the co-financing from the school where they work and from the Ministry.

Institution	Faculty of Arts (University of Ljubljana)	Faculty of Arts (University of Ljubljana)	Faculty of education (University of Ljubljana)	Faculty of Education (University of Maribor)	Ledina College
The name of the program ¹	Teacher Education for lecturers in Post secondary vocational college	Teacher Education/Pedagogical-andragogical education	Teacher Education/ Pedagogical/andragogical education	Teacher Education /Pedagogical/andragogical education	Teacher Education for individuals with technical secondary education
Target group and No of hours	Lecturers in Post secondary vocational college with Diploma in Higher education 150 hrs	Diplomants of Higher education (University level) 300 hrs	Professional workers without Teacher education 375 hrs	Diplomants of Higher education (University level) and diplomants of Post secondary vocational college without teacher education. 375 hrs	Laboratory assistants, instructors, teachers of practical trainings. 160 hrs
Aims	Training lecturers for quality educational work.	To gain law regulated Teacher education in order to acquire basic knowledge for performance of pedagogical process in primary and secondary education.	To gain law regulated Teacher education in order to acquire basic knowledge for performance of pedagogical process in primary and secondary education.	To gain law regulated Teacher education in order to acquire basic knowledge for performance of pedagogical process in primary and secondary education, including vocational and technical education	To perform teacher education course in order to satisfy the condition to pass a state examination.
Contents / study subjects	Active learning, modes and methods of post secondary studies, Theory and methods in Vocational education, Theory and practice in planning and performing of teaching, Adult learning and methods, Learning objectives, assessment and accreditation, Selected module.	Psychology for teachers, Pedagogics, Andragogics, Didactic, Special didactic according to various branches of profession.	Psychology for teachers, Pedagogics, Andragogics, Didactic, Special didactic according to various branches of profession	Psychology for teachers, Pedagogics, Andragogics, Didactic, Special didactic according to various branches of profession	Psychology, Pedagogics and andragogics, Didactic, Special methodics for practical training.

This overview of courses offered in Slovenia gives a hint of the balance between specific adult educational programmes and the setting of qualifications. Pedagogical knowledge is obligated, but the courses do not offer a pedagogical degree; they are intended to train teachers and professional workers to educate adults.

5.2.2 Co-operation in offering training programmes

Co-operation of universities in Europe

However not noticed in this current study, there exist initiatives to develop adult learning courses and programmes by co-operating universities in Europe. The data and examples on these initiatives can be found in the article of Eva Przybylska (2007), "European pathways to adult learning profession; input paper European Conference on Qualifying the actors in Adult learning, Bad Honnef, Germany". These co-operation initiatives are mainly initiated within programmes of the European Union, like Socrates/Erasmus or Grundtvig. For example Erasmus curriculum development programmes can be used to set up educational programmes within the field of adult learning:

European Master in Adult Education²⁰

Eight universities from seven countries all over Europe joined in a network to develop a common Master degree programme in Adult Education. Some of the partners already had such programmes, others had not. The aim of the initiative was threefold:

- through a European discussion process identify the core competencies that are needed by professional adult education staff in Europe today;
- develop on this basis a qualification of transnational relevance that reflects both traditional and newly emerging qualification needs and that includes "competence for Europe" as a particularly important aspect;
- use synergies and benefit from a wide range of experience and best practice in the various countries to develop and implement a high-quality degree programme.

Co-funding for this project was granted in 2004 by the European Union under the SOCRATES programme. As a result the three-year SOCRATES/ERASMUS curriculum development project "EMAE" started in October 2004 and ended in September 2007.

The EMAE programme is a Master degree programme within four semesters and 120 ECTS, consisting of the following curriculum:

- Common core (70 ECTS): Part A-C are offered online in each university
 - A. Core fields of Adult Education in Europe (25 ECTS)
 - B. AE Research in Europe (5 ECTS)
 - C. Transnational Project Work (10 ECTS)
 - D. Master Thesis (30 ECTS)
- Individual courses (50 ECTS): these courses are offered by each partner university according to their main research focus.

The EMAE programme may be taken entirely at a single university. However, students are strongly advised to spend at least one semester (the 3rd) at another university in the EMAE consortium. Student mobility can be supported through the Erasmus programme. On successful completion of the programme, students will be awarded the degree of Master of Arts from their home university. In the Diploma supplement it will be documented that the studies undertaken by the student correspond with the EMAE network standards and that the degree represents therefore a "European Master in Adult Education" (www.emae-network.org).

European Master in lifelong learning

The European Master in Lifelong Learning is a full-time, multi-site programme offered by the Danish University of Education (DPU), Copenhagen, the Institute of Education (IoE), London and The University of Deusto (UD), Bilbao. This programme is aimed at professionals who wish to develop the field of lifelong learning and gain specialised expertise in lifelong learning policy or management. The programme started in 2006. The whole programme, totalling 120 ECTS, is completed over 2 years. During their studies, students visit at least two countries. Students can choose between a policy strand (London) and a management strand (Copenhagen). Both strands are given in the first two semesters. The third semester, spent in Bilbao, is common to all students and comprises two modules: (1) quality management and (2) credits for lifelong learning. The fourth semester comprises the writing of the Master's Thesis (www.lifeonlearningmasters.org).

Teaching Adult Educators in Continuing and Higher Education (TEACH)

The project TEACH that ran from 2004 to 2006, was intended to promote high-quality initial and in-service training for specialist adult education staff by developing a three-stage framework for university courses in line with the European BA/MA model. The three stages being: an element (module) to be contained in a first vocational "Bachelor of Education" degree, a framework of modules for a second, professional, "Master of Adult Education"

²⁰ The examples in this textbox are derived from: Eva Przybylska (2007), "European pathways to adult learning profession; input paper European Conference on Qualifying the actors in Adult learning, Bad Honnef, Germany", p. 95-96.

degree, and a modular postgraduate programme "European Adult Education". The following partners were involved in this project:

- Nicolaus Copernicus University, Toruń, Poland
- European Association for the Education of Adults, EAEA
- University of Hanover & University of Bielefeld, Germany
- Institute for International Cooperation of DVV, Germany
- University of Pécs, FEEFI, Hungary
- Latvian Adult Education Association, LAEA
- Vytautas Magnus University, Kaunas, Lithuania
- Polish Association for Adult Education, TWP, Szczecin, Poland
- Alexandru Ioan Cuza University of Iasi, Romania
- New Bulgarian University, Sofia
- Bogazici University, Istanbul, Turkey
- Universities' Association for Lifelong Learning, UALL, United Kingdom
- University of Stirling, Scotland

The TEACH programme has been executed within the Socrates/Grundtvig programme.

Co-operation between universities and adult learning institutions

People with a higher education make up a growing proportion of the population and the need to transmit specialised knowledge is growing. Adult learning is becoming more important. In some European countries, adult learning at the academic level is the statutory responsibility of universities and colleges of higher education engaged in both didactic and research activities. There are many examples of effective co-operation between universities and adult learning institutions in the area of in-service development of adult learning specialists. The advantage of such partnerships is the potential to achieve synergy between educational practice and theoretical academic knowledge.

Germany – The continuing education course "Reflexive Biography Work" (*Reflexive Biographiearbeit*) which lasts for approximately 12 months was financed by the European Social Fund (ESF) and the BMBF within the scope of the programme "*Lernkultur Kompetenzentwicklung*". The concept was cooperatively designed by the University of Bielefeld, the Residential Education Centre, Bad Bederkesa, and an association called *Freie Altenarbeit Göttingen e.V.* which is concerned with elderly learners. The aim of the course is to qualify on-the-job practitioners of pedagogical and social jobs for practical professional biography-oriented work. Based on the thesis that lifelong learning is always structured by biographically formed experiences and knowledge and, at the same time, that biographies may be re-arranged in learning processes, the course provides a framework for supporting processes of individual and collective biographical learning in institutional pedagogical contexts. Starting from situations in which biography becomes relevant in adult education, the course forms a connection to scientific concepts (of biography research) and provides a specific repertoire of methods for qualified biography-oriented action (with regards to counselling, teaching and organising educational environments).

5.2.3 Training offered by adult learning institutions

A large number of people working in adult learning prefer short cycles of professional development that enable them to combine their professional development with everyday work and family obligations. Their individual strategies for professional development are based, to a large extent, on participation in short courses to develop specific professional competence.

Such courses are gaining in popularity now that more adult learning institutions are introducing quality assurance systems or subjecting themselves to accreditation. To receive accreditation, institutions often need to employ staff with specific qualifications in adult learning. Additional requirements may also include evidence that staff members continue to develop their qualifications as their careers proceed. Some organisations outsource the professional development of their employees or associates to umbrella organisations, which often have national coverage. Continuing Professional Development (CPD) of individuals working in adult learning is one of the main areas of activity of such umbrella institutions.

Several organisations also have their own in-service programme. This means that organisations choose to train and develop their own adult educators. Not all providers do this, because they often are not required to do so. It depends on whether the organisation sees this as an important issue and whether it can generate sufficient funding. More information on in-service programmes is provided in chapter 7.

Austria - Many other *providers and associations* organise their own further educational opportunities or vocational training. The association Catholic Adult Education Forum (*Forum Katholische Erwachsenenbildung*) for example, has developed a two-year training course for becoming a "certificated adult educator" (*ErwachsenenbildnerIn*). The programmes of all major adult education providers, including the Federal Institute for Adult Education (*Bundesinstitut für Erwachsenenbildung*) and the Austrian Library Association, feature training courses for teaching personnel. Currently, this market is continuously growing. According to a survey, 151 training courses, 23 multipart courses, 5 projects and 954 single lectures were offered in the year 2000 for the qualification of staff in the field of adult education.

Denmark – Denmark has a well developed system for support and in-service education for staff in non-formal adult education, mainly organised in Adult Educational Resource Centres (VPC). The VPC are affiliated to the Educational Resource Centres owned by the counties (14) or the municipalities (2). On the home-page of the Educational Resource Centre in the county of Southern Jutland (www.acu.dk) can be read: "Spread all over the country, the Educational Resource Centres are all subject to the same law, have the same name, and provide the same basic services":

- information about and loan of educational material
- pedagogical advice and guidance for teachers
- arranging of courses, seminars, and conferences
- pedagogical and technological advice relating to the use of IT in teaching
- presentation of local cultural activities for educational purposes

Germany - For a long time, strategies for professionalisation in Germany were particularly aimed at full-time staff in adult education establishments. There was (and still is) far less emphasis on qualifications for the part-time and freelance staff who are by far the largest group working in adult education. The Course Teachers Academy (CTA) aims to provide a systematic range of training and retraining courses. This initially means giving the part-time and freelance teaching staff access to a basic teaching qualification. The teaching staff should also have the opportunity to keep their qualification continuously up to date and to receive training in particular subject areas so that they meet any new qualification requirements. The Course Teachers Academy was established in 1988 under the aegis of the Community Adult Education Centres (VHS) in the Stuttgart area. The academy is part of the institutional structure of the VHS Stuttgart. The academy's target group are the 50,000-60,000 course teachers in the Stuttgart area. The Course Teachers Academy is primarily for staff from the community adult education centres involved, but is also open to lecturers and trainers from other establishments. The qualifications are orientated towards professional and scientific standards and result in usable certificates. Certificates can be earned/gained in the areas of adult education (basic qualification), health education and languages (professional qualification). It is also possible to qualify as a self-employed/independent trainer. The Course Teachers Academy also offers an extremely wide range of further training opportunities for course teachers (for greater detail see "Measures"). Further training courses have now been held regularly for the last 12-14 years.

Online professional development

New opportunities are emerging to enable practitioners to engage in continuing professional development based on modern ICT technologies. Education-related links, portals, discussion forums, learning platforms, web logs, websites and education servers enjoy growing popularity. Used properly, they may become valuable knowledge resources.

State agencies

Besides the universities, higher education institutions and adult learning centres themselves, there are other state agencies who provide some kind of training for adult educators. These can consist in associations for adult education and labour unions. Most of the time these institutions or associations participate in research on adult learning as well. In a broader sense they provide support for learning centers and adult learners in their professional development.

Austria - The Academy of Continuing Education (*wba*) is a joint initiative for professionalisation and quality development in adult education. The members of this co-operative system now include all 10 adult education associations. The centrepiece is the Academy of Continuing Education, for which the concept, curricula and individual modules were developed by the partners involved in the project as part of a three-year ESF pilot project between 2003 and 2006. This 'unique' system for the qualification and recognition of adult educators has been developed under the general direction of the Association of Austrian Community Adult Education Centres (*Österreichischer Volkshochschulverband*) in partnership with seven of the main adult education associations and with the support of representatives from significant adult education institutions and projects. The body responsible for this academy is the Federal Institute for Adult Education (*Bundesinstitut für Erwachsenenbildung*). The *wba* itself does not offer any courses, it designs the curricula, certifies existing providers of further education, examines and recognises skills obtained in formal, non-formal and informal ways by those involved in adult education according to defined standards. On presentation of all the necessary qualifications, the *wba* grants two levels of graduation, The Certificate (Basic Adult Education Skills) and the Diploma. The latter qualification requires specialisation in one of four areas: Teaching/Training, Counselling, Education Management and Librarianship/Information Management. In order to achieve a recognised *wba* certificate it is necessary to demonstrate sufficient practical experience, knowledge of educational science, society and education, didactic and social skills, management and counselling skills and be examined by the *wba* 'Certification Workshop' ('Certificate' graduation) or by the Graduation Colloquium ('Diploma' graduation)

The *wba* is an important feature in the Austrian adult education landscape with respect to the professionalisation of its personnel. The *wba* has not only developed clearly defined and delimitable job descriptions for the academy's target groups (teachers, education managers, counsellors, librarians) but also standardised training, the first standard that has been recognised by all adult education associations. Because it also recognises the participants' non-formal and informal skills, the academy is especially beneficial to adult education professionals. The recognition of *wba* qualifications by all the large Austrian adult education associations also facilitates the graduates' access to the job market in Austria. A *wba* diploma also provides access to an academic degree (e.g. "Master of Lifelong Learning" which will start at the University of Krems in spring of 2008). Although the *wba* is already now relatively well known among providers, institutions and adult education professionals, it is currently still not possible to estimate what significance the *wba* qualifications will one day have in the Austrian adult education landscape. It can however be presumed that the recognition of this qualification by the bodies responsible and the benefits for the graduates will make a major contribution to its significance. Today it can already be ascertained that in the meantime the providers offer more educational courses that are directly orientated towards the *wba* curriculum.

Germany - At the end of 2004 the state of Lower-Saxony appointed the Lower-Saxony Association for Independent Adult Education (*Niedersächsischer Bund für freie Erwachsenenbildung*) to establish an agency for adult education/further training. By doing so, the state of Lower-Saxony assigned some of their responsibilities to the agency. Since 2006, the agency's responsibilities have also included the provision of further training of staff in adult education in Lower-Saxony, cooperation in quality assuring measures, the development and evaluation of institutions, support of model courses, and participation in cross-institutional forms of cooperation.

By founding the agency, a central institution has been established to undertake the further training of staff in Lower-Saxony and coordinate the bodies responsible. The aim of establishing the agency was to bundle resources without jeopardizing the plurality of the adult education field.

Slovenia – The Slovenian Institute for Adult Education (SIAE) is the central national institution for adult education training and the main provider for in-service teacher training programmes for adult education. The training programmes for adult educators represent a very small part of the programme catalogue (in the school year 2001/2002 merely 23 programmes out of 1324 published). There are practically no other organisations offering this kind of programmes and this area has been underrated for years compared to existing needs. The participation of teachers is rather small compared to the number of teachers teaching adults. SIAE is the central national institution for adult education training of:

- tutors and mentors of study circles (40 hours),
- basic and continuing training of mentors in the learning for young adults programme (175 hours)
- continuing training for teachers, organisers and counsellors in education programmes for the unemployed (48 hours),
- counselling in adult education
- training for the assessment and accreditation of non-formal knowledge and skills, development of an individual and their skills for efficient communication in learning and counselling, (32 hours plus 16 hours)
- teachers in programmes for literacy level raising in adults.

The scheme includes 39 different modules and is intended for all those dealing with planning, organising and implementing various forms (formal and non-formal) of adult education. The methods used are lectures, workshops, presentations, project work, and independent study. The majority, almost all, of the modules for further training of teachers mentioned here are based upon the principle of 'learning by doing'. This means: introducing all the methods and explaining to the trainees that they should apply and actively demonstrate these methods in their own teaching presentations. The presentation should not be merely the verbalisation of ideas and conceived methods.

When they successfully accomplish a module the participants get a certificate of training and under certain circumstances they also acquire credits. These credits may be taken into account if and when they seek to get promotion at their work (this is only valid for teachers in the formal educational system!).

5.2.4 Concluding remarks

There seems to be no specific initial vocational training programme for adult learning professionals in most countries. Master and Bachelor courses in HRD/further education are provided at universities in some countries. Policies on the training of adult learning practitioners, if they are available, are often sector- or branch-oriented. Courses are offered within market-like structures, with competing providers and paying clients. Many practitioners come from the education sector or from business sectors as well as from private management and human resources management agencies.

5.3 Background characteristics of NVAL staff

5.3.1 Educational background of adult learning staff

The previous section shows that most countries have several training paths and levels. Programmes range from short courses, training programmes on specific subjects or qualifying programmes without diploma, all the way to extensive training programmes leading to a national diploma or to academic degrees and postgraduate study programmes. However, the question is how these educational pathways are reflected in the level of qualification of NVAL staff. Although it was difficult to find statistics on educational background in all the countries included in this study, some information was available in some countries (see box below).

Austria - Only a small section of the approximately 100,000 people employed in the Austrian further training sector (vocational and general adult education) have a formal academic qualification as adult educator. Nevertheless, a growing number of students are choosing adult education as a major subject of their educational studies. There is clearly a "tacit" academisation of the occupational field. The proportion of people concentrating their university studies on adult education, however, continues to be low. This is also due to the limited number of available university courses (cf. provision of initial training for adult learning staff).

Belgium - People teaching in the formal adult education sector have a Bachelor or Masters degree and a pedagogical qualification (or obtain one within the first three years of their appointment). There are no statistics available for the non-formal part of NVAL concerning the people with an educational function who work for associations or movements. At the community colleges (volkskshoogscholen) most employees are highly educated: 53.3 percent have a university degree and 44.6 percent a degree in higher education. Their specific background is diverse: pedagogy/social-cultural work (24 percent), psychology/social sciences (20 percent), pedagogy and education studies (17 percent), art, culture or history (11 percent), business administration (8 percent), other (20 percent). A considerable proportion of employees with an art, history, business administration or other diploma also have a complementary diploma in pedagogy.

Bulgaria - Levels of qualification vary from a lower education certificate for those providing teaching activities for organisations like Chitalishte to higher education for those providing teaching in FSSK, for example. Normally, a higher education degree is desirable for all posts (teaching or other) but it seems that there are many cases where professional expertise in a recognised profession plays an important role as well.

Denmark - *Formal adult education:* at the *Adult education centres*, teachers working in the *preparatory* or the *general courses* normally have a teaching qualification. Teachers working in *single-subject courses* most often have a university degree in the subjects in question. Some of them have attended a course in adult education but there are no figures on that. Each VUC has its own in-service programme. When the VUCs were made responsible for the preparatory courses, a lot of in-service training in how to handle this new target group was started up. ECDL content has also been included in many in-service courses. *Liberal adult education:* there are no recent statistics on the teachers employed by the *Evening schools*. A "qualified guess" from one of the administrators is that approx. 4000 teachers were engaged in the 250 schools in 2007. Their initial education varies a lot. In subjects like languages it is common for the teachers to have some kind of formal degree in the subject. Only a few have taken the basic course in adult education at the VPC. Between 4000-5000 teachers are enrolled in the *University extension courses* each year. Teachers in humanities subjects such as history, art history, philosophy, etc. often have many courses and do this as their job (freelance).

All teachers have some sort of university degree. A few of them, mainly the younger ones, have taken a course in adult education. There are between 500-600 teachers at the *Day high schools*. About half of the teachers have a teaching qualification and one-third have an academic education. Many teachers employed by a school have taken the one-year adult education course, while teachers paid by the hour are likely to have participated in the "General basic adult education course".

It is almost a culture among teachers at the Day high schools to attend different kinds of in-service training. In recent years the focus has been on education for special target groups, such as people suffering from mental illness.

France - Staff involved in adult learning are dispersed over a wide range of school levels. Around 40 percent have attended higher education degree courses but around 20 percent do not have more than the basic and compulsory education level, if that (Lescure 2005: 39). If we consider the initial education of the professionals who attended higher education degree courses, we can see that teaching/training position professionals have studied social sciences and law (11 percent), literature and arts (10 percent), economy and management (9 percent), communication and information technologies (5.5 percent), among other courses, and that adult learning professionals involved in other positions (guidance, support, counselling, planning and programming, etc.) have studied social sciences and law (24.5 percent), economy and management (17 percent), sciences (9 percent) and social work (7.5 percent) (Lescure 2005: 39-49).

Germany - Personnel dealing with adult education is usually highly skilled. Eighty percent of freelancers are actually university graduates (WSF 2005). Twenty-six percent of respondents had some other specified professional qualification and only 1 percent had no vocational qualification. The salaried full-time employees of all the institutions interviewed had an academic degree. Educational staff in adult education institutions, whether full-time or part-time employees, have a broad range of pedagogical qualifications: 19 percent studied to be teachers in school and the same percentage finished a pedagogical study course, 21 percent participated in training offered by the institution for which they worked, and 28 percent took part in pedagogical training of a different kind. Thirty-four percent of all respondents had no pedagogical qualification (WSF 2005). The proportion of full-time employees who hold a degree in teaching studies or pedagogics is 19 percent and 24 percent respectively, and is thus higher than the 16 percent of part-time employees. Twenty percent of full-time freelancers have a pedagogical university degree (WSF 2005).

Greece - Analysing the background characteristics of staff of three different providers in Greece (SDE, KEE, NELE), one sees that managerial staff often have a HE degree in management, economics, public relations or a relevant area, or education. Teaching staff, on the other hand, have a HE degree in education and occasionally a degree or masters in adult education, though some have a secondary or post-secondary education certificate, depending on the subject. Educational planning staff often have a HE degree in education. Counselling and/or guidance staff often possess a HE degree in psychology or a relevant area. Finally, Technical-support and/or ICT staff have a HE degree or a post-secondary certificate in ICT, informatics, computer science or a relevant area.

Italy - 74.5 percent of CTP teachers have a university degree (humanities degree rather than scientific degree), while 24.2 percent have a secondary school diploma. Graduate teachers prevail in northern Italy, while teachers with only a secondary school diploma are more common in southern Italy. According to the available data, 78.2 percent of teachers with a degree do not have a subsequent specialisation. In addition, 97.4 percent of teachers have the teaching qualification (*abilitazione all'insegnamento*).

Poland - Adult educators are highly educated - a significant majority of them graduated from university and they have usually had pedagogical preparation (teacher training). There is also a high percentage of people with a PhD. About 1/3 of the teaching staff have a qualification for teaching specialist subjects. The majority of trainers have an educational background in psychology and education. They obtained university degrees in the fields mentioned but they do not usually have formal credentials that prove their quality as trainers at the beginning of their careers. They become trainers through their career path and professional experience. Apart from psychologists or teachers, trainers in this area include economists, lawyers, sociologists and numerous other specialists.

Portugal - More adult learning professionals/practitioners than ever before have a higher education degree, mainly in teacher training and in social sciences (psychology, sociology, social sciences, education, etc.), especially for those involved in teaching/training. However, many others may have higher education degrees in quite a different field, depending on where they work or used to work (Rothes 2003). The situation is quite different for trainers. Many of them have a higher education degree in one of a wide variety of subjects, but they may have dispersed professional experience and a fragmented career development. The situation among counselling, guidance and adult learning support professionals/practitioners is almost the same. As regards programme planning and management professionals/practitioners, many have a higher education degree in one of a range of fields, namely in social sciences, management or psychology of education. However, they may have dispersed professional experience and a patchy career development.

Romania - Staff working in adult education generally have a university background. They are also in many cases recognised specialists in different adult training fields. In most cases they have not had specific preparation in adult teaching theory. The positions of managers and lecturers are also occupied by people with university degrees, but the most important factor is that a person has a clear public image. Lecturers and tutors, instructors or mentors are usually practitioners in the field of training they provide, their expertise proven by their career development and recognised at the level of the professional community. A statistic provided by the Ministry of Culture relating to staff at public adult training providers (Houses of Culture) shows that in 2002 almost 62 percent of staff had a medium level of education, 30 percent had been in higher education and almost 8 percent had the compulsory education level.

Slovenia - The average trainer usually has a university degree (pedagogical faculty or another university degree with a professional examination). According to the figures, 85 percent of professionals have a higher degree. In public institutions and institutions that provide adult education training that is co-financed with public money, it is necessary for trainers to have a degree so that they can carry out the programme and have knowledge of further education. In public institutions and institutions that provide formal educational programmes, teachers usually have a pedagogical qualification. In non-formal training there are trainers with professional degrees and with knowledge further education. Further education knowledge could be obtained at the Faculty of Philosophy in Ljubljana. An appraisal system is organised in public institutions for adult education, as in initial education. In the private sector this depends on the provider. The gender balance in the profession is weighted towards women, who make up 65 percent of the total. Around 72 percent of professionals work as teachers and 13 percent in organisational positions.

Organisations that provide educational programmes with financing from public sources have to have staff with a higher educational level in the appropriate area, pedagogical and further education and who have passed a professional examination in their educational area. Of the total number of people employed, 35 percent had taken a professional examination and had pedagogical and further education knowledge. If we look only at teachers and trainers this share goes up to 38 percent (amongst other professional staff this share is 30 percent).

Sweden - In public adult education most teachers are pedagogically qualified at university level. In 2004-2005, 75.6 percent of teachers in *municipal adult education* were pedagogically qualified at university level (87.3 percent of those with a permanent position). Of those working in *education for adults with learning disabilities*, 87.5 percent were pedagogically qualified at university level (96.0 percent of those permanently employed) and the corresponding rate for teachers working in *Swedish for immigrants* was 74.7 percent (83.7 percent of those permanently employed). Seventy percent of study and careers counsellors were formally qualified for that kind of work. Of those working in supplementary forms of education, 24.4 percent had a pedagogical university qualification. Among teachers employed by the Swedish Agency for Flexible Learning, 95 percent had a pedagogical university qualification.²¹ In 1998 a form was sent out to a random sample of study circle leaders in the Swedish study associations.²² Of these, 29 percent only had basic education, 29 percent had upper secondary level education and 38 percent had attended some kind of university course.

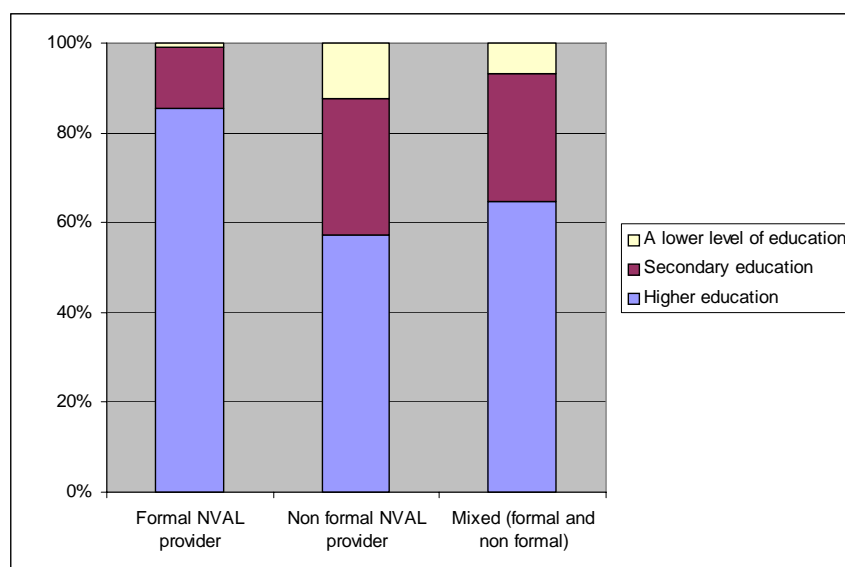
²¹ Skolverket (2006).

²² Andersson (2001). *Cirkelledarskapet* (Study circle leadership).

The box above shows that, in general, NVAL staff in Europe are highly skilled. Many NVAL staff members have a university degree in a specific field, such as management, economics, language, health, or environment. However, this percentage varies between countries, between the formal and non-formal parts of NVAL and even between providers. In most cases staff working in formal NVAL are more highly educated than those in the non-formal sector. In spite of their high level of education, a large proportion of educators do not hold a pedagogical degree. In other words they are not qualified teachers. The main reason for this lack of teaching qualifications is the fact that graduating as an (adult) educator is rarely a necessary condition for doing the job, except in the formal sector. Many adult educators start their careers in other sectors and become educators through the subject knowledge gained during their career. More information about the specific requirements set by national governments, programmes, and at the providers' level has been included in chapter 7.

The interviews with providers confirm this (figure 5.1). At the formal NVAL providers interviewed, 85 percent of staff have attended higher education and 15 percent have only completed secondary education, while within non-formal NVAL providers a lower percentage of staff have attended higher education (almost 60 percent). None of the institutes report staff with a lower level of education. Most of the respondents could not say anything about volunteers and freelancers working for their organisations.

Figure 5.5.1 Level of education of NVAL staff within the NVAL providers interviewed (n=45)



Source: Interviews NVAL providers in-depth phase (2007)

5.3.2 Work experience

The country studies clearly show that most people working in adult education did not originally start their careers as adult educators. They not only studied other subjects, they also had other jobs. Many of them, however, were working as teachers, pedagogues or trainers in or through the systems of schools, colleges, universities and other formal education institutions. The country study of Estonia illustrates this picture by distinguishing four paths for becoming a trainer of adults (Karm 2007). The first path is by learning a profession and

through professional experience. The second path is through continuing education, a hobby or a voluntary activity. The third path is more difficult to trace since there does not seem to be a visible connection between the professions, work experience, and hobbies. The fourth path is that training evolves from work experience in the field in a subject that was not learned at university. Other country studies identify identical paths. The study of Romania mentions three trainer profiles. The first profile is represented by any expert in a specific field “who can perform naturally as a trainer”, whatever their background in adult pedagogy, training methodology, or experience in training – usually university teachers, recognised experts, researchers, etc. They are supposed to be able to do everything – training course design, performing, assessing, etc. The second profile is represented by the so-called “new wave trainers”. They come from a wide variety of training paths and different models imported or adapted from other European countries. The period of training for trainers also varied from three days to eight weeks per year and the training content they followed was very variable. Assessment, certification and recognition also varied significantly, according to the organisation that provided the “train to train” programme. The last profile is represented by freelance trainer/private training companies. These usually obtain a certificate from a recognised body. They have a lot of experience and usually a good portfolio of activities.

Most of these paths consist of getting involved in the field of adult learning through work experience. The box below provides an impression concerning the different moments at which people enter the NVAL profession and their previous work experience, based on a selection of country studies.

Belgium - People teaching in the formal adult education sector start to work in the adult education sector directly after finishing their teacher training, worked in another sector before obtaining a job in the adult education sector or still have another job somewhere else and teach part-time (for instance in the evening). In the social cultural sector, however, people start a job later in their career. Only a small number enter immediately after their initial education.

Germany - According to figures from the WSF study, the mean starting age for adult education work is 34.2. On average, full-time employees, both salaried and freelance staff, start their careers slightly sooner, at 32.6 years, than part-time employees at 35.3 (ibid.). Volunteers start work in adult education at the highest age: 36.9. This indicates that many staff members have either gained working experience in some other field or have taken part in additional training prior to their entry into adult education. Without exception the interviews also prove that most of the pedagogical staff members started their careers in adult education after they had gained work experience in other fields for 5 to 15 years, employees and freelancers alike.

According to the WSF study, the mean job tenure of staff working in adult education was 12.8 years at the time of the interview onset. The volunteers had been working in adult education for the longest period of time - for 15.7 years. In general, the length of stay in adult education is relatively long: 44 percent of the staff had been working in the field for 10 years, only 23 percent had been in adult education for less than five years at the time (WSF 2005).

Greece – the general picture in Greece (based on the situation of KEE, SDE and NELE) is that management staff often have more than three years’ experience in a relevant position, or have had experience as a school manager before they enter the profession. Teaching staff on the other hand often have more than three years working experience in formal education for those working as full-time teaching staff in schools and for those holding an MA in education or adult education, and over five years for degree holders. Those with a secondary and post-secondary qualification have over six years of working experience in an area relevant to the subject that they teach. Educational planners have more than three years experience in schools or a relevant area, while counselling and guidance officers mostly have more than three years work experience in a relevant area. Technical support or ICT staff have more than three years work experience for those with a HE degree and more than five years work experience for those with a post-secondary qualification.

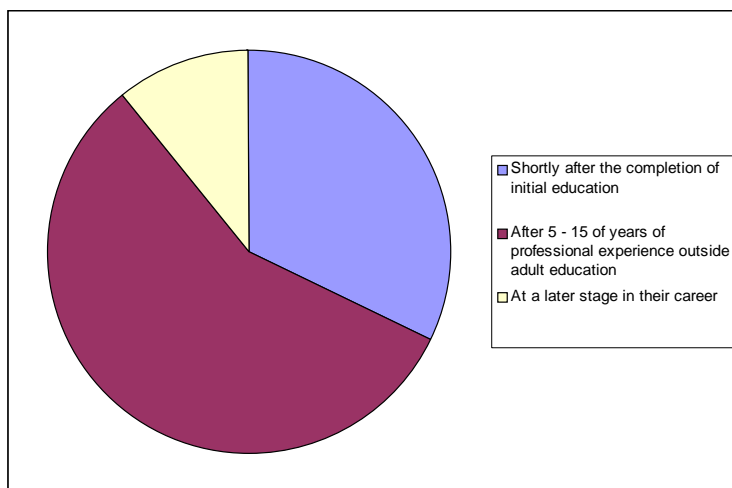
Italy - Most of the Italian teachers (60 percent) declared that teaching had been their only work experience. Those who had other work experience said this had been before they began teaching, whereas only few teachers have other work experience besides teaching. A very small percentage of teachers, particularly in southern Italy, said they had started their professional career working as trainers in the vocational education system.

Romania - Here the average age is particularly high (around 45-50 years old) and the age profile is sometimes different, according to the topic being taught or the type of provider. Newly established NGOs or private providers are more likely to employ new graduates, in comparison with older adult learning providers that still value their experienced teachers or experts in different fields.

Slovenia - The major proportion of professionals (estimated at 60 percent of employees) enter work after 5-15 years of professional experience outside adult education.

The largest proportion enters the work after 5-15 years of work experience outside the sector. This previous work experience is usually at least connected with teaching. Either the teaching staff have already worked in secondary or higher education institutes, or they still work there and take the part-time job to earn a little extra, develop themselves in other fields that interest them, or for other reasons. Figure 5.2 illustrates this picture based on the interviews with NVAL providers.

Figure 5.5.2 At what stage of their career do staff start work (percentage of staff) within the NVAL providers interviewed? (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Quite a few teachers and trainers have experience in either regular education or in corporate training settings. Some of them do the job part-time in addition to other work. They teach in the evening or for a few hours per week alongside their main job. Besides didactics, adult educators had other academic backgrounds such as project managers, accountants, nurses, IT professionals or, in the case of language teaching, simply native speakers.

5.3.3 Age and gender

Age structure

The vast majority of adult educators enter the adult learning field only after gaining work experience elsewhere. Consequently, a lot of people working in adult learning are relatively old. The main age range therefore runs from 30-50 and older. The average is often closer

to 50 than to 30. The box below gives an impression of the age structure of NVAL staff based on a selection of country studies.

Germany - According to the WSF-survey, the average age of adult education staff in 2005 was 47. The 41 to 50-year-olds make up the largest group of adult education staff, followed by the 51 to 65-year-olds and the 31 to 40-year-olds. In contrast to that, only 7 percent of pedagogical staff is under 30 and 5 percent over 65 years old (WSF 2005). People aged over 50 are over-represented among voluntary staff: 55 percent of all volunteers are older than 50.

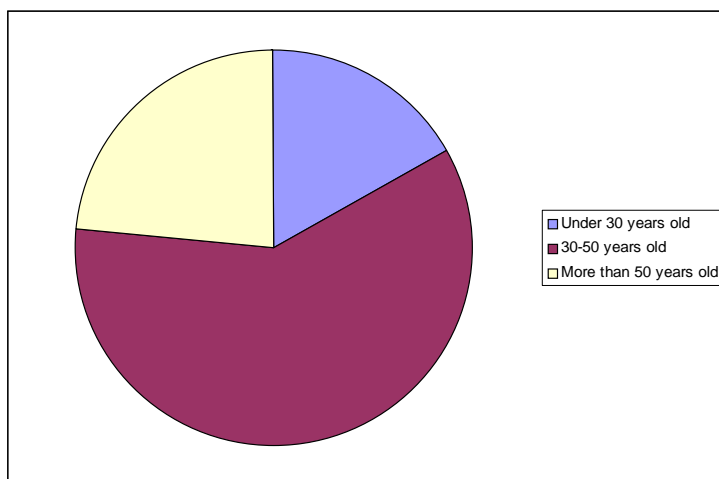
The mean age hardly varies for the different types of responsible bodies. On average, community adult education centres and institutions run by churches employ slightly older staff (aged 49 on average) than the other responsible bodies interviewed. The mean age of women working in adult education is slightly lower at 45.1 than the mean age for men (48.9).

Bulgaria - The age structure of the teaching staff in vocational schools in Bulgaria shows that the largest age group among teachers is 40-54 (50 percent). The next largest groups are teachers aged 35-39 (15 percent) and 30-34 (12 percent). Young teachers under the age of 30 represent just a small part of the total. The same is the case for adult educators of 60 years and older.

Poland – The age of adult educators is very often connected with the field they work in. For example, in language teaching it is possible to find more very young people (early twenties) who want independence and are flexible, while older people with experience might be found in social development projects. However, adult education is a field for rather young professionals midway through their careers – with education, energy, experience and readiness to learn.

The interviews with NVAL providers support these findings (figure 5.3). Almost 60 percent of the staff population is between 30-50 years old. Seventeen percent is younger than 30 and 23 percent is older than 50. However, there is some variation. Some institutions claim not to hire older people because they teach in a traditional manner, whereas others say that they only hire older people because of their work experience (in or outside the field of adult learning). Some mention that the work is a good starting point for young graduates.

Figure 5.5.3 Composition of staff in terms of age (percentage of staff) within the NVAL providers interviewed (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Gender dimension

The country reports clearly show that the profession is dominated by women. This gender imbalance is clear in most European countries. The percentage of women in the teaching staff can be as high as 75 percent in some countries and organisations. The country studies

indicate that in management positions the percentage of men is higher than in teaching positions, although statistical data is often lacking. This does not mean that there are more men than women in management. In Bulgaria, for example, women outnumber men in both teaching and management. The box below gives an impression of the gender structure of NVAL staff based on a selection of country studies.

Austria - In spite of the lack of representative studies on the gender ratio of personnel in adult education institutions, the available data suggests that there is a higher percentage of women than men working for education providers. A survey of the Austrian Institute for Research on Vocational Training based on the data provided by 306 organisations of general and vocational adult education showed that more than ¾ of the organisations interviewed have a share of women (employees) of over 50 percent. In 2/5 of the institutes this proportion is as high as 75 percent. The percentage of women among freelance staff is slightly lower. Only 1/5 of the organisations employ more than 75 percent women.

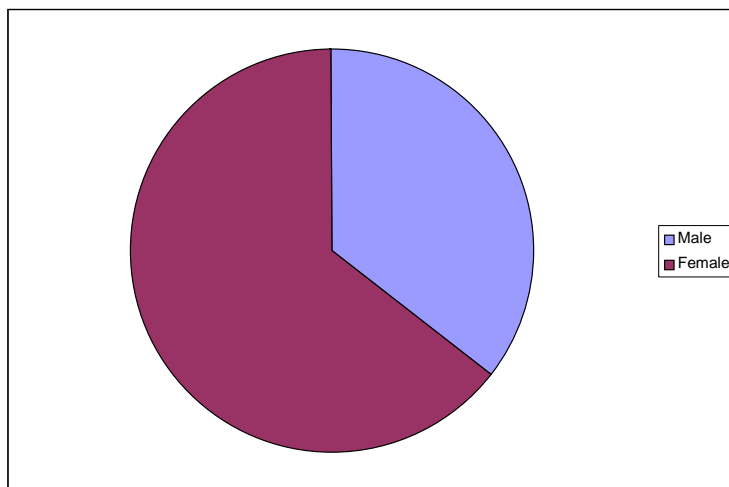
Finland - In Finland there were 3377 teachers working in liberal adult education in 2005, of which 66.3 percent were women.

Germany - As far as the gender balance of staff in adult education is concerned, the WSF research – like other statistics – concludes that the percentage of women slightly exceeds that of men at 53 percent. The percentage of women is higher in the states of former West Germany than in the former East German states: 55 percent in the west compared to 45 percent in the east. The numerical proportion of female staff varies according to the provider segment. As regards the type of employment, men and women are almost equally represented in full-time and part-time positions, whereas women are significantly over-represented among the full-time freelance staff, totalling 63 percent (WSF 2005).

Romania - The gender balance of adult learning providers is clearly in favour of women, but when the provider also offers VET courses, the gender pattern usually reflects that of the relevant field. The interviews show that in construction, for example, men are in a majority, whereas in the field of social assistance women are in a majority.

This conclusion is supported by the information gained from the interviews with NVAL providers (figure 5.4). On average 65 percent of the staff population is reported to be female. Some institutions, however, cannot say anything about their freelancers (mostly the training and teaching staff). Others say that the different positions are gender biased: more men work in managerial positions and more women work in administrative and teaching positions. However, no further evidence can be found on this topic.

Figure 5.5.4 Gender of staff within the NVAL providers interviewed (n=45)



Source: Interview NVAL providers in-depth phase (2007)

5.4 Concluding remarks

This chapter identified several educational pathways offering entry to the NVAL professions, leaving out self-study processes that also play an important role in the in-service professional development of those working in NVAL. As a result we can conclude that training continues to be fragmented, irregular and strongly dependent on the individual decisions of those practising the professions. Moreover, there is no evidence as to which pathway might be considered the most effective and might ensure the best preparation for the profession (learning outcomes). Finally, as a consequence of the broad variety of pathways and institutions involved, there is also a wide variety of qualifications, ranging from certificates of participation in a training course through to diplomas and academic degrees. This variety makes the market for professionals less transparent for employers.

Given this variety of pathways, it is important to improve the transparency of practices and of the provision of initial and continuous training of NVAL staff. In some countries, such as Germany, action was taken to increase the transparency of different types of training and of providers. The German Institute for Adult Education (DIE) established a database, listing the range of service offers provided all over Germany, which for the first time allowed systematic research on the training offered. This could help those people who are planning to start a career in NVAL, or who would like to develop their career. Europe-wide there is a strong need to map these educational pathways, to benchmark them (entry requirement, time investment, and learning outcomes) and to communicate them to a broader public (database or magazine).

NVAL staff have a variety of backgrounds. Many of them enter the profession without any specific training to become adult educators, though they often have experience in other work settings. Many of them have been or still are teachers in primary, secondary, tertiary general or vocational school education. Although many of them lack the specific preparatory training for adult education and learning, there are many initiatives and trajectories that allow them to get such training. Most adult educators start their career in adult education after a long period of work in other sectors. They usually have 10 to 15 years of experience elsewhere before they decide to become adult educators. This made us aware of the fact that, as a consequence, there may be a gap between initial training and the moment of entering the profession. Focusing on initial training does not seem the highest priority. Instead, short courses, induction programmes and work learning arrangements seem more appropriate.

The study reveals that the profession is dominated by women. This gender imbalance is clear in almost all countries. The percentage of women in teaching staff may be as high as 75 percent in some countries. In management positions the relative number of men involved is higher. This does not mean that there are more men than women, only the relative numbers are higher.

6 Employment situation of NVAL staff

6.1 Introduction

Identifying what makes working in the sector “attractive” is closely related to the conditions in which NVAL staff carry out their professional responsibilities and to the quality of their working life. Another important factor is the background of the practitioner and their internal motivation (for example, some find it challenging to teach a certain subject), which play a role in choosing to work in the sector. In the last chapter we discussed the background of the practitioners, their career paths and the training opportunities available in the different countries.

There are also elements in the working conditions that are of importance for binding staff to educational organisations and for ensuring that there is mutual commitment between employers and employees. This chapter provides an overview of current issues in relation to the employment situation of NVAL staff in Europe: whether positions are offered full-time or part-time, whether contracts are permanent or temporary, the role of volunteers, salary levels of staff, whether staff are paid salary supplements for qualifications, and whether permanent positions carry pension entitlements.

It should be noted that for the purposes of this chapter, employer is defined as the entity directly responsible for appointing staff and issuing their contract, or in terms of service (although funds for the purpose of meeting salary costs may not necessarily derive directly from the employer’s budget).

Finally, however, it is worth noting that very few countries are able to provide complete statistical data on the employment situation of NVAL staff. In many cases data was only available at the providers’ level and often only for the formal NVAL providers. In other cases the definition of the employment situation does not correspond to the categories given in the study format. As a result, this chapter cannot provide a detailed comparative analysis of the employment situation of NVAL staff at a European level, but often refers to case examples within different European countries.

6.2 Types of contracts (fixed, temporary, full-time, part-time, volunteers)

The country studies show that the legal position of people working in adult learning varies greatly. The relationship varies between countries, institutions (formal and non-formal), and also among the types of profession, such as teaching, management, counselling and guidance, programme planning, support, and media use positions.

Several empirical findings gained from the country studies illustrate this diverse picture (see box below).

Austria - According to KEBÖ Statistics 2004/2005, which covers the main adult learning organisations in Austria, only 10 percent of all adult learning professionals were full-time employees with long-term contracts and most of these were working in administration. Teaching staff worked either part-time, in addition to another job, or as freelancers. The number of volunteers working in adult learning was five times higher than the number of full-time employees.

Belgium - People working in the formal adult education sector have different types of employment. Staff working in the *basic education centres* work on a contract basis and have different terms of employment from staff working in the centres for adult education. Staff working in *centres for adult education* have full-time or part-time positions but never work on a voluntary basis. Almost two-thirds of employees of the *community college* are employed full-time. More than three-quarters have an appointment of 0.75 or more. The community colleges also work with freelance professionals, but their numbers are unknown. Furthermore, the number of volunteers in the community colleges is steadily growing.

Cyprus - In 2004, 493 people were employed by Cyprus's NVAL providers (of whom 91.8 percent were teaching staff). While all teaching staff are employed on a part-time basis, the majority of other staff are employed on full-time contracts.

Denmark - According to the Ministry of Education, the majority of teachers working in *formal adult education* at the Adult education centres work full-time. Working hours in *liberal adult education* vary between the different providers. Almost everyone in the *Evening schools* works part-time. They are paid by the lesson (45 min.) and they all get the same fee. The teachers and lecturers engaged in the *University extension courses* are paid by the hour. They usually work at the universities or university colleges and take on one or a few courses in the evenings and during weekends. Most teachers at *Day high schools* work full-time but there are also some teachers employed by the hour (often those who have just one subject).

Finland - Within the *Upper secondary school* for adults most teachers work full-time in the ordinary school system and take on some extra classes in adult education in the evenings. Teachers employed full-time in *Liberal Adult Education* are usually to be found in courses in languages, handicrafts and data/computer studies.

Germany - The WSF survey which highlights the total number of employment relationships (including voluntary staff) concludes that only 14 percent of all working contracts were subject to social insurance contributions, 11 percent of which were permanent contracts. In the former East German states, the number of contracts including social insurance contributions was almost twice as high as the percentage in the former West German states - 23 percent compared to 12 percent. Seventy-four percent of all jobholders were working as freelancers, nearly half of them employed by more than one provider. Ten percent were volunteers and 3 percent had a different occupational status (WSF 2005). The proportion of each status group varies according to the different providers. For example, the percentage of voluntary staff in institutions run by churches (31 percent) is higher than the average²³.

²³ This data is based on sampling 1531 adult education providers and 4847 interviewees working for them, either teaching, counselling, or planning (WSF 2005).

	total	VHS	Churches	Chamber of commerce/crafts/employers	Trade unions	Other associations	Other public institutions	Other foundations	Other enterprises	other
Contracts subject to social insurance contributions	13,9%	4,2%	4,9%	15%	18%	14%	21,2%	17%	22%	16,7%
Freelance personnel	73,8%	92,3%	62,3%	78,4%	68,8%	70,3%	70,2%	72,8%	67,6%	73,4%
Voluntary staff	9,5%	2,8%	30,7%	4,8%	10,6%	9,1%	4,9%	6,8%	7,0%	5,3%
Other	2,9%	0,8%	2,1%	1,8%	2,6%	6,5%	3,7%	3,4%	2,5%	3,9%

Ireland – In the 33 statutory Vocational Education Committees located throughout the country, a whole range of NVAL staff working on a permanent full-time basis or temporary part-time basis provide “second chance”, post-secondary and leisure-time adult learning opportunities to a wide range of adults. They discharge roles in management, co-ordination, administration, promotion, teaching, educational/career guidance, assessment and quality assurance. In addition, there is a large though unquantified number of NVAL professionals (mainly working on a part-time basis) providing non-formal community-based learning opportunities through NGOs and CSOs.

In universities, full-time teaching staff (lecturers) is complemented by part-time adult education tutors. Typically there will be a Head of Adult Education within a larger group of lifelong learning staff. Programme developers or project managers may be appointed for different strands of services. Institutes of Technology employ lecturers and assistants lecture on a variety of full-time/part-time contracts (16-20 hours class contract).

Iceland - Teachers within the regular school system in Iceland usually teach evening courses for adults as well. This means that almost all teachers in the adult learning system work part-time with the adult classes. The adult courses often involve fewer teaching hours than the same courses for young people. Teachers in the Lifelong Learning Centres are very seldom permanently employed and do not work full-time. Teachers of Icelandic for immigrants are often teachers of Icelandic at secondary schools (“Icelandic for immigrants” is not a subject in its own right). These classes are sometimes taught by retired teachers of Icelandic.

Italy - Data from the ISFOL (Institute for workers’ vocational training development) shows that in 2005, of about 4000 teachers, three-quarters had open-ended contracts (*contratto a tempo indeterminato*), in particular older teachers, while the remainder had various forms of fixed contracts, usually lasting less than one year (*contratto a tempo determinato, contratto a progetto*, etc).

Poland - The most common type of appointment in Poland is to work freelance, although in every organisation there is a minority with permanent contracts (usually administration). Part-time contracts are also popular, in contrast to voluntary positions. The majority of teachers work on a part-time basis, which is important because almost everyone has a “real” job somewhere else.

Portugal - Many adult educators work on temporary contracts, although these professionals are sometimes employed by the same organisation for more than three years (which according to Portuguese labour regulations would involve a permanent position). Coordinators (educational or pedagogical) mostly work full-time. However, trainers or teachers often work part-time and many of them are paid according to work carried out on specific courses.

Romania - Public training providers usually have a small number of permanent staff (between 5-20 percent of the staff actually providing learning activities). Apart from permanent staff, there are also a significant number of people employed on temporary contracts. This depends on the specific adult learning fields in which instruction is provided. Adult learning providers might contract instructors for practical sessions or contract other highly qualified specialists in different fields.

Slovenia – Data from the statistical office of the Republic of Slovenia shows that in 2005 there were 8515 employees working for continuing adult education providers, of whom 77 percent were teachers and trainers. Most people are employed on contracts (around 60 percent). Around 36 percent are in full-time employment. The type of employment depends on the type of provider. For example, around 75 percent of employees in company training departments (where they train externals) are employed full-time. Another example is the share of full-time employees in school departments for adults (around 50 percent). More than 80 percent of employees in “people’s universities” are employed on contracts. These are often professionals who teach primarily in initial education.

According to research performed by the Slovenian Institute for Adult Education, 85 percent of all teachers in formal adult education work on a part-time basis or as external staff members of organisations for adult education (freelancers). According to the interviews, providers hire external professors and highly qualified specialists who work on the basis of one-year contracts or, in some cases, on five-year agreements. Estimations of working hours show that around 44 percent of staff work full-time and 35 percent work less than 20 percent of full-time.

Sweden - Within *public adult education* the number of teachers in *municipal adult education* in 2004-2005 was 7245. About 81.3 percent of them had a permanent post. According to the Swedish National Agency for Education, there was considerable variation between municipalities. The number of teachers working in *Education for adults with learning disabilities* was 408. Among these teachers 84.1 percent had a permanent post. The number of teachers in *Swedish for immigrants* totalled 1576 and 75.7 percent of them had a permanent post.

In *supplementary forms of education* 961 teachers were employed in 2004-2005, of whom 40 percent had a permanent position.

There are no corresponding statistics concerning *liberal adult education*. From telephone calls to the labour unions organising teachers and community college teachers one can estimate the number of community college teachers at approx. 2800. Nor is there any exact figure on the number of circle leaders but an estimation of 150,000 was given in the latest report by the Swedish Government on Liberal adult education. No more than 850 study circle leaders had a permanent position in 2004.

The number of teachers employed in the *Swedish Agency for Flexible Learning* has decreased considerably since the start in 2002. Only 24 teachers were employed in 2004-2005, of whom 83.3 percent had a permanent position.

Turkey – Most of the people who teach in NVAL programmes in Turkey work part-time. In many NGOs and voluntary organisations, such as the Educational Volunteers Foundation of Turkey (TEGV) and the Functional Literacy Programme for Adults (IYOP), many of the staff are volunteers. TEGV works with up to 2780 volunteers annually, while 512 volunteers have been trained since 1995 to offer their services in 624 IYOP courses.

Analysing the employment situation of NVAL staff in the different European countries, we can conclude the following:

The employment situation varies between formal and non-formal NVAL providers

In broad terms, variations can be detected if we compare the contract status of staff working for formal NVAL providers with non-formal NVAL providers. In general a higher percentage of staff working for formal NVAL providers have a permanent contract and work full-time, compared to staff working for non-formal NVAL providers. Non-formal NVAL providers have a higher percentage of freelancers, people employed on temporary contracts, and people working part-time. An explanation for this is that formal NVAL is generally provided in or through the systems of schools, colleges, universities and other formal dedicated institutions. Most of these staff members already work for these institutions and perform NVAL tasks in addition to their regular activities. A considerable percentage of them are public servants employed by a government authority, whether at central, regional or local level. Staff with public servant status are often employed under a regulatory framework that is distinct from legislation defin-

ing contractual relations in the public or private sectors. People working for non-formal NVAL are more often employed on a contractual basis in line with the general provisions of employment law. This often takes place in education and training institutions in and alongside mainstream systems of education and training.

The employment situation varies between types of positions

In general permanent positions can be found within managerial and administrative staff. In contrast, teaching staff often work on a freelance basis, have a contract for a short period or work on a single project and are paid by the hour.

According to several country studies there is an increasing group of teachers who work for several employers. For example, a German study shows that about a quarter (23 percent) of freelancers interviewed are referred to as full-time freelancers, which means that they do not have any other employment in addition to their adult education job. The remaining 87 percent, however, do have another job or, indeed, several other jobs.

Several reasons can be identified for people deciding to work as freelancers in the NVAL sector. These can be divided into reasons from the perspective of the supply side (employees) of the NVAL labour market and reasons from the demand side (employers). One of the most important reasons from the employers' side is that, for a lot of NVAL providers, offering part-time jobs and short-term contracts, and thereby working with freelancers, is simply the industry standard. This is especially the case when an NVAL provider wants to make use of a teacher in "minor" subjects for a couple hours a week on a project basis. This industry standard is actually what makes working in NVAL attractive for a group of practitioners. Minor subjects come and go according to social trends; if there is an audience, there is a course. In a way, the audience dictates the content of the courses and therefore the teachers (chapter 3).

Another reason is that permanent positions were turned into freelance positions as a consequence of reductions in (government) budgets or fluctuating numbers of participants over the years. A number of training institutions have generally stopped hiring "standard" employees in order to save on labour contracts, in particular social insurance contributions. Moreover, freelance trainers' working contracts are usually renewed, which means that pay may be reduced from one year to the other in case of need. A number of country reports mention that, because of these fluctuating numbers, schools are careful not to employ too many teachers in permanent positions. All these developments contribute to deterioration in the general working conditions of (freelance) NVAL trainers, in particular in terms of pay and social security.

From the perspective of the employee one sees that in some countries, especially in the new Member States, people work freelance in order to earn a sufficient income. In these cases staff have a "real" job somewhere else and teach to gain extra money.

Other reasons are that people prefer the freelance lifestyle (flexibility and providing the opportunity to reconcile work and private life) or like to make a positive contribution to society in addition to their regular job, or simply like working in the sector because they can deepen their teaching skills or have content-related challenges. The last reason is often the case for staff working for non-formal NVAL providers.

Flexible working hours

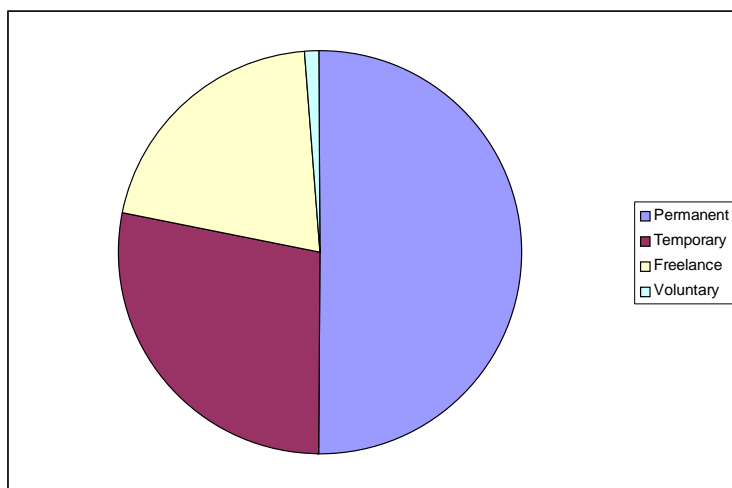
Another feature of the employment situation of NVAL staff is their flexible working hours. Teaching often takes place in the evening and at the weekend, and in places that are most suitable for the learner. For most staff this makes it possible to combine their adult learning activities with their regular job (in initial education or other thematic fields).

Volunteers

No clear view can be given concerning the number of volunteers working in NVAL. This number varies from one provider to the next and the actual numbers are often not registered. However, most of the volunteers work for providers of non-formal NVAL. There are fewer volunteers in the formal sector. In some case studies, for example of the institutions run by churches in Germany, the percentage of volunteers is higher than in other NVAL institutions (32 percent compared to an average of 10 percent). The country study of Turkey noted that a lot of volunteers are working in many NGOs and voluntary organisations, such as the Educational Volunteers Foundation of Turkey (TEGV) and the Functional Literacy Programme for Adults (IYOP).

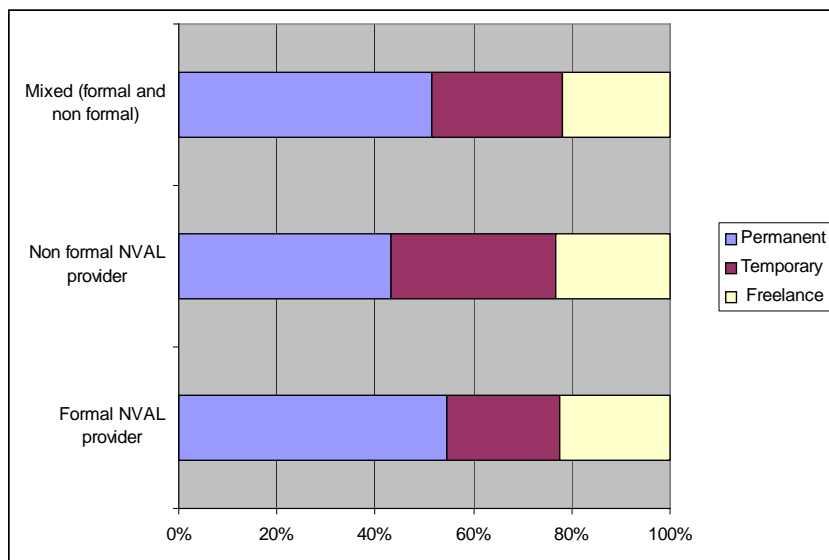
Data gained from the interviews with NVAL providers to a great extent illustrates the analysis of the country studies (figures 6.1, 6.2 and 6.3).

Figure 6.6.1 Contract status of NVAL staff within the NVAL providers interviewed (n=45)



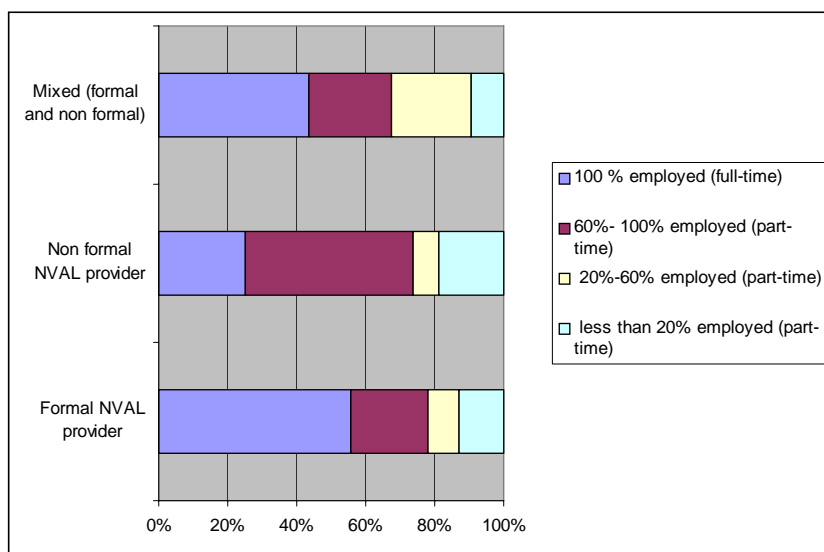
Source: Interviews NVAL providers in-depth phase (2007)

Figure 6.6.2 Contract status of NVAL staff within the NVAL providers interviewed, broken down by category of provider (n=45)



Source: Interviews NVAL providers in-depth phase (2007)

Figure 6.6.3 Number of working hours in NVAL staff contracts within the NVAL providers interviewed, broken down by category of provider (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 6.1 shows that half of all staff working for NVAL providers (both formal and non-formal) included in the survey have a permanent position, while almost the same percentage work as freelancers or on temporary contracts. Figure 6.3 shows that a relatively high percentage of staff work part-time. This data, especially figure 6.2, shows the large variations in the employment situation between formal and non-formal NVAL providers.

6.3 Salary, social security and pension schemes

Payments

In most of the countries surveyed no official figures are available regarding the salary and the financial situation of NVAL staff. However, some country reports provide information on specific segments of the NVAL market or provide normative judgments on staff salary levels. In general the salary of NVAL staff varies according to country, provider, and staff category. However, in most countries salaries are assessed as not being satisfactory. Only in Poland were salaries considered to be relatively high. The box below gives an impression of the different salary situations of NVAL staff, based on a selection of country studies.

Austria - According to information provided by the Labour Market Service of Austria (2006), employed adult educators (according to this definition, the emphasis of their activities is on teaching) receive an average pre-tax starting salary of 1300 euros per month. Freelance trainers earn around 215 to 725 EUR a day. The results of the interviews with NVAL providers, however, imply that the level of remuneration varies greatly and also depends on the educational field. Most of the course teachers at the Community Adult Education Centres, where interviews were carried out, receive a standard salary of 16.90 euros for 50 minutes. In IT the pay is higher (25 euros for 50 minutes). The guiding level for course teachers at the *Bildungshaus* (a catholic residential adult education centre) is 35 euros per hour and depends on whether the course teachers work part-time for the institutions or as freelancers (i.e. not employed by another employer). There are also educational offers for which the respective course teachers receive 65 to 70 euros per hour. Experts from the therapeutic field sometimes even receive as much as 1000 to 1500 euros per day.

Bulgaria - Salaries are extremely low and well below the EU average. There is a supplement for qualifications but that is as yet very small.

Germany - Although no empirical data on the wages of freelance teaching staff has been systematically collected, some reports state that the hourly wage is, in some cases, less than 10 euros after tax. A wage table produced by the Verdi union, which is not representative as only 136 respondents took part, shows that most hourly wages are between 15 and 20 euros. Wages vary depending on the responsible body, region, and teaching content. The findings of the interviews back these results to some extent.

Greece - Salaries vary depending on employment status and type of duties. Managers and administrators who are considered permanent full-time staff are paid monthly in two instalments. The basic salary for a higher education graduate does not exceed 900 euros. This may rise as high as 1200 euros depending on their qualifications (a masters, work experience etc.). The same applies for all permanent staff. Teaching staff seconded from formal education, as well as all other teaching staff, are paid by the hour. Normally, however, seconded teaching staff are also permanent staff in formal education, which means that they already have a stable salary. Teaching in NVAL is considered as an extra bonus to their monthly payment. The standard hourly rate for those who teach is 15 euros. All staff are eligible for health insurance.

Poland - It was openly stated during the interviews that salaries are above average and are often very attractive. The disadvantage lies in the unstable source of income. The profession of adult educator is certainly perceived as being very attractive, offering a good salary, an interesting job, possibilities for development, the image of a well-educated person, and opportunities for contact with people and ideas. All these factors make the profession desirable.

Portugal - Many adult educators nowadays possess a higher education degree and the average salary of many is higher than the national minimum salary. However, it is not as high as other public department professionals with the same higher education qualification. Many of these teaching professionals are involved in national adult education and training programmes which involve a salary according to a specific scale and do not allow any salary supplements for other qualifications that these professionals may possess.

Income tax and pension entitlements are covered by formal regulations. Even if these adult learning professionals are involved in public national policy projects or programmes, they do not share the same benefits as civil servants with regard to regulations on taxes and pension income, because they are subject to rules for employees in the private sector.

Romania - Salary levels vary significantly from one provider to another, but also depend very much on the type of projects that educators are involved in at a particular time.

The box above shows that the salaries of NVAL staff vary according to contracts, providers and types of duties. In most cases the full-time pedagogical and administrative staff salaries correspond to agreed contracts and salary scales (mainly in the case of those who work for formal NVAL providers). In contrast, the wages of teachers who often work as freelancers do not correspond to any agreed scale. The country report of Germany refers to as a study in Germany that found that about half of the full-time freelancers working for rated their financial situation to be either barely sufficient (23 percent) or even very bad (25 percent). In addition, more than half of all freelancers (55 percent) were the main earners and two-thirds of the full-time freelancers said that they were very dependent on the wages²⁴. However, part-time freelancers rely less on the wages earned in adult education and only a quarter of them stated that this income was existentially relevant.

The country studies show that in several countries there is an emerging debate on the minimum wages of NVAL staff (see box below).

Austria - The current debate on minimum wages in Austria, which is also affecting teachers in adult education, shows that the salary of individuals engaged in this field is not satisfactory. The minimum wage agreement recently negotiated between the Austrian Trade Union Association (*Österreichischer Gewerkschaftsbund*) and the Chamber of Economy (*Wirtschaftskammer*) for certain employees has not brought any improvement for teachers in adult education as freelance professions do not form part of this agreement.

Germany - There are numerous indications that the financial situation of full-time freelancers in particular is precarious. The interviews with providers support this impression. Public debate currently centres on the insufficient salaries of teachers working in nationally financed vocational training measures and integration courses. Teachers who are conducting integration courses are now fighting for a minimum wage.

²⁴ This research was done by the Institute of Economy and Research (*Institut für Wirtschafts- und Sozialforschung, WSF, Köln*). The data was based on sampling 1531 adult education providers³⁰ and 4847 interviewees working for them, either teaching, counselling, or planning (WSF 2005).

Social security and pension entitlements

Although little information is provided in the country studies concerning social security and pension entitlements, some information could be extracted from these studies. Some of the country studies show that employees in adult education who have contracts subject to social insurance contributions automatically also have statutory pension insurance coverage. Freelancers on the other hand have to pay for all social insurance plans, such as health and nursing insurance. At present there is no compulsory pension insurance for freelancers or the self-employed. Some country studies, however, note that many of these freelancers already have another job, where they have insurance and pension entitlements. Managerial and administrative staff have more chance of being insured, mainly because they more often have fixed contracts and full-time jobs.

6.4 The role of labour unions

The previous sections show that heterogeneity is a characteristic of the employment situation of NVAL staff in Europe. In formal NVAL the employment situation seems to be ruled by formal regulations, in which terms of employment and career development are generally quite structured and formalised. One result of this situation is that there are professional organisations such as trade unions or professional institutions devoted to these adult trainers, to teachers and trainers in general, or to civil servants. However, the situation can be quite different in some private, profit-oriented or non-profit organisations that promote adult training. Professionals can experience a precarious employment situation when they work for some hours or in specific adult training programmes or projects, without benefiting from employment agreements negotiated at a network or national level for other professionals employed in other organisations.

6.5 Concluding remarks

The heterogeneity of the NVAL market raises problems for NVAL staff as a professional group due to the existence of many different employment situations. The main aspect in terms of labour market and working conditions is that jobs in NVAL can be quite precarious for some because there is no specific formal legislation for the whole sector, such as a national collective agreement for employees working in NVAL, for instance.

There are considerable differences between the formal and the non-formal NVAL sector. In the formal sector many staff members have full-time and permanent jobs, unlike in the non-formal sector. The discussion concerns staff working in the non-formal sector (and especially those in teaching jobs). Only a small percentage of these teachers have permanent work contracts. Most of them work part-time and the majority are also paid by the hour. Moreover, it is known that some adult trainers work for several providers and that some work voluntarily. In some countries the part-time adult education profession is combined with another, full-time, job. Most full-time and permanent jobs are at the managerial and administrative levels. There is hardly any statutory local/regional/national career structure setting out qualification and salary scales for the non-formal sector.

Although there are numerous advantages to working as a freelancer (e.g. flexible working) and on short-term contracts, there are also numerous disadvantages. The two most vexing challenges are “unstable incomes” and the “lack of benefits”. These problems are intertwined and put the chronic insecurity of freelancers into stark relief. The social safety net that protects many Europeans from these hardships overlooks freelancers. Benefits such as health insurance and retirement savings vehicles are most often delivered through traditional employers. There is often no system in place for those who work in non-traditional arrangements. On the one hand they earn too much to qualify for public programmes, while on the other hand they earn too little to make a proper living.

Considering the precarious employment situation of a high percentage of practitioners in the field of NVAL, we would like to introduce the concept of flexicurity. The concept refers to a policy strategy that encompasses flexibility of labour markets, relations and work organisations on the one hand (just like the industrial standard in the NVAL market), and employment and social security on the other. Flexicurity should enable the NVAL sector in Europe to respond efficiently to the requirements of the NVAL market.

7 Requirements and recruitment

7.1 Introduction

In this chapter we focus on the standards and requirements for adult learning staff that are set by European or national governments, sectoral organisations, recruiters and employers. What initial education and competences do they expect their new staff members to have? Furthermore, we will discuss the question of how new staff members are recruited and whether there are enough new staff members available on the labour market. This subject is related to information in other chapters. In chapter four we discussed which categories of adult learning staff can be distinguished and which work activities are associated with each position. More information on the actual background of adult learning staff (initial education, work experience, age, gender) and their career paths can be found in chapter five, while the employment situation of NVAL staff is discussed in chapter six.

7.2 Reasons for entry requirements

Diversity in legislation and policies originates (partly) from the fact that adult learning is covered by many different authorities. In Austria, Germany and Spain, adult education is the responsibility of the individual states rather than the national (federal) state. In some countries the sector is the responsibility of the ministry of education, in others the ministry of social or economic affairs. It is not rare for the sector to fall under the remit of several different ministries (Bulgaria). This is also true for European policy: training the trainer policies have been conducted under the flag of ESF, Phare and Grundtvig. Under these projects, a new impulse developed in the recent accession countries (Romania, Estonia).

Bulgaria - Adult education in Bulgaria is organized and carried out by diverse authorities and institutions such as the Ministry of Education and Science (MoES), the Ministry of Labour and Social Politics (MLSP), the National Agency for Vocational Training and Education (NAVET), universities, NGOs, adult vocational centres, trade unions, advisory organizations, private vocational and industry centres. However, it cannot be claimed that these organisations are co-ordinated by one single state authority or that they operate together or in partnership following a specific NVAE state policy. What is evident is that the basic entity implementing the lifelong learning concept in Bulgaria is the VET for adults which aims to improve employability. This means that there is no NVAE provision in Bulgaria as such (at least in the sense of public provision by the state), but adult education is related exclusively to VET and the development or upgrading of professional skills, or skills that will aid citizens' access to employment.

Estonia - Contradictions between the significant goals of lifelong learning and the current educational situation and integration with the EU educational system created the need for compiling the *Adult Education Development Plan for the years 2005-2008*. The main idea of the development plan is a conception of lifelong learning and everybody's right to continuing learning throughout life.

Adult education national priorities stated in the development plan for years 2005-2008 are:

- Creating opportunities for adults for access to lifelong learning and creating possibilities for returning to the educational system;
- Development of counselling system for adults;
- Accreditation of existing learning experience;
- Development of an adult education financing system, including a tax system, that motivates enterprises to invest in their workforce;
- Quality assurance of adult training including in-service training (Täiskasvanuhariduse Arengukava 2005 - 2008).

Romania - In the last 15 years, the policy context has become more focused on vocational training and retraining and less on the liberal side of adult education. Likewise the lifelong learning approach is also more rarely addressed with a coherent and effective strategy for re-enforcing the power of adult education in Romania.

Because **Germany** and **Austria** are federal states, responsibility for adult education is divided between the federal government and the governments of the individual states (Bundesländer). A coherent, all-covering image of national policy is therefore hard to draw. This is also true for Spain.

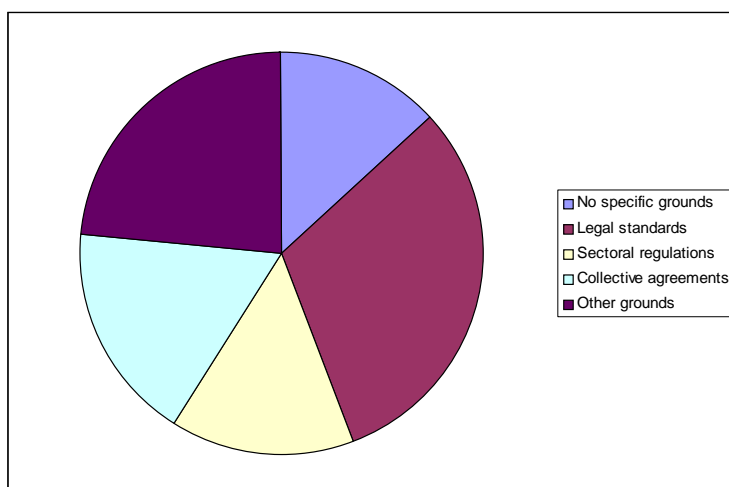
In many countries and settings, no specific initial qualifications are required for becoming a practitioner in adult education. Most countries have no formal requirements for the majority of practitioners in adult learning. In the majority of countries it is not always clear what qualifications are required and, in some cases, i.e. in some countries or for some positions, no qualifications are needed at all. For instance, in the Netherlands, anyone can be registered as a coach and approximately 10,000 people are so registered, providing coaching and mentoring services of various kinds.

Adult education and learning organisations, although different in many ways, are still often publicly funded and, as such, are part of a publicly regulated system or context. Sometimes it is a national body regulating quality requirements; sometimes the body that effectively set the standards is one set up by the providers themselves or at least by the professional field. As described by Schläfli and Sgier (2007, p.112), in general, the occupational field of adult educators is poorly regulated. No national statutory arrangements for the entire field have been developed but a need is felt to establish legal frameworks for the field. This need is especially felt in countries where the field is highly market-driven, like Switzerland. The authors indicate a close relation between the legal situation and the professionalisation of the field.

Development of regulations, legislation and definitions is a means of contributing to the status and quality of adult learning. Such regulations and/or definitions about what adult learning is and what adult learning practitioners should do for their professional development are found in Austria, Belgium, Croatia, Cyprus, Germany, Greece, Italy, Liechtenstein, Poland, Romania and the UK. A way of affecting the quality by legislation is by setting standards that newly qualified educators have to meet.

Based on the data derived from the interviews with providers, we see the following division between these different possible reasons for requirements (figure 7.1)

Figure 7.7.1 Reasons for requiring qualifications given by the NVAL providers interviewed (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 7.1 shows that 30 percent of the providers indicate that clear legal standards are applied as criteria for initial requirements. Almost 13 percent of the providers say there are no specific grounds. For the rest of the practitioners, criteria are a matter of negotiation, or there is no clarity in the criteria nor the procedures of recruitment or selection.

The category 'other reasons' contains a variety of different justifications. Providers themselves have their own reasons for having quality regulations. The reason for providers developing certain initial requirements for their personnel can be due to competition with other providers.

Belgium – The Flemish part of Belgium has a long tradition of adult education and more specifically of non-formal adult education (socio-cultural work for adults). The sector however showed a number of problematic sides and therefore needed upgrading. This was necessary for a number of reasons:

- A need had arisen for revaluing and justification of this field of work;
- The four basic functions of the socio-cultural sector (promoting culture; educating people; community development and promoting active participative citizenship) needed strengthening;
- The position of volunteers needed to be improved and regulated;
- The role of all actors in non-formal adult education needed to be articulated and innovated;
- A new balance needed to be found between national and local policy impulses;
- Organisations active in non-formal adult education had to be reassured and given confidence;
- National organisations were in need of a new shared vision and perspective on non-formal adult education;
- Educative work with adults separate from regular education, may also serve as a situation for piloting new approaches. This laboratory function needed to be re-activated.

The new decree re-positioned, re-structured and re-oriented the non-formal adult education sector. *Re-position* with a new concept of socio-cultural work for adults consisting of all activities that aim at the education of adults in their social participation. Part of this concept is the use of the socio-cultural methodology in which attention is paid to the four functions of the sector:

- 1 cultural
- 2 educational
- 3 community development
- 4 promotion of social actions and active citizenship

Finland - Teachers in *Upper Secondary Schools for Adults* get their basic training mainly in the universities. There are no special teacher training for adult education teachers but there are several courses in adult education or similar subjects at different levels in the universities.

The qualifications demanded for teachers and headmasters working in formal education within *Liberal Adult Education* are regulated by an official ordinance. To be qualified to teach in the formal courses and in vocational education, teachers should have attended a one-year complementary programme at university level. To be admitted, the requirement is to have either education as a teacher or to have studied the subjects one is to teach and pedagogy/adult education pedagogy at undergraduate level. The Ministry of Education can grant an exemption under certain circumstances.

No formal qualification is required to teach or lead non-formal courses and study circles. The Finnish Association of Adult Education Centres (KTOL) carries out training programmes and projects for staff of citizens and workers' institutes.²⁵

²⁵ The Finnish Association of Adult Education Centres. Homepage: www.ktol.fi

France - Apart from formal regulations on vocational training, there are no regulations to be found on the skills, competences and formal qualifications required for adult learning professionals.

Germany - Some providers are required to organise and provide qualification courses. The body setting these standards is an umbrella organisation of the providers themselves. However, a new initiative has been launched:

Continuing Education Training Qualification Initiative (*Trainer-Qualifizierung- Weiterbildung, TQW*)

The point of departure of this initiative is the lack of a comprehensive concept for ensuring the qualification of educational staff. A working group consisting of adult education practitioners, members of provider organisations, universities, and the German Institute for Adult Education (DIE) is currently working on a comprehensive, modular qualification framework for personnel working in adult education (see Kraft 2006a). The initiative aims to set up a binding qualification framework for adult education practitioners, which is accepted by all provider organisations. This framework is meant to leave enough room for including the specific characteristics or demands of a provider or an association. This framework shall also allow the possibility of assessing informal competencies and skills as well as the practical knowledge of educational staff, while also assigning staff different levels of qualification. The qualification framework is aimed to be output-oriented, which means that its focus will be on existing qualifications rather than on the educational background (see Klenk 2006). With this approach, the initiative complies with the attempts to create a European qualification framework.

Essential problems in the developing process derive from the diverging interests of the bodies responsible, which hamper defining minimum common standards. In addition, the largely passive role of the state in the field of general adult education is considered to produce structural difficulties. Because the federal government exercises little responsibility and because of the existing disparities among the states with respect to responsibilities in the adult education field, a quality framework across the responsible bodies and across the states has so far remained a desideratum.

Greece - In Greece, EKEPIS (the national centre for the accreditation of qualifications) maintains a register of trainers. More than 15,000 educators are currently registered. In some cases there are no reports on national requirements, but there are requirements for those who wish to take part in European initiatives.

Italy - In Italy, legislation on adult learning states that teachers must attend training sessions promoted and implemented by the Regional Institutes for Educational Research (IRRE).

Liechtenstein - According to regulations about government aid regarding providers of adult education²⁶, have to ensure that their teachers are professional and methodologically competent (section 7). This regulation is based on the law covering government aid to adult education, which states in section 6 that providers who ask for public funds have to guarantee that their teachers are qualified and provide their courses in accordance with the framework of methodology and didactic format commonly used in adult education.

Netherlands - knowledge and skills required for teachers working in regional training centres (ROCs) are specified in the Adult and Vocational Education Act (WEB). Qualified secondary school teachers may also teach adult and secondary vocational courses. Graduates who have not undergone teacher training are required to obtain a certificate of competence, as designated by ministerial order. Certificates of competence are also required from people who have at least three years practical experience in the profession for which the course trains, or have gained the necessary skills through a combination of training and experience.

²⁶ <http://www.erwachsenenbildung.li>

Poland - In Poland trainers in NGOs are accredited by STOP (a Polish association of trainers). Every candidate has to follow a course to receive a certificate.

Portugal - There are no specific formal regulations to be a teaching/training adult learning professional/practitioner. However, to be involved in initiatives supported by the European Union and national funded programmes for education and training, adult and continuing education staff need to have:

- a Certificate of Pedagogical Aptitude, obtained after the attendance of a Pedagogic Training for Trainers Course (90 hours of training in several fields, like Pedagogy in Training, Structuring and Planning a Training Initiative, Assessment and Evaluation, Certification, Didactical Materials, etc.). This has to be certified by the Institute of Employment and Vocational Training and can be valid for a maximum of 5 years. Therefore, to retain the ability for involved in education and training initiatives, in addition to the Certificate, staff have to attend courses in Continuing Pedagogical Training of Trainers or to prove effective involvement in vocational training initiatives (Decree Law n° 26/97, June 18; Specific Law n° 1119/97, November 5).
- the Teaching Aptitude certificate, which is obtained by those who attended formal teachers training and/or training in specific fields of knowledge in higher education institutions (Specific Law n° 254/2007, March 9; Dispatch n° 9493/2004, May 14, Dispatch n° 15150/2004, July 13 and the request of the European Computer Driving Licence for trainers involved in Communication and Information Technologies contents and disciplines).

Slovenia - Adult education in Slovenia has gained an equal position in the educational system with the Resolution on Adult Education in the Republic of Slovenia by 2010 (adopted in 2004) where the need for further investments in life-long learning is acknowledged. This represents an important base for achieving a higher level of adult education, for raising the educational level whereby 12 years of successfully completed schooling is considered as the basis of educational standard, greater employment and further education opportunities. Therefore, Slovenia has to continue developing and modernising various educational offers that will be based on the needs of an individual and of the society, and will adapt to the needs of labour.

The basis for the organisation programmes, financing, and training providers and professionals in adult education is incorporated in the law of adult education. The status of training providers and conditions for professionals are defined in the Organisation and Financing of Education Act.

Adult education organisations implementing publicly funded educational programmes must meet the following requirements:

- The professional employee organising education must have appropriate higher education, pedagogical/further education and a certificate of successful completion of the professional examination prescribed for the field of education
- They must have at their disposal teachers and other expert workers meeting the requirements prescribed for individual fields of education
- They must have at their disposal the premises and equipment prescribed (by the Minister of education) for the implementation of individual education programmes.

Adult education is provided by teachers (adult educators) with different educational backgrounds. Some have no teaching qualifications because they are experts only in their own specialisation. The Adult Education Act stipulates that teachers of adults must have a higher education qualification in the appropriate field as well as teaching qualifications, and must have passed the professional examination.

The teachers in non-formal programmes of adult education are not bound by these demands.

Pedagogical-further education is a special postgraduate non-degree course for teaching in secondary schools (so called pedagoško-andragoška izobrazba). Post graduate non-degree courses leading to a teaching qualification are prescribed and compulsory.

Everyone who wants to work as a teacher of adolescents or adults in formal education programmes (providing the educational level), is required to have specific pedagogical competencies, besides the required educational level and area. These competencies can be obtained during undergraduate studies, provided the study programme also includes pedagogical, psychological and didactic contents of subjects. The University pedagogical departments combine academic knowledge and teaching practice. However, other University departments - technical faculties, economics... do not include pedagogical knowledge in their study programmes. The criteria for measuring the inclusion of these contents in every specific study programme are supervised by the Council for Higher Education which also supervises the programmes. If the criteria have not been met by the person who wants to become a teacher, they must obtain this kind of education (special licence) within three years from when they first start work as a teacher.

Not all national policy is directed at the whole sector of adult learning. Teachers in formal second-chance education usually have to meet the same criteria as teachers in regular/initial education. An example of an exception is the further education sector and other parts of life-long learning in Adult and Community Learning in the UK. There, teachers have to meet specific standards set by Lifelong Learning UK (LLUK), a sector skills organisation for lifelong learning. We can take Belgium as well: the legislation is directed only at the socio-cultural branch of the NVAL. Another example is the subject of "Swedish as a second language" in Sweden.

Sweden - Since 2002, there has been a national effort to increase the level of qualification among the teachers of "Swedish as a second language". Some of these teachers have only taken 30 ECTS in the subject, while the goal is that all of them should have 60 ECTS. Others have not had adequate teacher education and special teacher training programmes have therefore been arranged for people who work as teachers without having the appropriate training.

Apart from registered or certified individuals, there is the possibility of registering an entire learning institution, as can be seen in Slovenia. The criteria for the staff quality, such as initial education and professional development, are often included among the conditions for being registered and certified as an institute. This registration is, in many cases, a condition for funding the institution.

The legal situation is not always the reason that quality requirements policies are applied. Other reasons are sectoral regulations and collective agreements. Sectoral regulations occur when the sector itself develops competency profiles. Compared to the legal regulations, sectoral regulations say more about the content of the qualifications and the skills needed in order to work in the sector. An example of requirements for adult educators set by the sector itself can be found below in the case of the United Kingdom and Estonia (see text box below).

Estonia - The professional standard of an adult educator is the set of requirements for the adult educator's professional qualifications II, III, IV, and V agreed by the institutions concerned. The requisites for applying for *the adult educator/further education teacher* professional qualification are:

Adult educator/further education teacher II:

- vocational, secondary or higher education
- working as adult educator for at least 1 year
- fluency in at least one foreign language at level B1
- letter of recommendation from training organization
- learners' evaluation

Adult educator/further education teacher III:

- vocational, secondary or higher education (or university education);
- successful passing of adult educator's qualification training or higher education in adult education;
- at least 3-year' working experience as an adult educator
- fluency in at least one foreign language at level B1
- a letter of recommendation from a recognised Estonian adult educator.

Adult educator/further education teacher IV:

- Master's degree;
- passing of supplementary courses in further education;
- at least 5-years' working experience as an adult educator;
- presentations at conferences and seminars;
- fluency in at least one foreign language at level B2
- two letters of recommendation by two recognised Estonian adult educators.

Adult educator/further education teacher V:

- research degree or Ph.D. degree;
- at least 10-year working experience as an adult educator;
- presentations at national and international conferences and seminars;
- published scientific research work in the field of adult education;
- fluency in at least one foreign language at level B2
- two letters of recommendation by recognised Estonian adult educators and at least one by a recognised non-Estonian adult educator.

The application of the qualification certificate of *adult educator/further education teacher* is voluntary for educators until stated otherwise by the legislation.

United Kingdom - In 2004 the UK Government set up Lifelong Learning UK (LLUK), the sector skills organisation for lifelong learning, with the purpose of developing new professional teaching standards for the whole Further Education system, as announced in *Equipping our Teachers for the Future* (DfES 2004). LLUK is responsible for the professional development of all those working in community learning and development; further education; higher education; libraries, archives and information services; and work-based learning. LLUK is just one of a network of 25 Sector Skills Councils (SSC) in the UK which are funded, supported and monitored by the Sector Skills Development Agency (SSDA). Each SSC is an employer-led, independent organisation that covers a specific sector across the UK. Since January 2005, LLUK has taken over the work of three former national training organisations, FENTO (Further Education National Training Organisation), PAULO (the National Training Organisation (NTO) for community-based learning and development) and isNTO (Information Services NTO), together with the NTO responsibilities of HESDA (Higher Education Staff Development Agency). Following extensive consultation, LLUK has published new professional standards for the education of Teachers, tutors and trainers in the lifelong learning sector.

They identify the components of: an initial teaching award (Passport); qualifications leading to Qualified Teacher, Learning and Skills (QTLS) status; and other intermediate and advanced teaching qualifications. This provision is accompanied by a new Continuing Professional Development (CPD) expectation on teachers and trainers of, at least, 30 hours per year.

Teachers in some specialist areas that receive funding from the Skills Sector Council will be required to fulfil the qualification criteria. The term 'endorsement' is used by SVUK to signify that generic teacher education qualifications have met a range of statutory requirements. The different term 'approval' is used to indicate that the content and assessment of subject qualifications for Literacy, Numeracy and ESOL have met a range of statutory requirements.

To quote from the SVUK website:

Standards Verification UK Ltd is responsible for endorsing initial teacher training qualifications and approving specialist qualifications for teachers of ESOL, literacy and numeracy in the learning and skills sector in England. It is currently expanding in order to offer the Standards Verified Quality Mark to qualifications and CPD programmes in other areas in the lifelong learning sector, such as Leadership and Management Development. SVUK works closely with higher education institutions, awarding bodies and training organisations that offer these qualifications. It has a vital role in ensuring the quality of initial training and continuing professional development through its work with providers and stakeholders. (http://www.lifelonglearninguk.org/svuk/aboutus/aboutus_index.html)

The collective agreements are made between the employer and the employee. They contain job descriptions and salary scales linked to skills, activities performed and educational level. Therefore, these collective agreements can be a firm basis for requiring qualifications.

The requirements are not always as formalised and as strict as in the UK and Estonia examples, and sometimes even non-existent. The setting of standards is difficult, because there is not a single higher education or university course people can take to become an adult educator. As a result, there is a large variety in educational backgrounds among adult educators. This can be explained partly by the variety in course subjects for adult learners.

The spectrum of initial training backgrounds represented in adult learning is very wide and ranges from all kinds of academic backgrounds to work experience, qualification as project managers, accountants, nurses, IT professionals or, in the case of language education, simply being native speakers.

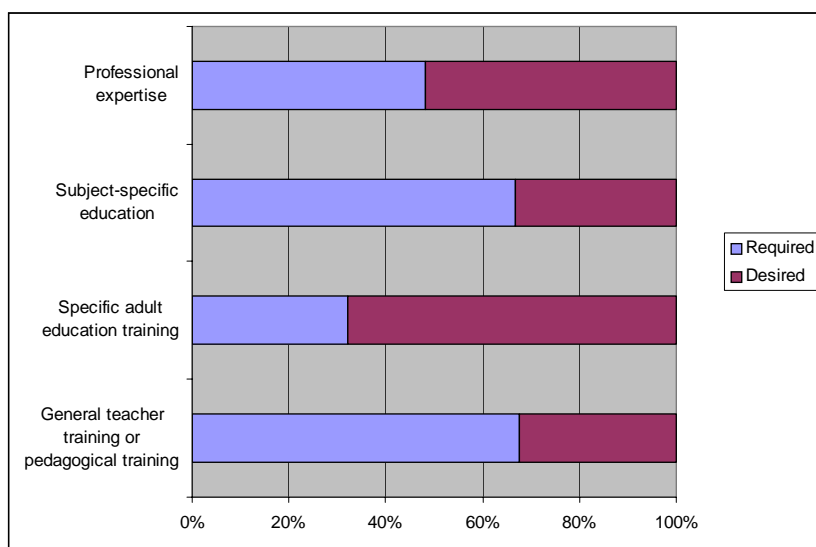
The fact that most educators have a higher education degree does not mean necessarily that they have a higher education degree in the subject they teach. If we consider the subject in which the adult learners have their degree, it depends on the kind of institution. What indicates that most staff members are actually teaching in that subject where they have a degree? This can be illustrated by the Belgian Wisper Art Institute for Adults:

Belgium - At the Wisper Art Institute for Adults, 50 percent of the staff has a degree in arts. The other 50 percent consists of pedagogics, socio-cultural workers and teachers with a humanities degree.

7.3 Required and desired skills, competences and qualifications

The results of the interviews with providers show that two thirds of all providers require their staff to have subject specific knowledge and in many cases this also goes for professional expertise. Besides subject specific knowledge, teaching staff should also possess general didactic skills. Although specific adult education training is desirable, it is only a requirement in a minority of cases (figure 7.2).

Figure 7.2 Skills and competences required or desired by the NVAL providers interviewed (n=45)



Source: Interview NVAL providers in-depth phase (2007)

The country studies include several examples of the skills and competences NVAL providers require or desire. A number of them are outlined in the box below.

Austria - The formal requirements for course teachers in the Community Adult Education Centres (Volkshochschulen) are compiled in the handbook on quality development in Austria's adult training centres. VHSC (city Community Adult Education Centres) underline that teaching and counselling personnel should, above all, be qualified in methodological skills, have personal competencies, and have social and communication skills. The management and programme-planning staff must also be able to work autonomously and be orientated to implementation.

Bulgaria - A HE degree and/or professional experience for over 5 years in a recognised profession is desirable. Generally speaking, the qualification of adult trainers is left entirely to the staff involved and is treated as a personal issue. Improvement of their qualifications does not go hand-in-hand with their payment either.

Denmark - Legal standards are the basis for the qualifications required of the teachers at VUC Fredrikshamn. The employees in support positions were recruited under collective agreements. However, according to the centre's director, the administrators' trade union played a strong role and demanded that only people with an adequate education should be employed in administrative positions. The director stressed that high professional competence in appropriate subjects and pedagogical ability were the most important competences for teachers. Another important competence, for all staff, was to be flexible and able to adapt to new reforms and other new situations.

There was no specific basis for requiring qualifications at the Midtsjællands kursuscenter. The most important competences, according to the head of the centre, were professional competence concerning guidance within the social welfare system, power of insight (ability to understand other peoples' situation) and general knowledge about the society and societal conditions.

Germany - There are no legal regulations regarding the qualifications of adult educational staff in Germany.

Among the competencies generally expected of teaching staff are:

- broad and reliable professional knowledge;
- pedagogical experience/teaching experience;
- assured use of different teaching methods;
- practically-oriented transfer of content knowledge;
- professional interaction with various people

Greece - Skills and competences vary. Qualifications are more standardised in this respect since a higher education degree is desirable if not required for all posts. Desirable is working experience and, especially for teaching staff, a formal qualification or a degree, certificate or other qualification in the area of adult education.

Romania - There is also a common understanding between all adult learning providers interviewed that pedagogical skills, basic knowledge and methodologies on facilitating adult learning are very important as selection criteria. Usually, the positions of managers and lecturers are occupied by people with university degrees, but most important is that the person is recognised as a public image. Lecturers and tutors, instructors or mentors are usually practitioners in the field of training they provide, proved by their career development and recognised at the level of professional community. Statistics provided by the Ministry of Culture on staff of public adult training providers (in the House of Culture case) shows that in 2002, almost 62 percent of the staff have an intermediate level of education, 30 percent higher education and almost 8 percent just the compulsory education level.

Slovakia - There are almost no regulations on hiring teachers and trainers. It is completely up to the directors of training providers to decide. Through initial training, teachers and trainers have to obtain the basic professional and educational competence of a qualified member of the teaching profession. Professional competence is defined as a set of professional knowledge, skills, and attitudes obtained by means of study at a university or a secondary school (with relevant educational orientation) and professional practice. Educational competence is understood as a set of knowledge from the theory of education, special education, remedial education, psychology, subject didactics, capabilities and skills necessary for the performance in the teaching profession, obtained through study at a university or secondary school (cf. as above) in the fields of "teacher training and education". Those competencies are described in the higher education curricula but are not obligatory for hiring training staff.

Slovenia - The providers require, in addition to formal education, the following competences for teaching positions:

- professional expertise,
- professional attitude to students,
- empathy,
- leadership,
- ability for group and team work,
- responsibility for the permanent assurance of working quality,
- ability to encourage and to transfer knowledge,

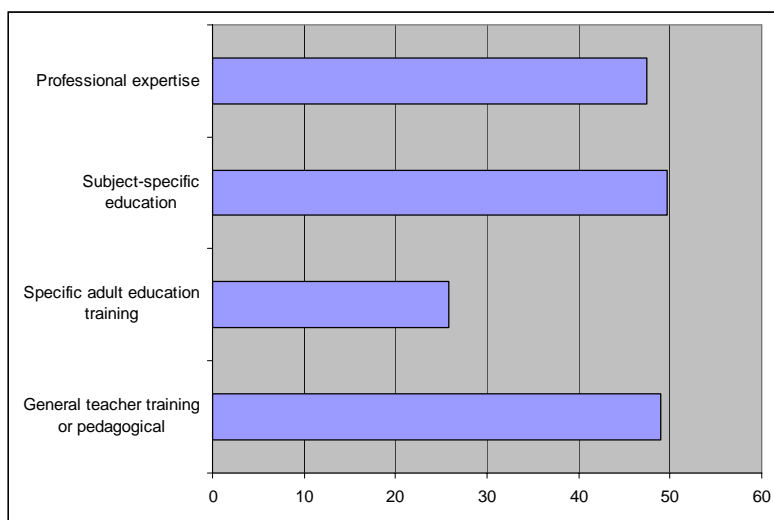
Sweden - The most important competences are expert knowledge, flexibility and social competence and knowledge about the surrounding world. Also mentioned are: professional competence, personal qualities and social qualities (ability to cooperate in teams).

Turkey - Although requirements vary among providers, trainers must, in general, hold a HE degree in the area for which they are employed and the subject that they will teach. As for other providers such as NGOs and volunteer organisations that offer NVAE, the situation is even vaguer. Most staff (teachers and managers) work part-time and they also must have experience in the area for which they employed and/or hold a HE degree. This applies for most providers (including private and sectoral organisations and NGOs). The means of evaluation and of staff assessment is not reported either. In the Functional Literacy Programme for Adults (IYOP) trainers must be at least high school graduates and have received the three week programme of relevant training.

Qualifications are not the only factor affecting the selection of staff and the staff desired for the future. Certain competences connected with the profession are also indicated: ability to work in groups, willingness to implement innovations, creative and social competences, competences to work with adults, ICT skills, extrovert personality, and competences in developing appropriate didactic methods for knowledge transfer. Further skills sought are: accuracy, enthusiasm, motivation, commitment to the organisation (e.g. workers' union/church), and a critical attitude. Most important, beside technical didactical skills, are the social competences of working with adults, being enthusiastic, being empathic. Depending on the target group, other competences and qualifications are sometimes mentioned such as: drivers licence, knowledge on ICT, intercultural knowledge, and skills.

The interviews with the providers also give an indication of what types of qualifications the staff possess (figure 7.3)

Figure 7.3 Percentage of staff possessing specific qualifications with the NVAL providers interviewed (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 7.3 indicates that less than 50 percent of providers actually have the required or desired general didactic qualification. Of them, 27 percent say they have the required or desired educational training in adult education. A further 50 percent is said to be educated in their specific teaching topic and less than 50 percent of the staff have the right professional expertise.

Austria - Most of the teaching personnel within the framework of non-vocational adult education were not certified adult educators in their first profession (e.g. people who studied pedagogy with an emphasis on adult education). They had instead initially learned and exercised another profession.

Portugal - It is known that many adult education and training staff have a higher education degree. These are mainly in teachers' training and in social sciences (psychology, sociology, social sciences, education, etc.). This is especially so for those in positions involved in teaching, training, recognition, validation and certification of prior competencies, counselling and guidance, education and pedagogic coordinators, adult education and training managers, education and socio-cultural animators.

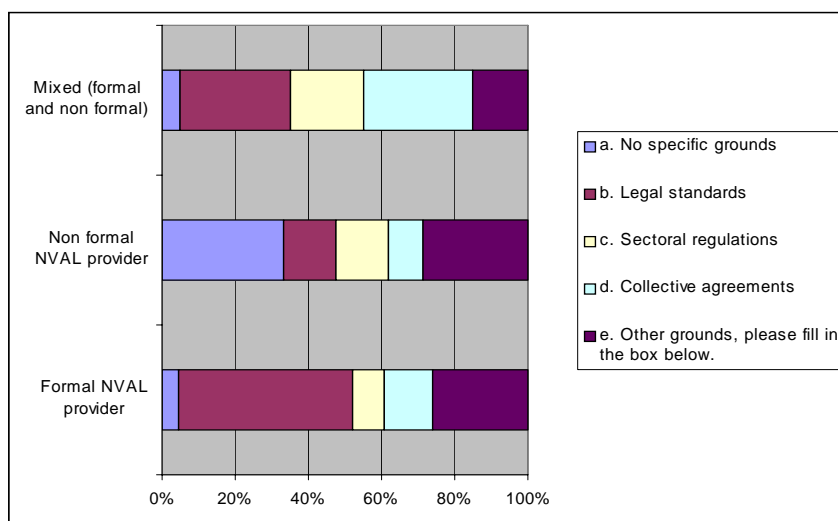
However many adult educators may have a higher education degree in a quite different field of knowledge, one that derives from their current or previous work.

Others are also involved in adult education without having followed any specific path of education; for these, professional experience and expertise are fundamental.

7.4 Differences between formal and non-formal adult education

If we look again at the reasons for requirements and distinguish between we see large differences between these different provider types (figure 7.4).

Figure 7.4 Reasons for requiring qualifications given by the NVAL providers interviewed, broken down by category of provider (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 7.4 shows that the number of providers applying formal requirements is much higher in the formal sector than in the non-formal sector. This corresponds with the impression from the country studies that educators in formal NVAL are often teachers from other domains within the formal education sector in which formal qualifications, standards and criteria exist. The closeness of the formal NVAL sector to formal (vocational) education, in the case of second chance education for example, implies similar bases for requirements. Almost 50 percent of the formal NVAL providers apply legal bases for requirements. In the non-formal field around 15-20 percent of the providers say the requirements are based on legislation. This can be illustrated by the country studies of Belgium and Croatia as described in the box below.

Belgium - Formal AE: The formal requirements to teach in adult education are similar to the requirements for regular primary and secondary education. Teaching staff are obliged to have a Bachelor or Masters degree supplemented by a pedagogic degree. To get a permanent appointment, one needs to have a pedagogic degree. It is possible to get a temporary appointment of three years without a pedagogic degree but the salary is lower in that case. Within those three years, one is expected to obtain a pedagogic degree. There are exceptions for native speakers who are teaching their native language and for people teaching without having Belgium nationality.

Non-formal AE:

Subject-specific education and knowledge is probably the most important requirement in the non-formal sector. Although suitable training or education in pedagogics or further education is definitely desirable, many adult educators did not follow any such education, let alone undertake training on working specifically with adults.

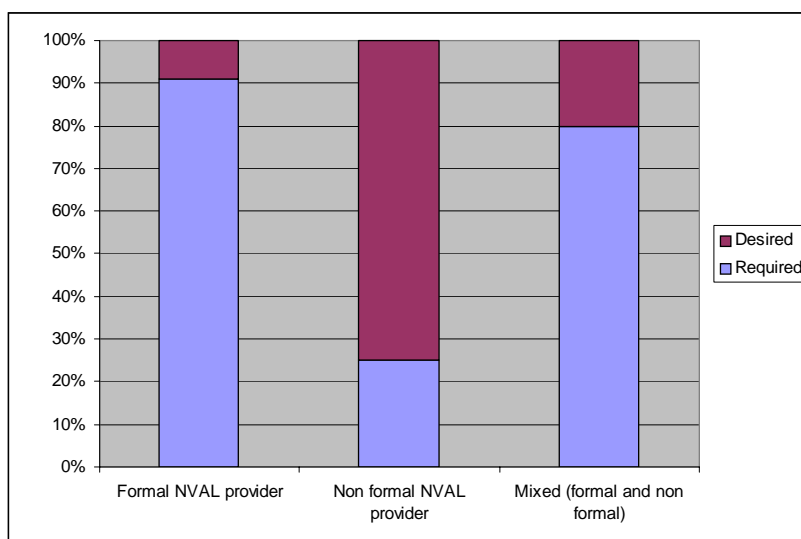
Croatia - In the formal part of adult education, the programme provided prescribe what kind of skills, competences and formal qualifications are required. For example, the teacher in secondary schools has to have a minimum of higher education and pedagogical and psychological education. In the non-formal sector of adult education there is no regulated structure of knowledge for trainers or on how they could be promoted.

In the previous section we showed which qualifications were desired and required for adult educators, namely:

- General teaching or pedagogical training
- Specific adult education training
- Subject specific training
- Professional expertise

When we differentiate between formal and non-formal, we see that the formal sector set different requirements for qualifications than the non-formal sector regarding general teaching or pedagogical training (figure 7.5). No significant discrepancies can be detected as far as the other qualifications are concerned.

Figure 7.5 General teacher training or pedagogical training required or desired by the NVAL providers interviewed, broken down by provider category (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 7.5 shows that in the formal and the mixed sector, a general teaching or didactic competence is considered to be required to perform the job. In the non-formal sub-sector however, the competence is highly desired though not required. No formal qualifications prevent adult learners from teaching a course. There are fewer staff educated with the required or desired general didactic qualification in the non-formal sector than in the formal sub-sector.

7.5 Recruitment and labour market

The required and desired competences play an important role in the recruitment and selection policies of an organisation. There might be quantitative and qualitative discrepancies between the supply side and the demand side for qualified personnel. First, we take a look at the recruitment procedure and second, consider the supply/demand aspect of personnel.

7.5.1 Recruitment procedures

The channels through which staff are recruited are diverse and not formalized. No system has been developed for recruitment, though some ways of becoming a teacher can be identified: by direct contact, by pro-active search by the provider, and by job postings. In some countries, recruitment takes place amongst young graduates in higher education institutions (Germany, Austria). In Austria, Belgium and Greece internet and specialist journals are also being used. In general, more informal channels are being used than formal ones. One reason is the lack of a clear professional profile (Austria). Becoming an adult educator is rarely a conscious or planned process. It must be noted however, that no quantitative problems occur in the formal and non-formal sector and advertisement may not be that necessary (UK).

Belgium - First a selection is made applications that interested candidates have sent in. If this does not lead to the appointment of a good candidate, a centre can make use of the teachers' databank. This is a website of the Flemish government where teachers who are looking for a job, and schools looking for teachers, can register. They may also send their vacancy advertisement to other AE providers in the region and ask them to pin this up on the notice board.

Every centre in the non-formal sector has its own policy for recruitment of new staff. Most of the time, freelancers are found by word of mouth: a coordinator or another freelancer knows a professional that is interested in working in the centre

Estonia – In general, the recruitment situation depends on the sector and there is no shortage of qualified candidates. What is problematic is not recruiting adult training managers or organizers but finding adult trainers/educators.

Germany - there are three options for recruiting staff:

- Direct contact between the centre and the potential personnel
- Pro-active applications
- Regular job postings.

Greece - For there is no recruitment channel as such for any staff. The GGEE (General Secretariat for Adult Education) and IDEKE (Institute of Continuing Education for Adults) normally announce the posts for all staff in the local and national press. After that, and within a time period set by the providers, a list of candidates is compiled. Candidates must normally fill in an application form and submit all the documents relevant to the position they seek. After that a committee (different each time depending on the type of staff to be employed) decides on a candidate based on the qualifications submitted. Occasionally, for some positions - especially for managerial and administrative posts, an interview is conducted. This also applies for all teaching staff in SDE (Second Chance Schools). For the teaching staff in KEE (Local Adult Education Centres) and SDE, the interview is normally conducted by the manager. The same applies for NELE (Prefectural Committees for Popular Education) teaching staff.

Poland - New, dynamic, institutions use more developed and more time consuming strategies for staff recruitment.

Portugal - Recruitment of staff is made following usual channels (publishing positions to be filled in the newspapers, on the institute of employment and vocational training database, and to other adult education and training staff, etc.).

United Kingdom - Advertisement is the main way to recruit new personnel

No general picture can be given of selection process either because no formal policy is present. This accounts also for the variety of qualifications expected from staff. Staff often have a degree in higher education and sometimes a pedagogical degree but these are nowhere prerequisites and differ greatly between countries.

7.5.2 Staff supply and demand

All the country studies show that most of the teachers meet the criteria and desires of the providers: they have a HE degree and mostly also some knowledge of pedagogic and didactic methods. It must be noted, however, that the qualifications differ from subject to subject: in the case of languages the level of subject/didactical qualification required are expected to be considerably higher than in other subjects.

Austria - There is more supply than demand but there are also some qualitative discrepancies in which demand cannot be met.

Belgium - The positive reputation of the profession results in a surplus of candidates when advertising for new staff.

Bulgaria - The closing of a great number of loss-making enterprises in the country's economy has led to the supply of teaching staff with an engineering background being much greater than the demand.

Estonia - As educators are very mobile they are employed short term by many different providers. Providers working in the same field tend to see a shortage of qualified adult educators.

Germany - No discrepancies, except that there is more supply than demand. Since there is a large supply of freelance course teachers, they see no shortage of qualified staff.

Greece - The discrepancy is both quantitative and qualitative in that most staff, especially teaching staff, are employed or seconded (as it is the case in SDE (Second Chance Schools)) from the formal education system. This teaching staff may or may not have the qualifications to teach since many teachers, especially in secondary education, have no pedagogical training. However they are qualified because they have working experience.

Poland - Because the profession is quite attractive (money, independence, creativity, interesting environment, development and learning opportunities) many people attempt to enter this career or at least get "a job" in this market. This makes their (employers') life much more difficult, the process of recruitment longer and harder, and the quality of work lower. In other words, quantity does not translate into quality.

Portugal - There is more supply than demand in adult education and training positions at the moment. Adult education and training is a field of practice that has been under development since 2000; adult education and training positions have increased slowly in number due to the short history of forms of provision included in State and European Union programmes since 2000.

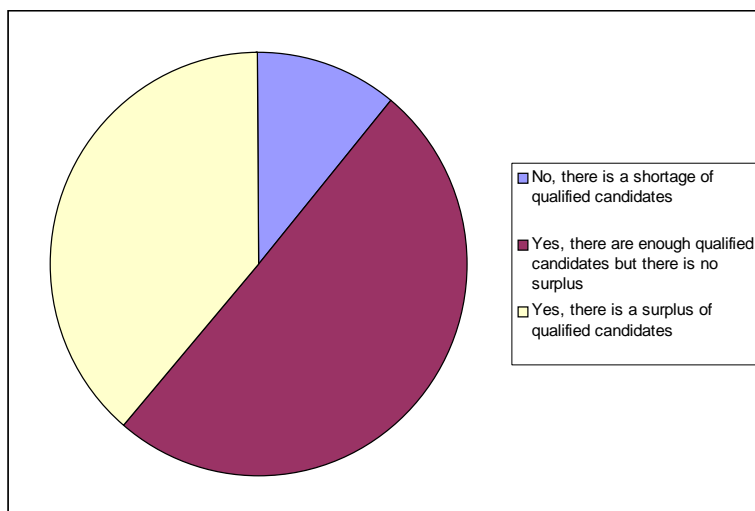
Romania - Demand is substantially higher than supply, a gap that should be further considered in a more strategic approach at the national level in the near future.

United Kingdom - Adult education as a career path is not an attractive one – although this does not mean that there is a shortage of staff looking to tutor on adult education programmes. There is indeed a surplus of suitably qualified candidates (Oglesby 2007).

Slovenia - Estimation shows that there are enough qualified candidates but there is no surplus. Even though the number of adult educators who meet the formal conditions has been constantly increasing, this does not secure a higher quality of work with adults. There is an issue here: the teachers are not being prepared, during their undergraduate studies, for the issues and challenges of adult learning.

It is not problematic to recruit new teaching personnel. Almost all case studies record a surplus on the supply side, made up of well educated people. There is not only a quantitative discrepancy but also a qualitative one: in some subjects it is hard to find good personnel, like mathematics, natural science, yoga. And sometimes the teachers are not well prepared for the issues and challenges of adult learning. The same conclusions can be drawn from the interviews with providers (figure 7.6).

Figure 7.6 Are the NVAL providers interviewed able to find enough qualified staff? (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 7.6 shows that only 11 percent of the NVAL providers interviewed signal a shortage of qualified personnel. The other 89 percent of the institutions say they can find enough qualified personnel and even have a surplus (almost 40 percent).

With regard to the future the following trends can be expected:

- Due to ageing populations increasing demand is expected, especially for non-formal NVAL courses. Elderly people form a large target group of NVAL.
- The problems that occur on the educational labour market due to the ageing society are not expected in the NVAL sector. Especially in non-formal NVAL, older (former) teachers are willing to teach for a group of interested elderly people. Besides their regular job, or after retirement, they like to transfer their knowledge.

7.6 Concluding remarks

Formal qualifications as a national policy are rarely adopted specifically for the NVAL sector alone. When formal qualification exists, they are most frequently applied in the formal NVAL sector. This is due to the close connection between this sub-sector and formal education. In non-formal NVAL, the profession is unprotected and everyone can become an adult educator. There is therefore a notable difference between the formal and the non-formal sector.

Even where there are no clear qualifications there are still some desirable skills and competences. These are most often a HE degree and more than 3-5 years of relevant working experience (in either education or the field of expertise). It is also considered that the characteristic teacher competences such as empathy, leadership, ability to encourage and transfer of knowledge should also be required.

Generally, it can be said that regulations and legislation are applied more to the vocational education sector and formal NVAL than otherwise. This can be said for almost all countries. More formal than non-formal institutions indicate that they formulate formal requirements for staff positions and the formal institutions have formalised their recruitment and selection policies more than the non-formal institutions.

There is, however, a need for more requirements in the area of didactics and methods. This is even truer for the special didactics of adult education and learning. In formal NVAL more requirements apply both in the subject areas as well as in the general didactic area, however the special didactics of adult learning are often missing.

The profession has a sufficient influx of new practitioners. Raising the admission requirements for new staff may either be an obstacle for new comers or have the opposite effect when it appears to raise the status and therefore the attractiveness of the profession.

Given the fact that many educators are approaching their fifties or have passed that age, it may be necessary to pay special attention to the accessibility of the system to new professionals. Raising the threshold for practitioners wishing to enter the field may have counterproductive effects if not implemented prudently.

8 Quality assurance management

8.1 Introduction

Quality management measurement is indispensable for the professionalisation of the NVAL sector. Several country reports illustrate a demand for measurements in this field. Ensuring the teaching quality within the sector is the responsibility of different actors on different levels. Taken together with other themes, the five *pros* can rank the actors responsible. On a *programme* level, national governments and legislation set criteria for quality in the field of adult learning. On a *procedural* level, European as well as national and sectoral procedures set different targets of quality assurance. The *providers* account for the most direct quality assurance measures, while they are *de facto* on the management level most directly involved with teaching quality. Measurements are possible on the level of the *professional* quality. The last level on which quality assurance plays a role is the level of the *product*: namely good teaching and learning. In this chapter we discuss several of the quality assurance measurements taken. Three clusters of measurements can be made:

- 1) Entry requirements
- 2) Continuous Professional Development (CPD)
- 3) Controlling qualifications (evaluation)

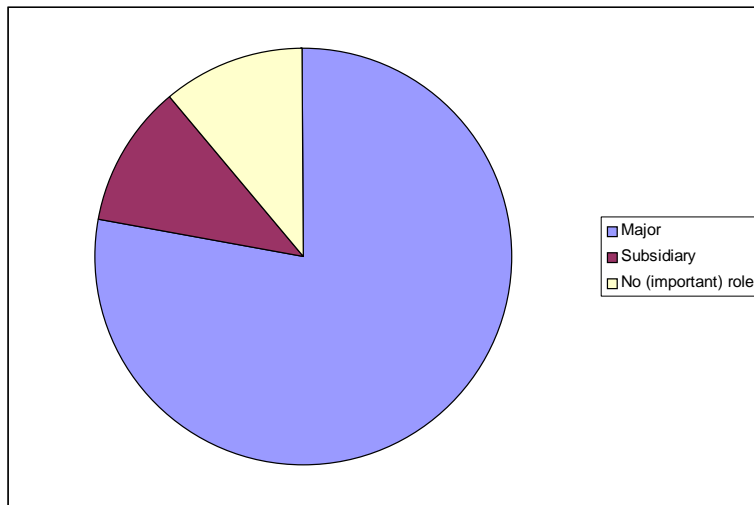
8.2 Entry requirements

In chapter 7 we discussed the entry requirements for the profession. The emphasis was laid on the legislative measures and national policies on the initial entry qualifications for practitioners. In this section we discuss whether the entry requirements are taken seriously and whether they play an important role in the institution's quality assurance.

Official entry requirements

Requiring official entry qualifications does not only apply to teaching staff, but also to other staff such as management and administrative staff. The requirements set depend on the kind of institution concerned and what kind of task it performs. The most common requirements are; first, a degree in higher education; second, a pedagogical degree in pedagogy and, third, working experience in (adult) education. The following picture emerges from the interviews with NVAL providers (see figure 8.1).

Figure 8.1 NVAL providers' perceptions of the role of regulated official entry requirements in their organisation (n=45)



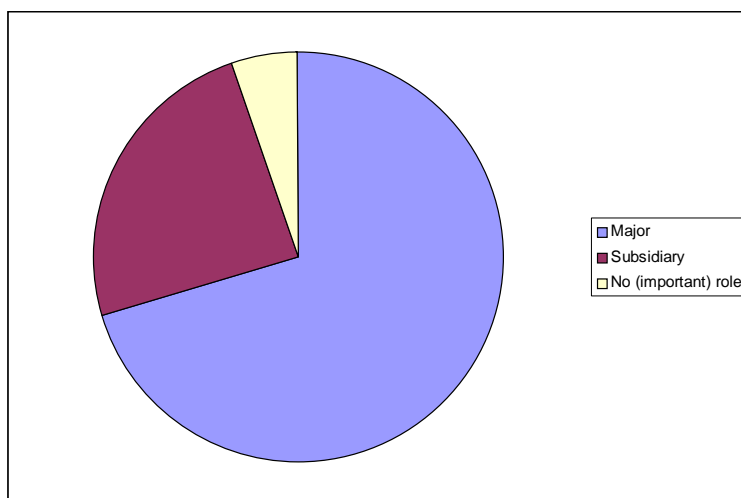
Source: Interview NVAL providers in-depth phase (2007)

Figure 8.1 shows that 77 percent of the interviewed institutions say "requirements for the profession in general" play a major role as measures of quality assurance in their institutes. Initial training of practitioners is a crucial factor in the quality of adult learning. Adult educators, however, appear to have very different professional and initial training backgrounds and often enter the professional field of adult learning later in their careers as we have seen in chapter 5. The distance between initial training and professional development in adult learning is therefore relatively large. The quality policies of adult learning organisations may have to take this into account.

Admission requirements

The NVAL providers interviewed give several answers to the question about the relative importance of the role these recruitment and selection criteria play in maintaining or enhancing the quality of AE (figure 8.2). This role not only involves the official requirements, but also takes into account the specific demands from a sector, or providers, point of view.

Figure 8.2 NVAL providers' perceptions of the role of admission requirements in their organisation (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 8.2 shows that setting and applying admission requirements plays a major role in quality assurance in 70 percent of the institutions. Most country studies indicate, however, that written descriptions of requirement profiles for freelance teachers are unknown and that, those institutions where this is so, have their own recruitment policies which are not always clear. This does not mean however that those admission requirements do not exist. Larger providers or providers with a profile closer to the formal or vocational education more often tend to have written descriptions.

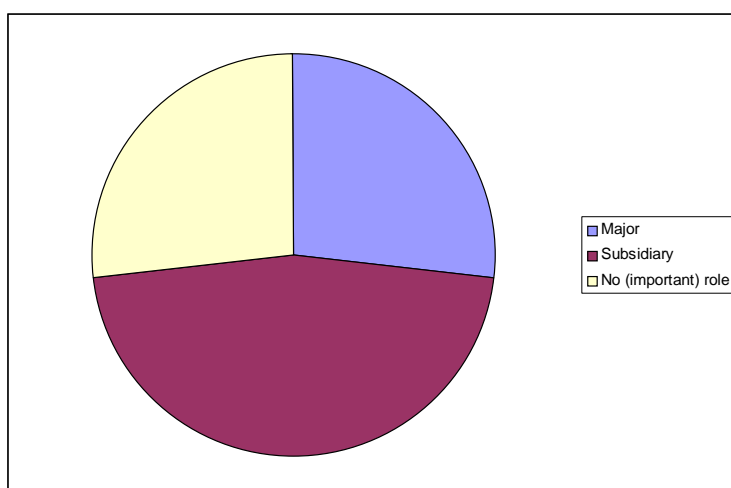
Austria - The accreditation of formal graduation in Austria is comparatively clearly regulated by the state. This formal approach, however, carries the disadvantage that all qualifications which have been acquired within the framework of informal learning - i.e. qualifications acquired during the work process, but also during leisure time, family work or civil commitment - are not recognized.

Luxembourg - APL is at an early stage in Luxembourg. It is planned to give any person engaged in working life a legal right to have his or her experience recognised in order to obtain a diploma or certificate or to obtain access to specific courses

Accreditation of prior learning

Another way to manage the qualifications of the staff is to provide accreditation for their existing experience and learning skills. Because practitioners normally enter the job after several years of work elsewhere, whether it is in education or not, they are in fact experienced workers. They have gained some knowledge of teaching and pedagogics which could otherwise have been learned by following a study programme. A lot of practitioners have teaching skills without having a certificate of such. By acknowledging this existing learning and experience, the quality of the staff will increase. More adult learners will have demonstrable knowledge on didactics and on their discipline. Registration, certification and accreditation of prior learning (APL) of adult learning practitioners contribute to the recognition and status of the profession. This may include not only teaching skills, but also organisational skills and knowledge. Figure 8.3 shows what role previous learning plays in the HRM policy of the NVAL providers interviewed.

Figure 8.3 NVAL providers' perceptions of the role of accreditation of previous learning (APL) of staff in their organisation (n=45)



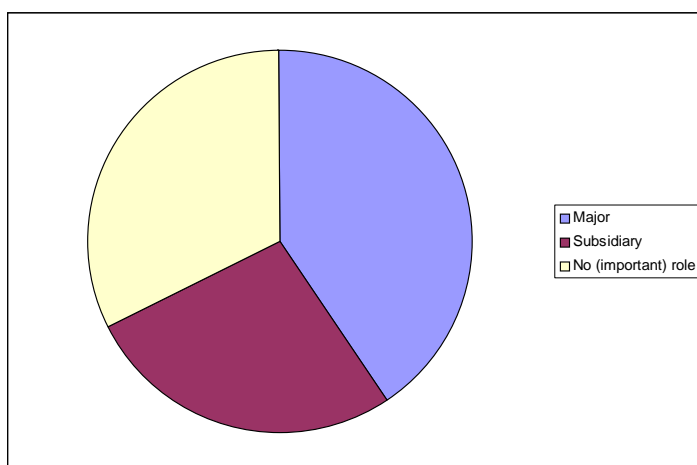
Source: Interview NVAL providers in-depth phase (2007)

Figure 8.3 shows that only about 27 percent of the providers said that this measurement plays an important role. About almost half of the providers said that APL plays a subsidiary role. In the other institutes it was said not to play an important role.

Registration, certification, accreditation of the NVAL provider

Essential in the management of qualifications is the registration, certification and accreditation of the organisation itself. The provider is responsible for the services provided. Whether it is teaching, counselling, coaching or managing, in a professional organisation all activities should be qualitatively executed. As a proof of professionalism, organisations can be registered in certain (sector) databases and can obtain certification for the quality of the services provided. This measurement affects the quality of staff on a higher level by managing qualification of the organisation as a whole. Figure 8.4 shows what role this instrument plays within the HRM policy of the NVAL providers interviewed.

Figure 8.4 NVAL providers' perceptions of the role of registration, certification, accreditation in their organisation (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Though this measurement is of particular relevance, the interviews with the providers indicate that only 40 percent thought it actually plays an important role in their organisation. For more than 30 percent it does not play a (important) role at all.

Germany - In recent years, many adult education institutions have implemented measures of quality assurance (e.g. DIN EN ISO 9000 ff., EFQM, LQW). Some of them were developed in cooperation with adult education experts and are tailored for educational institutions. In particular, the system of Learner-oriented Quality-certified Further Education LQW, which the government had supported at the introductory stage, seems to have widely prevailed, especially at the community adult education centres

Based on the data and the state of regulation policies in the field, it can be expected that most practitioners lack the required qualifications. This is because requirements are rarely based on legislation and rarely written down as entry requirements. In this sense the profession is not a protected job. However, this appears not to be the case. Although formal requirements and structural initial training in adult learning are often lacking, the people working in the field often do have higher education as can be seen in chapter 4. The relative absence of regulations and of initial training for adult educators does not imply that adult learning practitioners are not highly educated. The majority of them are experts in a particular subject. In general, the fact that (legal) reasons for initial requirements are absent does not affect the level of initial training possessed by practitioners. This indicates that there is no need for regulations and legislation on initial requirements. However, additional pedagogical qualifications are seldom required. Nevertheless, many of them come from other fields of education and do have general didactical training backgrounds. What is missing in most cases are specific qualifications in adult learning and education processes.

However, legislation on initial requirements and paying attention to them results in a more professional attitude to the job of non-vocational adult learning. Not only should legal reasons be developed for calling yourself a practitioner in the adult education field, but requirements must also be set on all levels: procedures can stimulate providers to pay attention to quality maintenance, providers are able to control the quality of the teaching and services provided. Last but not least, professionals themselves can create an atmosphere of professionalism in the field by applying peer review and developing Associations for adult educators. This promotes self regulation and attractiveness of the profession, and further training within the sector.

Legal standards on all levels form an element on the professional development of practitioners within the sector. To set entry qualifications for the job is guarantees quality maintenance. To professionalise the sector and the practitioner some kind of regulation is therefore necessary. Linking the admission requirements to initial training implies a risk of excluding significant groups of potential adult educators from the profession. This might be a reason for not requiring certificates or qualifications. An exception to this rule would be the stipulation of entry requirements for jobs in those kinds of general adult learning that are more or less integrated into the formal school system.

8.3 Continuous Professional Development

In addition to managing qualifications at the moment when people want to enter the profession, by setting initial requirements for practitioners in the NVAL field and accrediting previous learning and experience, another way of monitoring and improving the quality of teaching is to make sure that practitioners get in shape for the job and then stay in shape. This can be done by means of the induction of new staff, in service training, external training etc.

After new staff have been recruited, a way of maintaining improvement in quality is to introduce them into the institutions and at least to teach them the skills for performing at a certain acceptable level of quality. Newcomers in organisations often have an open mind for learning. Instead of leaving them to their own devices, induction programmes for new staff are sometimes offered. In Germany, a guided career entry project has been initiated for full-time staff in adult learning.

Belgium - SoCiuS offers an introductory course for people when they start teaching in the non-formal sector but participation in that course is voluntary.

Germany - Guided Career Entrance Project for full time educational staff in adult education. In this project, the Catholic Federal Adult Education Association (KBE) in cooperation with the German Protestant Adult Education Association (DEAE) developed recommendations for the professional qualification of adult education practitioners. This project was a reaction to the fact that a high number of career changers who aim to work in adult education institutions run by the churches have no pedagogical qualification.²⁷ The recommendations envision a qualification divided in two parts: the first part includes a one-year professional introduction based on four modules that are complemented by practical coaching.

²⁷ According to an association representative, the institutions of church adult education recruited only very few education degree graduates as full-time staff members but graduates of different studies, e.g. theology, law, business economics (interview with a KBE representative on Sep 24, 2007).

The modules include:

- coherent societal and church-related foundations of adult education;
- programme planning;
- effective public relations;
- teaching and learning in adult education.

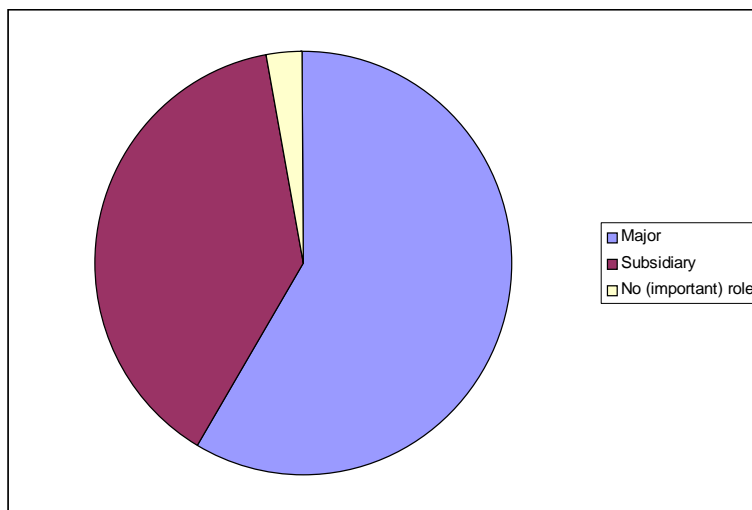
The second part is aimed at professional specification and consists of different specified training in various fields of activity. The participants receive certificates either for their attending the whole programme or for attending some of the training units. The certificate indicates that the attested achievements correspond to the qualification standards agreed by the KBE and DEAE. This qualification was offered on a regular basis as part of the continuing education programme of the two churches. Elements of this qualification have also been adopted by other associations, e.g. the Federal German Environment Foundation (*Deutsche Bundesstiftung Umwelt*²⁸). Due to the fact that staffing in full-time education has been reduced and little recruitment has taken place in the last few years, this course is currently not on offer.²⁹

Portugal - Induction of new staff is considered simultaneously important (owing to new knowledge) and irrelevant (because new staff do not have enough professional knowledge and expertise in the adult education and training field)

Induction of staff

The intensity of induction of new staff varies. Some providers offer introductory courses but for example in Belgium this course is voluntary. Induction is nevertheless said to play a major role by most of the interviewed providers (see figure 8.5).

Figure 8.5 NVAL providers' perception of the role of induction of staff in their organisation (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 8.5 shows that 58 percent of the NVAL providers interviewed stated that this measure plays a major role, 38 percent give it a subsidiary role.

²⁸ see URL: http://www.dbu.de/projekt_17545/_db_793.html.

²⁹ This information derives from an interview with a KBE-representative, 24th September 2007.

In-service training

Training on the job or in-service education of teachers in adult learning is still underdeveloped. In many countries this is judged unimportant. A study in Austria, for example, shows that only 30 percent of the institutions interviewed considered continuous further education of their employees as important. Many countries report no initiatives or structural measures to promote lifelong learning among adult educators. Initiatives in this area are mostly incidental and are organised as projects. Only a few countries report structural programmes or procedures. Some of these initiatives focus on qualifications, others on the introduction of induction programmes for newly qualified teachers and trainers, while yet others include services such as educational advice, support or coaching. Germany and Ireland report such developments.

Besides such initiatives, there are national organisations and associations of adult educators that provide training for their members, for example in the UK and Belgium. In both these countries, such programmes are carried out by institutes that are linked to the national government and are also funded with public money. They sometimes provide training for adult educators as well.

Belgium - There is a co-ordinating superstructure called SoCius, an autonomous support point for non-formal adult education in the Flemish community. SoCius is also subsidised by the decree for socio cultural work for adults, and works within the framework of a formal agreement with the Ministry of the Flemish Community. Its areas of activity are development of expertise, innovation, and communication.

Germany - Project Pro-Sal – Professional Administrative Support for Adult Learning The German Institute for Adult Education (DIE) is currently carrying out the project “Professional Administrative Support for Adult Learning” (Pro-Sal) in order to define further training needs of administrative staff in European adult education institutions. It is based on the assumption that the competencies and skills acquired during vocational education or training no longer correspond to the requirements of current tasks. Based on empirical findings, a training course for administrative staff has been designed to increase the professional skills and confidence of those working in administration.

In some countries organisations also have own in-service programme, e.g. Poland, Denmark and Germany. This means that organisations choose to train and develop their own adult educators. Not all providers do this because they are not required to do so. It all depends on whether this is viewed as an important issue by the organization and whether they can generate sufficient funding. Training can also take place outside an organisation, like the one from SoCius (see example above), universities or other trainer institutes. Sometimes organisations have to pay for this kind of training themselves and sometimes they receive a budget from local or national government or from the EU. European funds such as Grundtvig, Leonardo, Phare, ADAPT, Tempus, Employment and Esprit have made it possible to work on professional development in an international context.

Training programmes are organised in many countries. External training is frequently offered by adult learning knowledge and expertise centres. Internal training or in-service training is organised by the institutes themselves. In the UK, teachers and trainers are expected to spend at least 30 hours a year in training/professional development. In Finland a five-year training programme is organised by the national adult learning association and funded by the Ministry of Education.

In-service training is reported by most countries. In Italy, 75 percent of adult educators holding a permanent position follow refresher courses each year; only 33 percent of those holding a temporary position do so. This is a problem we face in many countries: practitioners with a temporary and part-time position are hard to reach. This may be due to the fact that they are more interested in the autonomy of the work than the professionalisation of the sector.

Austria - Only 29.8 percent of the organisations interviewed consider continuous further training of their employees as important in connection with quality assurance of their institution.

Belgium - Each centre in formal AE for basic education and centre for adult education receives funding for educating its staff. This funding is "earmarked", meaning that this funding can only be spent on schooling of staff and cannot be spent on other expenses.

Bulgaria - Internal training only exists for FSSK (Federation of Societies for Support of Knowledge) and NCDE (National Centre for Distance Education) (and only for ICT training) and especially for teaching staff.

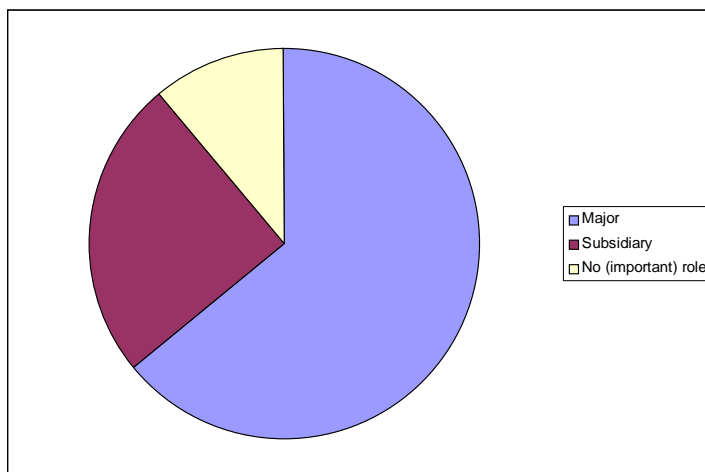
Estonia - Adult educators and specialists working in adult training management need to continuously improve their skills and knowledge. Therefore several training institutes organise in-service training courses that are a prerequisite for the adult educator's professional qualification standard.

Poland - Learn on the job. Usually the training process for trainers takes about one to two years. It takes place within the organization that later hires a trainer or during courses provided by special agencies

United Kingdom - Every year the Ministry of Education prepares a catalogue of in-service training for professional employees in the field of Education.

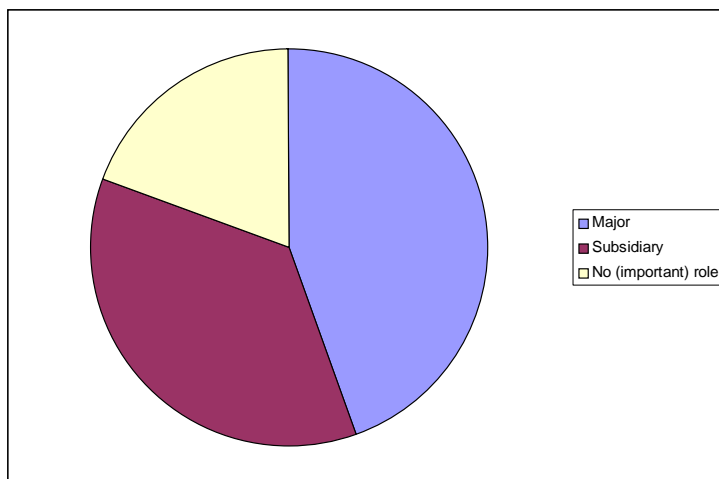
The role that in-service education and external training play in quality assurance and management is reflected in the following responses of our interviewees (see figure 8.6 and 8.7).

Figure 8.6 NVAL providers' perceptions on the role of internal in-service education in their organisation (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 8.7 NVAL providers' perceptions of the role of external training of staff in their organisation (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figures 8.6 and 8.7 show that internal training appears to be given slightly greater importance than external training by the providers we interviewed.

Belgium - The autonomous support agency for non-formal adult education in the Flemish community (SoCius) compiled a database of training and courses for practitioners in the socio-cultural adult work sector. This database can be found at www.Bijleren.be and provides an overview of 140 refresher courses and training to increase professional knowledge and skills of the people working in this sector. SoCius itself does not provide this education, but they compiled an overview of what is on offer from other providers in the sector. A special feature of this database is that all provision is tailored to the target group of social-cultural workers. -n September this year, a teacher training course began, in the form of a pilot project, for teaching in the adult education sector (Opleiding voor Opleiders van Volwassenen, OOV). The training is provided by five centres for adult education (CVO) in Flanders. This training was developed for teachers/trainers already working in the (non-formal) adult education sector or in the formal education sector but who want to increase their competence in teaching adults. The scheme is set up as a dual training programme where working and learning go hand in hand. People work in an educational setting and receive personal coaching on their work. In addition to this work centred approach trainees follow four didactics modules and two pedagogic modules. The training takes 280 hours a year.

France- In terms of training opportunities for adult education staff, training of trainers is a market in France. As very few professionals have had initial training in adult education, most of them learned their job while working. Some of them decided later in their career to apply for training of trainers after several years of practice in training programmes devoted to adult learning leading to a national diploma; to qualifying programmes without diploma, in non-formal education and training initiatives and/or in short duration training initiatives on specific adult learning subjects.

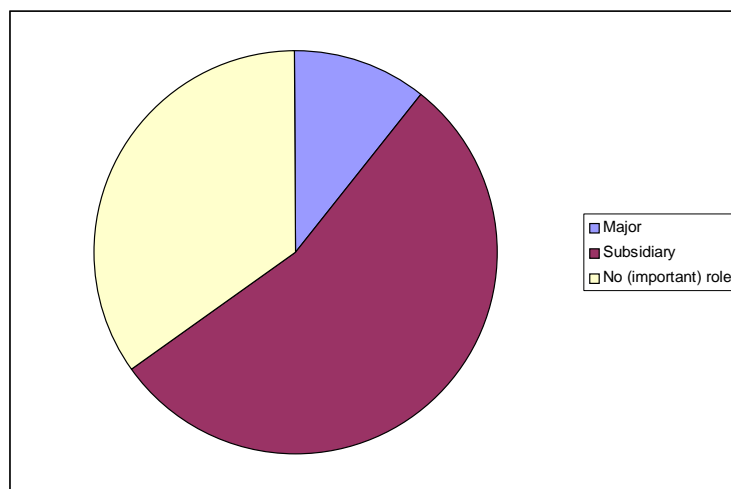
Italy - Training for CTP teachers is provided by: ANSAS through ex-Regional Institutes for Educational Research (IRRE - Istituti Regionali di Ricerca Educativa) for the 64.3 percent, Educational Institutes (18.6percent), Ministry of Education and Education Agencies (Provveditorato agli studi) (24 percent), Cultural and professional associations (16.1 percent), and Local Authorities (1.8 percent).

Poland - Two main schemes might be found in this aspect of the external training for adult learning staff: first lack of formal procedures within companies and lack of formal structures and second high involvement of the individuals. There is highly decentralized, fragmented and growing market for training of adult learning staff. Those with "good" name (for example STOP: Association of Trainers of Non-governmental Organizations) are popular among staff. Because it is recognized as investment a lot of individuals pay for it from their own pocket without their institutions' support.

Portugal - External training is the most frequent form of training and, in the majority of cases, it is the responsibility of the adult education and training staff themselves according to their wishes and professional aims. The national agency for qualification has been promoting training initiatives for adult education and training staff involved in Novas Oportunidades programmes of short duration.

Employee development does not only encompass staff training but also the development of the learning potential of organisations by applying policies in professional and career developments of the practitioners. There is scarcely any mention in the country reports of efforts to work on the development of a learning organisation, for instance, by improving the conditions for mutual professional learning. Teaching and training practice in adult learning appears to be highly individualised. The relative importance of career development is estimated by the interviews with NVAL providers (see figure 8.8)

Figure 8.8 NVAL providers' perception of the role of career development policies in their organisation (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 8.8 shows that career development policies play no role or only a subsidiary one for most of the interviewed NVAL providers. A relatively small percentage of the interviewed NVAL providers consider career development policies to play a major role in their organisation to ensure and/or to improve the professional development of staff and/or the quality of the educational activities. Apparently, few NVAL providers consider themselves as learning organisations that offer opportunities to employees to develop their careers. This picture is illustrated in several country studies (see box below).

Germany - The institutions interviewed commonly maintained that individual career planning as well as the accreditation of skills were regarded to be of little importance or unimportant. Yet, this is in fact contradictory to the two of the three institutions working with competence profiles.

Greece - This may apply only for those working as staff (especially as managerial and administrative staff) in SDE (Second Chance Schools) considering that most staff comes from the formal secondary school system. Otherwise no career policy as such exists for the staff in structures like KEE (Local Adult Education Centres) or NELE (Local Adult Education Centres).

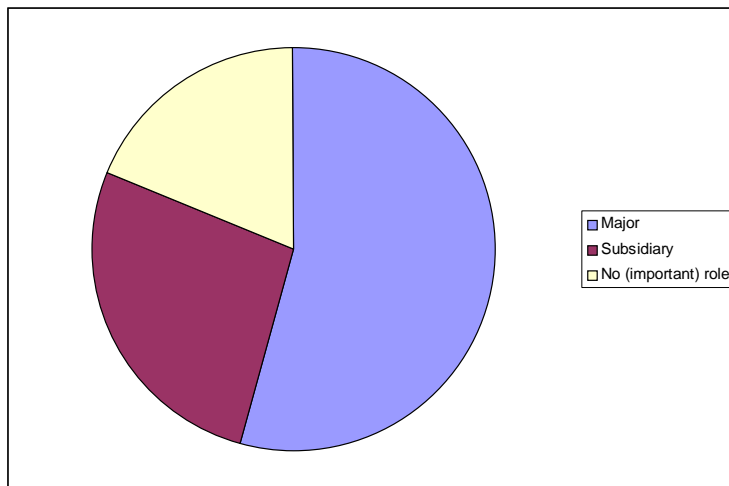
Poland - No career development policies have been applied, but because of the grass-root initiatives in accreditation and standards it is possible that soon work in this direction will be more visible. For now some organizations tries to build system of categorization that will allow to recognize sub-disciplines (positions) among adult learning staff

United Kingdom – LLUK has been operating in the UK for the last 3 years; this implies that a quality management system for adult education has been initiated and implemented. This new qualification structure challenges practitioners to upgrade and update their competences

Organisational learning policies

The above illustrates that quality policies may address the adult learning practitioners, but may also address the adult learning organisation as a whole. Policies to improve mutual learning in the organisation ('learning organisation') are, however, not always set out by NVAL providers (figure 8.9).

Figure 8.9 NVAL providers' perception of the role of promoting organisational learning in their organisation (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 8.9 shows that policies to promote organisational learning play a major role in more than half of the NVAL providers interviewed, while more than a quarter are of the opinion that it plays a subsidiary role.

Estonia - A decentralised self-assessment system will be created in adult training and the system of issuing training licenses will be updated. Adult educators (including the educators of adults with special needs) will be prepared; continuing training will be held for the improvement of trainer qualifications. The conferring of qualifications on the basis of the professional standard of the adult educator/further education teacher will be further developed

If we connect the findings of this section with the discussions on career paths it is hardly surprising that organisations do not invest in learning organisations and career development policies. The practitioners, in most cases, are in their forties and have already had or have a career outside the sector. For another group of practitioners the sector offers an entrance into the educational sector after graduation (e.g. in Greece).

Continuous learning at the workplace is not very well developed in the sector. However, the introduction of new staff is said to play a major role and internal and external training are also regarded to be important measures to improve the quality of teaching. There are two reasons why continuous learning is not very well developed. The first is to do with funding: the organisations often do not have the funds to provide training. The second concerns the background of the practitioners, as their specific wishes concerning the job and their working hours discourage them from having a strong desire for training. We return to this topic in chapter 8. However, the initiatives indicate shifts towards more continuous learning at work.

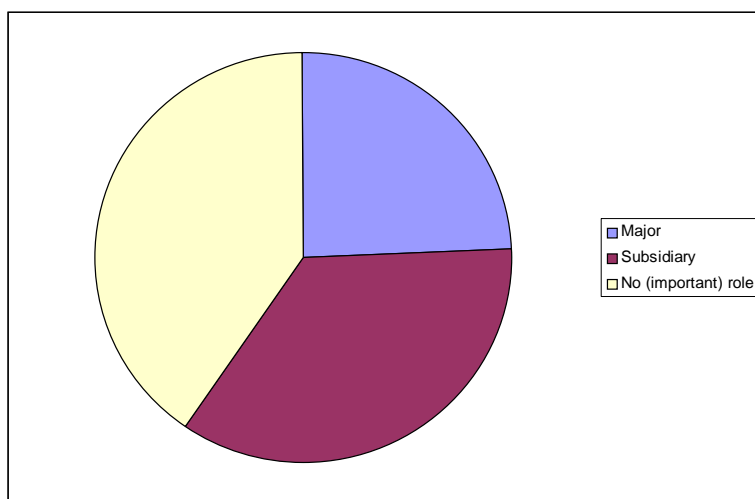
8.4 Evaluation

Setting entry requirements and providing training for staff members are not sufficient to increase the quality of staff qualifications and of the organisation itself. It is also important to reflect on current quality levels by means of external evaluation, monitoring of staff (self-evaluation) and peer reviews.

External evaluation can be done in several ways. The registration, certification or accreditation of adult learning organisations is probably the most widespread form of quality control policy. In Hungary, for instance, the Adult Learning Accreditation Board checks whether the training activities of adult learning institutes, as well as their management and decision-making, meet legal and accreditation criteria. Quality assessment by national agencies for education or by adult learning expertise centres is found in many countries including Croatia, Finland, Germany, Greece, Hungary, Iceland, Ireland, Italy, Poland, Sweden, and the UK.

When asked about the relative importance of external evaluation as a means to assess and improve the quality of the education provided, the following answers were given by the NVAL providers interviewed (figure 8.10).

Figure 8.10 Perception of NVAL providers of the role of external evaluation in their organisation (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 8.10 shows that a quarter (24 percent) of NVAL providers interviewed maintain that external evaluation plays a major role in quality assurance. A third (35 percent) of them say it plays a subsidiary role. Some experts have the opinion that external evaluation and registration only take place when European funds support the initiative or institution. It is possible to carry out an external evaluation of the staff and the institution itself. The staff members can be registered in a databank of qualified adult learning personnel. For this purpose a qualification or certification system needs to be established.

Austria - With respect to the establishment of quality assurance systems, the application of evaluation methods is quite diverse among adult education providers in Austria. The member organisations of the Network of Austrian Educational Organisations (Ring Österreichischer Bildungswerke) started a process of quality assurance of their educational work in autumn 2006 and orient themselves towards the LQW Quality Management System (Lernerorientierte Qualitätstestierte Weiterbildung) 114. 14 out of 18 educational institutions have decided to become certified according to ISO 9001115. The impact of such quality assurance systems on the choice of personnel and on personnel development in institutions of adult education has so far not been adequately researched. According to a survey, however, the following methods are used in educational establishments.

Evaluation method/certificate	...% in use at educational establishments
ISO certificate	16,2
Quality certificate (Qualitätssiegel)	14,0
EFQM certificate	6,3
LQW certificate	2.9
EduQua certificate	1.8

Österreichisches Institut für Berufsbildungsforschung (2004)

Twenty-five percent of providers in the non-vocational field have not implemented any standardised quality management procedures. In vocational adult education only 6 percent have not done so. In particular larger institutions with more than 20 employees have been certified. There is one exception: the comprehensive process-oriented management and quality assurance system ISO 9001 is known to all the individuals interviewed. Nevertheless, the benefit for the quality assurance of education was rated low and/or very low by around half of the providers of education.

Belgium - Every centre in formal NVAL is obliged by law to have a quality assurance system in which attention is paid to the permanent education of staff. The inspectorate of education supervises the quality of the centres.

Greece - No external evaluation is applicable. Registration and certification of staff will eventually apply after the PLATON Training Centre for the Adult Educator is operable and after a registry for adult educators is organised.

Hungary - With the establishment of a comprehensive institution and detailed programme accreditation system, which extends to the whole adult training sector, accreditation introduces quality assurance based on self-assessment. During the accreditation procedure of an institution the Adult Education Accreditation Board checks whether the training activities of the adult educational institute (curriculum development, teaching/training, assessment), the adult training services, the management and the decision-making systems of the institute meet the legal criteria and the accreditation criteria. Furthermore, every teacher or trainer must write a self-assessment report, according to the criteria provided

Romania - A trainer's performance is usually assessed using external and normative criteria (no. of participants, no. of working hours, pages produced, etc.). The assessment criteria are often bureaucratic and are set by the external institutions, administration, etc. There is no clear legislation regarding the certification of trainers in adult learning.

Another way to evaluate an organisation is self-reflecting. Methods for measuring quality include monitoring, internal evaluation and assessment of the performance of adult educators. These are the main elements of continuing professional development. Many country reports include these activities. In Hungary, for instance, every teacher or trainer has to write a personal self-assessment report in accordance with specified criteria.

Portugal - Monitoring, assessment and evaluation of teaching/training staff is carried out indirectly through the formal rules of national funding programmes when initiatives are supported this way. The requirement to put together a pedagogic dossier and the requirement for self evaluation allow the collection of relevant data that is also used for evaluating teaching/training staff. As far as teaching staff are concerned, there are formal rules for professional assessment (based on administrative reports and self-evaluation reports), which have to be followed when professional career progression is involved. In some organisations there are specific forms and formats for monitoring, assessing and evaluating training staff, similar to those in State departments

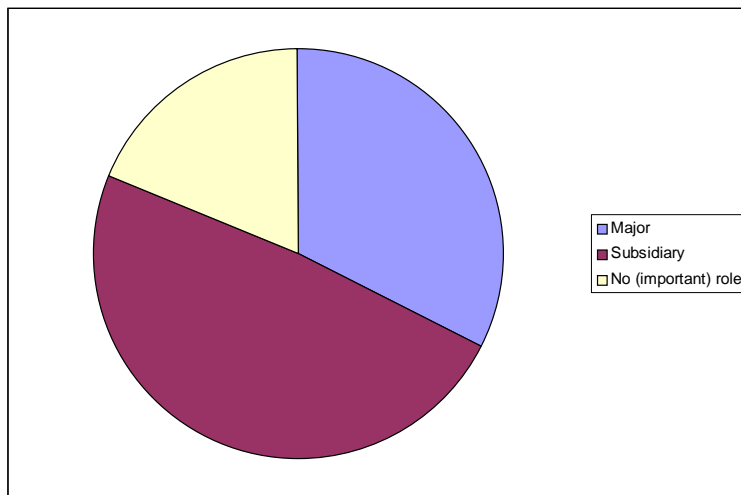
Learning networks, e.g. peer consultation, peer review, communities of practice and professional associations may also contribute to mutual learning. In Poland professional associations actively promote professional development. In Hungary and Romania the possibilities of international cooperation, such as the possibilities offered by the Grundtvig programme, are used for professional development.

Grundtvig programme

Within the scope of the EU Education Lifelong Learning Programme (LLP), which started on 1 January 2007, possibilities to support the mobility of adult education staff have been provided by the GRUNDTVIG programme. The purpose of PLLL is to support European exchange among practitioners and learners of all ages, as well as to enhance European cooperation among education institutions.

The figure below shows how the NVAL providers interviewed estimate the role played by such policies (figure 8.11).

Figure 8.11 Perception of NVAL providers of the role of peer assessment, communities of practice, and professional associations in their organisation (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 8.11 shows that almost half of the NVAL providers interviewed consider that peer assessment, communities of practice, and professional associations play a subsidiary role in ensuring and/or improving the professional development of staff and/or the quality of the educational activities.

Austria - The development of the occupational profile (*Berufsbild*) for educational counsellors (referring to adult learning staff) could serve as a best practice example for how a profession in the field of adult education can become officially recognised and approved in Austria. Steps on the way to this professionalism have involved:

- The establishment (2000) and further development of an Austria-wide network of education counsellors (bib-infonet);
- The creation of an Austria-wide information system for further education opportunities in order to support individuals with respect to their individual education pathways;
- Further education organisations in Austria, with target groups and programme emphases, being listed in the "bib-atlas".

Bulgaria - There is no peer assessment as such. However, one trend that must be noted is that, while the available data does not allow any estimation of the professional roles of support or other staff, it is clear that the work of teachers-methodologists is an important element in adult education in Bulgaria. This is because they can, by a reduction in normal training hours and with the same salary, train and aid their colleagues. Investing in training teachers in foreign languages and informatics is a priority here. However, a comprehensive system for training and assessing teachers of adults does not exist in Bulgaria.

Estonia - Andras is a labour union for adult learners which promotes the professionalisation of the sector. The mission of Andras is to provide the prerequisites for lifelong learning in Estonia, to involve the decision-makers and all other stakeholders in designing the educational environment, and to motivate learners in the learning process (www.andras.ee).

Portugal - No information can be given on peer assessment and communities of practice. As far as professional associations are concerned, some organisations have recently been established (the national association for higher education degree holders, the national association for the recognition, validation and certification of prior competences of staff, the association for education and socio-cultural animators). As such organisations have only been in existence for a short time, they cannot be evaluated in any depth.

Romania - Taking into account the diversity of roles and variations in the status of adult learning practitioners in Romania, professional networks are rather discreet and do not play an important role in the public debates regarding the status of trainers in Romania. Strong networks could be found within some specific associations, but their voice is still not strong enough to change policies in the field of adult education. Lack of appropriate resources for more cooperation is also a factor. Because of the high mobility of trainers, it is difficult to talk about a real community of adult learning practitioners in Romania. They are more likely to be acting in competition with one another than working on cooperation and sharing practices.

United Kingdom - The National Institute of Adult and Continuing Education is the lead association for those involved in adult education. Within the lifelong community in higher education there is the Universities Association for Lifelong Learning. Advice and guidance is provided for all those involved in teaching, including session tutors who may otherwise have difficulty in accessing professional development and training through the institutional provision. These are not "chartered" institutes but they offer working groups on specific topics, seminars, conferences and extensive publications (NIACE: National Institute of Adult and Continuing Education).

In some countries the study reveals the existence of supporting bodies that help adult education organisations to maintain or enhance their quality.

Belgium - Centres can obtain help from the support agency for the adult education sector or from a pedagogic support agency (both financed by the Flemish government). Which centre they work with depends on what pedagogic project the centre has. In addition, the Flemish support agency for the adult education sector can be consulted by the centres for basic education and the centres for adult education that do not want to make use of the services of a pedagogic support agency. These agencies provide coaching in organisation development, pedagogic/didactic policy and skills, development of quality assurance systems, and formulating learning goals

In general the findings support earlier research: evaluation is not considered to be very important. Providers do not use evaluation models on a large scale and then only when they are required to, i.e. within the framework of programme or procedural policies on requirements at national and European level. Moreover, professional associations are not yet on a very firm footing and, where they exist at all, they play a very insignificant role at present. There are significant challenges ahead on this issue.

8.5 Differences between formal and non-formal adult education

Variations can be observed in implementation with regard to all quality assurance measurements. In chapter 6 we saw significant variations in the requirements set by organisations in formal and non-formal NVAL. Recruitment and selection policies are also diverse. In this chapter we find that the non-formal NVAL sub-sector normally applies fewer quality assurance measurements than the formal one. The non-formal sector is generally less professionalised.

The distinction between the formal and non-formal sub-sectors with regard to quality assurance can play a major role in the discussion on whether to implement a quality framework or certification system within adult education. As indicated in the interviews, it makes a tremendous difference whether the institute is a formal or a non-formal organisation. In general more steering approaches to quality management appear to be possible in the formal sub-sector. The danger is that by implementing more quality measurements and requirement frameworks in the non-formal NVAL sector, more practitioners will be excluded from work in the sector who might perform an excellent teaching job in their subject and for their audience. The second danger is that the variety of subjects will be reduced.

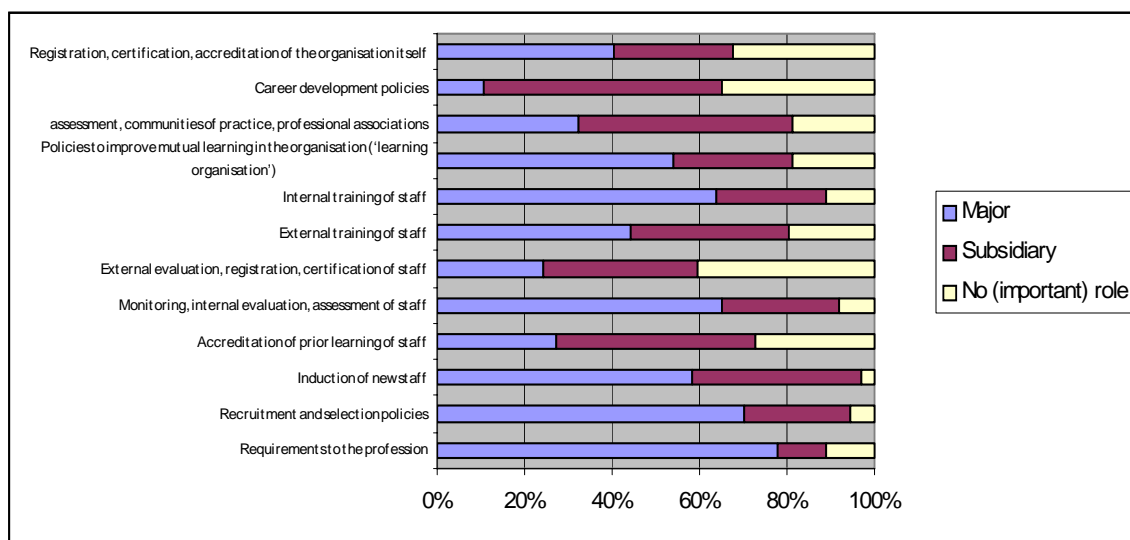
8.6 Concluding remarks

As indicated, quality management plays a role at every level of the organisation of NVAL. Different quality management measurements must be made at different levels. On a programme level entry requirements can be set. Policies to compare providers, registration systems and certifications models can be developed. At the provider level quality can be influenced more directly by evaluating the organisation, monitoring the quality of teaching, introducing new staff into the organisation, etc. Procedures can be developed to help providers control quality. Professionals themselves can also directly improve the quality of their skills by applying peer review and self-evaluation. The product can also be evaluated by generating feedback from the pupils.

The ways in which organisations operate in order to monitor, assess and evaluate their staff, their programmes and their implementation are manifold. The picture of how countries use or do not use the measures mentioned demonstrates this wide variation. The actions all seem worthwhile but an overall policy to promote them all at once may be ignoring national differences. However, the fact that career development and external evaluation are said to play such a small role in quality enhancement policies seems to point in the direction of a need for change.

The relative importance of each of the actions identified to promote quality in the provision of adult education is summarised in the figure below (figure 8.12).

Figure 8.12 Summarising table: perception of NVAL providers of the role of different quality management measures in their organisation (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Some specific remarks

- Requirements is organised best in second chance formal education. These institutions are usually associated, or are part of the formal education system, for example higher and vocational education institutes. Participants have acknowledged diplomas and certificates. Responsibility for legislation and organisation is at the national level, though there is room for a certain amount of organisational autonomy.
- The non-formal sub-sector is mostly not nationally organised. It consists for the most part of smaller initiatives. Organisations are local or regional. Apart from small-scale initiatives there are some big players in the field, which do have a nationally coordinated task. The aims of these organisations are usually not to obtain qualifications or increase chances in the labour market, but rather to create social and political awareness, to promote personal development or to share and form views and opinions on social issues.
- Some requirement comes from European programmes such as ESF, Phare, Grundtvig, etc. The institutions receiving funds from these programmes have to account for their expenditure. Some institutions say this invites them to organise the institution on a firmer basis.
- Associations for adult educators have only been established in a few countries. In the majority of countries adult educators are not organised within an association. They may be organised or represented in a teachers' association or union. In some countries most adult educators do their jobs part-time alongside another, full-time, job in another field of education (vocational, formal education). The advantage is that they have to meet requirements through their other appointment. The disadvantage is that they frequently do not have to meet any additional requirements for NVAL. They also do not participate much in continuing professional learning through in-service education activities.
- Internal in-service training plays a slightly more important role than external training.
- Accreditation of prior learning and experience is considered to play a subsidiary role at present, but more and more initiatives are currently being developed to make accreditation possible.
- Evaluation in general and of the organisation in particular is not very popular.

In general, entry requirements, monitoring, evaluation and assessment of staff, recruitment and selection policies, and internal training are seen as the main instruments for quality control. Career policies and external evaluation are seen as the least common measures to promote quality. This is the general picture but it is important to bear in mind what a wide variety of situations we have come across in the European educational landscape.

9 Attractiveness of working in NVAL

9.1 Introduction

The NVAL profession needs to be competitive with other occupations in attracting talented and motivated people. This chapter reviews the trends and developments that are raising concerns about the attractiveness of the NVAL profession. The attractiveness of working in NVAL is related to three main factors, as can be abstracted from the country reports: employment situation (section 9.3); intrinsic value (section 9.4); and public perception of the job (section 9.5).

9.2 Status of the profession: a general overview

The status of adult learning professionals varies greatly from country to country. Some say it is a profession that is only for those who are unable to teach elsewhere. Others say that it is a highly respected occupation with a lot of professional freedom. Overall we can conclude that the profession has multiple identities. Adult educators belong to different groups in which they develop their identities. They are professionals in their disciplines – the subject they teach (instructors) or use (consultants, psychotherapists, advisers), coaches, evaluators, head hunters, shop stewards, etc., or they feel connected to adult learning as a field or practice and/or profession (community workers, folkbildare, study circle leaders). In general, despite poor employment conditions in some countries, frequent low wages and limited social security, as reported in chapter 6, job satisfaction is high. The influx of educators/practitioners is sufficient.

We will first look at the case studies, which reveal a wide panorama of views and perspectives on the attractiveness of working in NVAL (see box below).

Austria - Flexible working hours and opportunities to shape the syllabus make the work of education professionals employed in adult education interesting and diversified. This diversity is attractive above all for the personnel responsible for management, counselling and planning - i.e. the full-time education professionals. Due to the, to some extent, unsatisfactory working conditions (cf. the employment situation of full time staff) this situation is seen differently by the many freelance employees. Nevertheless, they receive a lot of recognition in their jobs, a fact reflected in the feedback from participants.

Belgium - Working in the formal Adult Education sector has a good reputation. People think (often before they start working in formal AE) that adult learners are more motivated to learn, and that therefore teaching adults is more attractive than teaching youngsters. In practice, however, this is not always the case

Bulgaria - NVAL professions are generally seen as unattractive, especially if they relate to teaching. NVAL educators fall into the same category as normal teaching staff but they earn less and their working conditions are not always good. The same applies for most staff in NVAL. Managerial and administrative staff, however, may have better working conditions and slightly better salaries.

Estonia - Working in adult education is also quite attractive here (Tallinn University, Open University). Specialists such as adult educators and training managers have a good reputation in the Estonian training market. Adult training has a high reputation and it is economically efficient. Professionalisation – joining together in professional unions, associations and organisations. There are possibilities for learning and self development in continuing education as well as at university level.

Greece - Overall this is not an attractive profession. It is badly paid and demanding, although it is delivered in very good conditions in terms of infrastructure. Managerial and administrative staff work long hours. The same applies to educational planning and technical support staff. Teaching staff also need to work additional hours to prepare courses. However, many people, especially young graduates, consider that this market gives them an opening for a career in education.

Poland - It is clear to all involved that salaries are above average and are often very attractive. The disadvantage lies in the insecure source of income (customers). Some organisations such as language schools have plenty of candidates (thus the hourly rate at such schools is lower than in other places), while others pay more but it is possible to have long periods without the possibility of earning money. The profession of adult educator is certainly perceived as very attractive: good money, interesting job, possibility for development, the image of being a well educated person, and opportunities for making contact with people and ideas. All these factors make it a desirable profession.

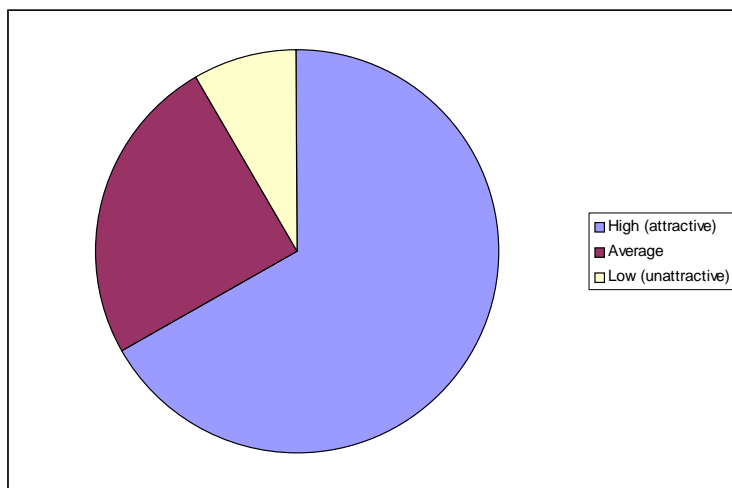
Portugal - The adult learning field is generally considered attractive, even though working conditions may not be very stable and satisfying. One attraction is that professionals work in teams and establish relationships with people in general and with colleagues in particular. The work may also be a way of supporting adult learners in doing something different that is of benefit to them. Professionals can learn a lot both as professionals and as individuals in society as they are able to be autonomous, responsible, creative, and innovative, doing a different kind of work that is useful and relevant in social and personal terms. This is especially the case if we consider that Portugal has a long history of adult education, which expresses the influence of formal education (namely second-chance education, such as evening courses for adults) and its limitations in educational and pedagogic terms. However, the adult learning professions is not really recognised as a profession. No trade unions exist, and neither do professional associations or interest groups. However, some networks have been established, for instance, of local development agents, community educators and practitioners within higher education, especially within educational sciences. Obviously the debate on professionalism is emerging. Nevertheless, a lot of the contextual factors such as initial training employment conditions and need further improvement before professionalism can be fully established.

Romania - Training positions in the private sector are much more attractive in terms of both status and salary, compared to the public sector. According to the data collected through interviews, in some cases where adult training programmes are based on international projects, the training activity seems to be attractive because it is based on different types of cooperation with other similar organisations from abroad. All the trainers interviewed see this cooperation and involvement in international projects as an important opportunity for personal development and recognition in the field. Taking into account that most of the training is based on a project concept in multinational teams, all the preparation activities but also the interactions between trainers in various teams represent the most important learning experience. Their most significant learning experiences were training programmes organised abroad. They had the opportunity to get to know different training practices in different cultural contexts, organised by prestigious training providers in Europe.

United Kingdom - Adult Continuing Learning has historically been considered a low status occupation since many of its activities are at the basic skills level and are not clearly linked to vocational competence.

We also asked NVAL providers for their opinion on whether working as adult educators is attractive (figure 9.1).

Figure 9.9.1 Perception of the NVAL providers interviewed of the attractiveness of working as adult learning professionals for people with a relevant (educational/professional) background (n=45)



Source: Interview NVAL providers in-depth phase (2007)

Figure 9.1 shows that the information from the country studies supports the opinions that emerged from the interviews with providers, i.e. that, in general, working in the sector is attractive.

9.3 Working conditions

Firstly, attractiveness is related to the employment situation. The level of salaries, prospects of appointments, and career prospects determine to some extent how the job is appreciated. From the point of view of other professions, that is to say from the perspective of a 'normal' worker who aims for a full-time, permanent appointment, a good salary, pension entitlement, etc., working in the NVAL sector might not be very attractive.

The elements that make working in NVAL unattractive in one country may at the same time be the reasons why it is perceived as attractive in another. In some countries both perceptions coincide. As already described, part-time work is the industry standard in a lot of countries: if people want a full-time position they do not work in this sector. Especially in non-formal NVAL, people do the job as a side activity, to earn a little more doing something they enjoy.

However, improving quality implies improving the employment situation. In Germany there is a tension between the demand for quality and the fact that the employment situation has deteriorated due to financial shortages. As a consequence the sector has become less attractive. In Poland, however, the profession is perceived as very attractive as it radiates an image of well-educated people in touch with many other people and ideas. What is missing is strong organisations and associations to improve the sector and to create awareness of the vital importance of adult learning, in order to promote the profession.

9.4 Intrinsic value

Another important factor is how practitioners perceive the tasks that they are supposed to perform within their jobs. Frequently mentioned examples of factors promoting the attractiveness of the profession are the intrinsic value of the job, the interaction with their often highly-motivated audiences, the feeling of helping society, and the job's autonomy.

The attractiveness of teaching a certain audience something on a certain subject is in many cases linked with the idea of teaching alongside a 'normal' job. Workers are willing to gain more satisfaction from their jobs by taking up a side job as an NVAL teacher. The autonomy in the methods used, the subject taught and contact and discussions with the interested older audience is seen as a – possibly romantic – ideal in teaching. There is another target group which attracts practitioners who are interested in helping socially weak individuals, or people who face social difficulties. The idea of doing good for society appeals to these practitioners.

The developments and shifts in didactic approaches depend mainly on the kind of institutions involved. Although the majority still use passive teaching methods, some offer active, new methods. These new methods and the use of internet can be seen as an obstacle for elderly people with insufficient Internet skills and e-learning abilities, or even without an actual internet connection. In addition, a shift can be identified with regard to the subjects. More courses deal with managerial and business skills, ICT and leisure activities. Personal development, health and languages are also successful. Open and distance education show growth. The formal sub-sector is said to integrate more new developments than the non-formal sub-sector.

Professional development initiatives are taken in relation to developments and changes in the content, the vehicles and the modes of provision of adult education.

In general the content matter and target groups are an important determinant for the teaching methods and for the attraction of practitioners. The subject and methods of teaching are shifting rapidly, however, because of shifting demands in society. In general it can be said that trends in NVAL follow trends in society very closely. This element of NVAL is a very important reason why people want to work in the sector and should not be neglected in all the attempts to professionalise the sector.

9.5 Public perception of the job

Finally, there is a related factor, which is the way the public perceives the job. Is it an occupation that is clearly articulated, recognisable, highly valued, or thought of as attractive?

Opinions on the attractiveness of the profession may vary quite strongly from country to country. It appears that a majority of people see it as an attractive profession. However, the low status and low attractiveness of the profession is a problem in some countries. This is an issue that requires attention throughout Europe.

Most actions taken to promote the profession and to make it attractive are focused on the professionalisation of the sector. It is not so much the employment situation that policy-makers try to affect, but rather the professional perspective. Establishing a qualification

structure (UK) and legislation to organise the sector in a professional way are examples of such measures.

The country reports include few initiatives to promote the profession, though the country studies do contain some explicit examples.

Estonia - The Adult Learners Week (ALW) promoting lifelong learning has been organised by Andras in cooperation with the Ministry of Education and Research since 1998. It has become an annual event taking place in the second week of October. The week begins with the opening ceremony. In order to broaden the ALW base in the republic, a different county is chosen for the opening ceremony every year. A highlight of the opening event is the recognition of the Learner and Educator of the Year, and also of the Education Friendly Organisation and Education Friendly Municipality of the Year. The closing event of the week is the Adult Education Forum, devised primarily for the policymakers of lifelong learning. A variety of events take place at this time: open days at educational institutions, family days, workshops, etc. Last year the workshops on painting on silk, felting, ceramics, sewing and flower arranging were especially popular. As a result of the continual development of ALW as an extensive promotional event for lifelong learning, a permanent lifelong learning network has been created, which operates countrywide. During the preparation of the information campaign we run information seminars for members of the network in all counties. County coordinators and members of the national support group also receive special training. (www.andras.ee)

Portugal - Associação o Direito de Aprender aims to promote the understanding of education and training as a fundamental right of adults, as an instrument of emancipation that may promote personal development, cultural cohesion and civic participation. Its objectives also involve the production and discussion of publications that present and promote activities and initiatives in the field of adult education and training, such as a magazine that has become a key instrument of communication among people involved in adult education. It aims to explain good practices, identify and debate problems, analyse and propose national, regional and local strategies (workshops, seminars and conferences). Some of the most important objectives are the promotion of a collective reflection upon the work of adult learning professionals and their own specific training.

Sweden - The journal KOM was founded by the Department of in-service training at Linköping University but today it is owned by Rvux, a non-political and non-profit association, which aims to support the activities and development of formal adult education in Sweden. Almost all municipalities are members of Rvux.

The journal KOM is published four times a year (6000 copies, 40-50 pages per issue). The journal has an editor, a publisher and an editorial board. Organisers of formal adult education are offered a collective subscription for all their staff and most municipalities have such a subscription. The articles and other material in KOM are free to be used for in-service training and information without any special permission, provided that the original source is given.

Rvux's homepage (www.rvux.se) describes the journal's objective: "KOM has the same aim as Rvux, that is to work in behalf of Swedish adult education and assert its significance for equality and democracy and, furthermore, to stand up in defence of its quality and accessibility. KOM is a cheap and effective in-service material for all adult education providers. In KOM current tendencies within the adult education area are mirrored. Initiatives from the government and the municipalities are summarised, pedagogical adult education debates are conducted and study materials are reviewed. KOM also contains up-to-date reports from the everyday lives of adult educators and international views." (my translation).

In addition, every issue of KOM describes adult education in one municipality. Most of the issues also have a theme. In 2007 themes included (1) Vocational education for adults with learning disabilities, (2) Advanced vocational education and (3) EU-projects. Information about courses and seminars at universities and university colleges are given as well as information about conferences on adult education. Rvux and KOM also arrange courses, seminars and conferences themselves. The latter include the annual symposium for heads of adult education and in 2007 also a special conference for heads of education for adults with learning disabilities.

9.6 Concluding remarks

In some countries the job is badly paid, only part-time and does not offer any pension entitlements. For these reasons it is not perceived to be attractive to work in the sector. In other countries some of these negative, unattractive elements are considered to be positive factors. These elements may be summarised as: 1) flexible working hours, 2) opportunities to shape the syllabus and the possibility to develop one's own skills, 3) the recognition and feedback given by participants and the experience of working with serious, motivated people. Many young graduates in Greece consider being an adult educator as a market opener for a career in the field of education. In some countries the job is seen as unattractive but there are still no problems in attracting competent practitioners.

The attractiveness depends on the demands of the practitioners. Many of them want to work part-time. For these people the working conditions are no obstacle (some derive their legal position mainly from another, full-time, job and teach in the evenings). In the case of others, for whom the job is their main source of income, the working conditions play a negative role and make the job less attractive.

People choose to be adult educators for a variety of reasons. It offers them freedom, professional autonomy, a sense of working for a good cause and recognition from their students. However, it often does not provide them with good career prospects, nor does it pay very well. Even so, most of them find the profession attractive.

It is important to realise that we studied only the perceptions of those who belong to the field of adult education and learning. It would be interesting to see how other professionals from other fields of work view the sector. Only then would we be able to answer the question of whether this field of work succeeds in attracting the most competent staff. Within the scope of our project we can state that the professionals at work in NVAL on average seem to be happy in their work. This may be a consequence of the fact that, although in some countries the actual employment conditions seem to be relatively poor, in other countries they are relatively good compared to other fields of education. General Europe-wide measures to promote the status and attractiveness of the sector therefore do not appear to be necessary, but it may be worth considering measures at a national level, taking into account the national perception of the job.

On the question of whether professionalisation is a good thing we can give a positive answer, but only if the reasons why people want to work in the sector are not ignored. Practitioners do the work because of a certain amount of freedom and autonomy. However, they can be encouraged to professionalise if they are offered flexicurity solutions for the problems of the employment situation and training, introduction, evaluation and other measures to increase the quality of teaching. The development of professional associations

which can stand up for the sector and promote it, for example by distributing magazines and organising adult workers' days, can contribute to the professionalisation of the whole NVAL sector without it losing its special characteristics.

However, Merton (2007) suggests that there are risks in over-professionalisation. Not only is there a huge cost involved but it also requires a commitment in terms of time and effort. Considerable proportions of those who work in adult education as tutors in all sectors are employed on a part time and casual basis, with little security from contract to contract. Indeed, many institutions work on a clear core and peripheral staff model. This leads to isolation of individuals and a lack of cohesion in their development. One issue that requires special attention (Merton 2007) is the fact that there has not been an identifiable career perspective in adult education for young people in schools, in direct contrast to the well understood route to a career as a primary or secondary teacher.

PART C CONCLUSIONS

10 Conclusions and recommendations

10.1 Introduction

Conclusions and recommendations are derived from the analyses of the data included in the content chapters. Moreover, we involved in our considerations the expert group of this project, consisting of our network of correspondents and a number of additional experts. These sources provided us with the information needed to formulate and prioritise our recommendations.

The recommendations apply for many groups and stakeholder, all playing a role in policy making and consecutive development and implementation processes. These stakeholders are either politicians, ministries, public agencies and public providers, regional and local authorities, social partners, NGO's or churches, but also staff and adult learners themselves. Political decisions are made at central, regional or local level and sometimes at different levels concurrently, with many countries showing a high degree of decentralisation.

However, not all policy implications apply equally to all countries included in this study. In some cases these policy direction are already in place, while for other they may have less relevance because of different learning cultures, government structures and regulations. Besides, interesting initiatives from one country cannot automatically be replicated in another country.

10.2 The concept of five pro's

Policy initiatives for developing the NVAL profession are needed on several levels. After all the quality of adult learning is not only determined by the "quality of staff", but also the environment in which they work. Able staff are not necessarily going to reach their potential in setting that do not provide appropriate support or sufficient challenge and reward. Therefore, we introduce the concept of the five Pro's: Professions, Providers, Programmes, Procedures and Products. On all levels, investments need to be made in order to strengthen the profession (see box below).

Professions

The quality of the NVAL profession should be enhanced. Measures to improve the quality should be introduced Europe-wide: developing professional profiles, competence profiles, qualification structures, organising the profession, and establishing professional networks and databases that allow for evidence-based work are examples of such measures.

Providers

The quality of the bodies providing NVAL should be enhanced. Proper training of leaders, managers, teachers and other staff add to this quality. Examples of policies to enhance the quality of providers include: good and transparent decision-making, inspiring leadership, and good communication, sound budgeting, good terms of employment, balanced proportions of full time and part-time employed staff.

Programmes

The quality of education and learning is related to the quality of the programmes provided. That is why investments in programme development, adaptation of programmes to adult learners, responsible selections of content and methods, proper ways of assessing or monitoring progress should all contribute to raise the level of performance. The ways in which this is executed vary from more formal to more non-formal categories of education and learning. The principles, however, stand in both fields.

Procedures

In many sectors, including education, many systems are available to help organisations and professionals to manage their work in a transparent, responsible and accountable way. Measuring the quality in education depends on the national and sectoral quality systems as EFQM and, in VET, ENQA. They formalise the procedures on how organisations have to organise the process they are responsible for, such as intake procedures, teaching schedules, professional codes of conduct, staff-development regulations, appointments, procedures for handling complaints, and procedures for dealing with privacy matters. Having all these procedures available and using them properly are indispensable to providers so that they can improve their quality.

Products

Learning and education lead to many kinds of products. First of all, there is the quantity of the people served. The fact that the NVAL sector helps thousands of unemployed to re-enter the labour market can be considered a product of the invested energy. There are learning outcomes, effects on behaviour, and effects on people's life or work. There are also more visible products like written output, works of art, audiovisuals, and so on. For adult learning, quality means an improvement of behaviour and its effects and impact. This product orientation is required in quality approaches used in the NVAL sector.

10.3 Policy intervention areas

With these five pro's in mind, we now focus our conclusions and recommendations on the following themes:

- Adult learning contexts, staff and their activities
- Pathways leading to the NVAL profession
- Employment situation of NVAL staff
- Standards, frameworks and regulations
- Quality Assurance Management
- The attractiveness of the sector, the profession and the work

10.3.1 Adult learning contexts, staff and their activities

Adult learning contexts, variety in systems

This study focuses on adult learning professions in the field of Non-Vocational Adult Learning (NVAL). By NVAL we mean adult learning – formal and non-formal – not *directly* linked to the labour market. This definition also encompasses initiatives that are indirectly related to (or supportive of) vocational development (such as basic skills, languages, ICT and personal competences that contribute to employability). Although a theoretical distinction is made between non-vocational and vocational adult learning, there are many adult learning providers whose programmes include courses or training in both categories. We therefore decided not to make too strict a distinction between providers of vocational adult learning on the one

hand and providers of NVAL on the other hand in this study but to be pragmatic in the light of the programme of the individual provider.

At the same time, two other studies were carried out on staff working in VET systems. The prevailing distinction between labour market relevant training, vocational training, and enterprise training on the one hand and non-formal education, non-vocational education on the other appears to be artificial.

A plea for an integrated approach

The three fields of study relate to the same group of learners, professionals, providers and policymakers and it is important to avoid duplication, e.g. in legislation and programmes. Coordination allows to set priorities, develop consistent policies supported by legislative reforms and thus ensure implementation.

We recommend to bundle the outcomes of the three studies in order to come to an integrated approach for improving the professional development of people working in the broad field of adult learning.

The NVAL sector in Europe shows also lot of variation. It is a challenge to outline the kinds of models operating in Europe. Some systems emphasise the social dimension and focus on social cohesion, community issues, citizenship, etc. Other system focuses on the individual dimension by stressing processes of personal development and growth, development of competences and skills, etc. while other systems focus on work and employment related issues such as re-integration in the labour market and up-skilling workers.

Some systems stress the autonomy of the learners and therefore emphasise individual trajectories, portfolios, accreditation of prior learning and experience, while other systems are more inclined to stress the transfer of knowledge, teaching and training courses and central examinations. Systems can be clustered according to these dimensions, thus showing a Nordic model, a central European model, an Anglo-Saxon model and a Roman model.

Learning is provided in a wide range of institutions active in different work domains. Formal NVAL is provided in public schooling institutions for young people, public institutions or mixed public –private institutions specific for adults, non-governmental organisations, community based settings and commercial providers. Non-formal NVAL, on the other hand, takes place in a multiplicity of settings, in formal education institutions and in a wide range of non-governmental not-for-profit organisations including civil society organisations. Non-formal NVAL also takes place via distance learning, through virtual media and in a host of other forms.

Acknowledge variety

One of the key characteristics of the field of NVAL is its enormous variety. Variety has therefore to be considered as a core feature of the field. For policy making, it is therefore necessary to identify areas or clusters of activities which allow stakeholders to identify key issues and challenges, and highlight essential areas of action, current trends, good practices related to each of these areas and develop policies. We found arguments for differentiating four work domains in adult education: vocational education, corporate and functional education, social and moral education, and cultural and arts education.

We recommend this to be a basis for a classification for drawing up policy for further professionalising the field.

Types of staff

NVAL staff holds various positions. In this study the various positions are grouped into teaching, management, counselling and guidance, media, programme planning, and supporting positions. Some of these positions have always been directly related to adult education (such as teaching and training), for others the awareness of their relevance has only developed more recently. Particularly important in this respect is management, including activities such as counselling, coaching and supervision, activities in the field of financial administration, project acquisition and activities relating to strategy development and evaluation. Some of these activities are closely related to teaching, such as counselling, coaching and supervision, even though they involve different tools and agents, and require their own form of training. This study clearly shows that there is still limited knowledge about NVAL staff and especially these relatively new positions.

Need for more (empirical) research in the field of NVAL

There is a strong need for more (comparable) information on NVAL staff. Such research should be carried out at national as well as European level. Also, there is a need to have data available on sectors identified and at regional level so that particular policies can be developed to meet the requirements of the people concerned. We recommend to develop, at European level, a set of core features, which will form the core of a programme for empirical research on NVAL staff.

Changing working contexts

The most important aspects of work for people employed in NVAL include the audience served, the contents delivered and the methods used. All over Europe, important changes can be identified in these aspects as summarised below:

- *Target groups*: the learners populations are changing through demographic developments (such as increasing migration, greater life expectancy, higher levels of education and a willingness to assume more of the costs by participants in their own learning process).
- *Content*: issues, like environment and health have become more important, just like the areas of management, economics and new media. New fields of activity, such as educational counselling, supervision and coaching may be added. The range on offer has also become more greatly differentiated in the language area.
- *Teaching methods*: educators of adults have to create learning situations that fit with the learners who are as group increasingly heterogeneous and self-directed. They have to be aware that there is not just one way to reach the expected learning outcome. More learner-oriented methods, new forms of methodological change, and the combination of different learning locations and learning methods are more and more important. Moreover, e-learning, is coming to play a significant role among the methodological tools used in the NVAL field.
- The same is true for *other types of professional activities*. Management staff, for example, has to be aware of the great variety of organisational forms and of the different approaches that can be applied. They have to deal with changing contexts like the decline / increase in government spending on adult learning and they have to reflect the aims of their organisation in the light of the needs of their target groups / learners. Complexity and diversity also characterise the task profile of administrative staff who have to cooperate with trainers, programme planners and with the management, and who act at the interface between the institutions and its clients.

Tasks and activities of NVAL staff

The professional profiles of adult learning staff, in most cases are developed by institutions, branches and sector organisations. They prescribe which key occupational tasks a worker has to execute in a certain occupation. The study shows that NVAL staff covers a broad range of tasks and activities especially in the case of teachers and trainers. The most important observation is that teaching staff have different main tasks and additional tasks: thus teachers are involved in practically everything to do with all the tasks that can be found in educational organisations. Managers too face a broad package of tasks but one that seems to be more consistent in that it contains management and coordination, development and planning, supervision and, to a lesser extent, technical and organisational support tasks. The rest of the positions show a much more focused task set.

NVAL professionals need more to focus on their primary tasks

We recommend that NVAL professional need more to focus on their primary tasks. It is important that trainers and teachers have an overview of the developmental, executive, evaluative and follow-up tasks, but it threatens the quality of their work if they have to engage in too many bureaucratic, administrative or technical tasks. It seems that in this sector as well that re-division and re-allocation of tasks may add to its quality. It would be wise to consider increasing the number of secretarial and administrative staff supporting the educators. This would allow teachers and trainers to invest their time primarily in educating, training and teaching, and offer the possibility for further professional development.

Competences of NVAL staff

The complexity of the adult-education field and the wide variety of adult-education contexts make this field a particularly demanding one for adult-learning staff. Adult-learning staff need particular competences (skills, knowledge and attitudes) in order to carry out their (professional) tasks such as teaching, managing, programme planning, etc. This includes basic requirements, such as knowledge of adult lifelong learning and development (theory); social and communications competence in adult learning (methodology), and the ability to link theory and practice. In addition, NVAL staff need additional requirements like work and life experience (experiential knowledge), subject specific knowledge (knowledge of particular disciplines), and applied knowledge (expertise). However, this study shows that there is no clear view on the standard competences or skills needed to fulfil professional tasks in adult learning, partly due to the diversity of the field. In some European countries competence profiles and standards for adult learning staff have been developed and implemented. Their scope of application differs considerably between institutional and regional levels.

Development of (European) competence profiles for NVAL staff

We recommend the development of a reference framework for competence profiles at the European level. This structure is not meant to be a prescriptive or an obligatory system. It is meant to serve as a frame of reference that Member States could use to develop standards for the whole sector. This reference framework could be used by national, regional, sectoral and institutional organisations in developing staff policy. It is important to diversify competence profiles to the different work domains (e.g. vocational education, corporate and functional education, social and moral education, and cultural and arts education) and types of positions (e.g. teaching, management, counselling and guidance, media, programme planning, and supporting positions). Moreover it is important to identify which competences are general for all adult learning staff and which are specific.

The need for professional development exists but, at the same time, experts involved in this study are reluctant to make these recommendations applicable to all sections of the field. Especially in the non-formal part of the field a lot of damage can be expected if too many formal rules are applied (overprofessionalisation).

10.3.2 Pathways leading to the profession

This study shows that there is a wide variety of educational pathways leading to the profession, and all kind of qualifications, ranging from certificates of participation in a training course through to diplomas and academic degrees. This variety makes the market for professionals less transparent for both employers and employees.

Improve transparency of the sector and the profession

There is a strong need for a systematic description of education system's qualifications leading to the adult learning profession, where all learning achievements are measured and related to each other (not only input factors and formal characteristics but also output factors such as learning outcomes and competences). These structures must first be brought up to enable their application to the variety of existing qualifications. These structures should be compatible with national / European qualification frameworks.

We recommend to support initiatives at the European level to develop professional platforms to exchange existing practice, and work on the development of qualification structures.

Such qualification structures could have several functions. First of all it could make the purpose of qualifications for becoming an adult learning professional more explicit. Secondly, it helps to raise the awareness of adult learners, staff, adult learning providers and policy makers about qualifications. Thirdly, it improves access and social inclusion and delineates points of access and overlap. Fourthly, it facilitates recognition and mobility. Moreover, it identifies alternative routes for becoming an adult learning professional. Fifthly, it helps to position qualifications in relation to one another. Finally, it shows routes for progression as well barriers.

NVAL staff have a variety of backgrounds. Many NVAL professionals enter the profession without any specific training to become adult educator, though they often have experience in other work settings. In the formal part of the NVAL sector, many teachers have been or still are teachers in primary, secondary, tertiary general or vocational school education. Nevertheless, most of them lack the specific preparatory training for adult education and learning. In spite of this, it is important to mention that a high percentage of NVAL staff have a higher education degree in a specific field, such as management, language, health, or environment issues. However, this percentage varies between countries, the formal and non-formal parts of NVAL and even between providers. In most cases staff working in formal NVAL are more highly educated than those in the non-formal sector. The research data shows that most adult educators start their career in adult education after a long period of work in other sectors. They usually have 10 to 15 years of experience elsewhere before they decide to become adult educators.

Focus on in-service training

The sector is characterised by a number of factors: staff enter it later in their professional lives, people come and go, and they have short-term contracts or do the job as a second job. These factors create the need for an equally flexible system of teacher education allowing people to move in and out, and to make choices regarding content, modes of provision and schedules. There usually is a big gap between initial training and the moment NVAL staff enters the profession. Therefore, while initial training should remain important, the highest priority in terms of investment should be given to in-service training. These in-service trainings should be recognised and validated within national qualification frameworks.

We recommend the development of short courses, induction programmes and work learning arrangements to support the professionalisation of NVAL staff.

The study also reveals that the profession is dominated by women. This gender imbalance is clear in almost all countries. The percentage of women in teaching staff is as high as 75 percent in some countries. In management positions the relative number of men involved is higher. The somewhat unbalanced gender composition of this professional group seems not to be a great problem. However, from diversity perspective it would be positive to attract more males to the profession.

10.3.3 Employment situation of NVAL staff

The heterogeneity of the NVAL market raises problems for NVAL staff as a professional group due to the existence of many different employment situations. The main aspect in terms of labour market and working conditions is that jobs in NVAL can be quite precarious for some because there is no specific formal legislation for the whole sector, such as collective labour agreements for employees working in NVAL.

Contract status

Legal position of people working in adult learning varies greatly. The relationship varies between countries, institutions (formal and non-formal), and also among the types of profession. In broad terms, variations were detected when we compared the contract status of staff working for formal NVAL providers with non-formal NVAL providers. In general a higher percentage of staff working for formal NVAL providers have a permanent contract and work full-time, compared to staff working for non-formal NVAL providers. Non-formal NVAL providers have a higher percentage of freelancers, people employed on temporary contracts, and people working part-time. An explanation for this is that formal NVAL is generally provided in or through the systems of schools, colleges, universities and other formal dedicated institutions. Most of these staff members already work for these institutions and perform NVAL tasks in addition to their regular activities. A considerable percentage of them are public servants employed by a government authority, whether at central, regional or local level. Staff with civil servant status are often employed under a regulatory framework that is distinct from legislation defining contractual relations in the public or private sectors. People working for non-formal NVAL are more often employed on a contractual basis in line with the general provisions of employment law. This often takes place in education and training institutions in and alongside mainstream systems of education and training. In general permanent positions can be found within managerial and administrative staff. In contrast, teaching staff often work on a freelance basis, have a contract for a short period or work on a single project and are paid by the hour.

Employers of NVAL staff have several risks to face like degrading market position caused by increased competition between providers, decreasing government budgets for adult learning, emphasize on project funding, and fluctuating demands in the learning market. These developments have created a demand for flexible labour contracts, dissolving the traditional key features of employment. This phenomenon causes the rise of non-standard (or a-typical) employment in the NVAL sector, particularly part-time employment, short time employment, temporary work, fixed term employment, and new self employment.

Increasing number of freelancers

According to the underlying country studies there is an increasing group of teachers and trainers who work for more than one employer, on a freelance basis. Several reasons were identified for people deciding to work as freelancers in the NVAL sector. One of the most important reasons is that, for a lot of NVAL providers, offering part-time jobs and short-term contracts, and thereby working with freelancers, is simply the industry standard. This is especially the case when an NVAL provider wants to make use of a teacher in "minor" subjects for a couple hours a week on a project basis. This industry standard is actually what makes working in NVAL attractive for a group of practitioners. Minor subjects come and go according to social trends; if there is an audience, there is a course. In a way, the audience dictates the content of the courses and therefore the teachers. Another reason is that permanent positions were turned into freelance positions as a consequence of reductions in (government) budgets or fluctuating numbers of participants over the years. A number of training institutions have generally stopped hiring "standard" employees in order to save on labour contracts, in particular social insurance contributions. Moreover, freelance trainers' working contracts are usually renewed, which means that pay may be reduced from one year to the other in case of need. From the perspective of the employee one sees that in some countries, especially in the new Member States, people work freelance in order to earn a sufficient income. In these cases staff have a "real" job somewhere else and teach to gain extra money. Other reasons are that people prefer the freelance lifestyle (flexibility and providing the opportunity to reconcile work and private life) or like to make a positive contribution to society in addition to their regular job, or simply like working in the sector because they can deepen their teaching skills or have content-related challenges. The last reason is often the case for staff working for non-formal NVAL providers.

Flexible working hours

Another feature of the employment situation of NVAL staff is their flexible working hours. Teaching often takes place in the evening and at the weekend, and in places that are most suitable for the learner. For most staff this makes it possible to combine their adult learning activities with their regular job (in initial education or other thematic fields).

Volunteers

No clear view can be given concerning the number of volunteers working in NVAL. This number varies from one provider to the next and the actual numbers are often not registered. However, most of the volunteers work for providers of non-formal NVAL. There are fewer volunteers in the formal sector.

Payment

Salary of NVAL staff differ between contracts, providers and type of duties. In most of the cases the full time pedagogical and administrative staff salaries often correspond to agreed contracts and salary scales (who are most of the time working for formal NVAL providers). In contrast the wages of teachers who often work as freelancers do not correspond to any agreed scale.

Social security and pensions

Although less information is provided in the country studies concerning the social security salary and pension entitlements, some information could be distracted from these studies. Some of the country studies show that whereas these employees in adult education who have contracts subject to social insurance contributions automatically also have statutory pension insurance coverage. Freelancers on the other hand have to provide for all social insurance plans, like health insurance and nursing insurance, themselves. At present, there is no compulsory pension insurance for freelancers or the self-employed. Some country studies, however, mention that these freelancers often have already another job, where they have insurance and pension entitlements. Managerial and administrative staff has more change of being insured, mainly because they have more fixed contracts and full time jobs.

Stimulate flexicurity

Considering that a large part of NVAL staff, through their a-typical employment, face precarious employment situations (income and job security during the employment phase and lack of adequate pension in the post employment phase) we recommend the development of an applied concept of flexicurity for the sector of NVAL. This concept refers to a policy strategy that encompasses flexibility of the NVAL labour market, relations and work organisations on the one hand, and employment and social security for staff on the other. Points of departure are measures that stimulate transitions in the form of employment bridges such as increasing the transparency in the labour market, so jobseekers are well informed about their employment possibilities, and employers are well informed about the group of potential employees; or setting up job centres for NVAL staff; or pooling providers in the region so NVAL staff can work fulltime for different providers. Other measures are related to aspects improving the employability of NVAL staff, such as claims to participation in measures of enterprise (NVAL providers) or the sector in specific further training.

Labour unions

In formal NVAL the employment situation is ruled by formal regulations, in which terms of employment are in general quite structured and formalised as well as career development. Due to this situation, we find professional organisations such as trade unions or professional institutions devoted to these adult trainers, to teachers and trainers in general or to civil servants. However, the situation is quite different in the non formal part of NVAL. Professionals experience a precarious employment situation when they work for some hours or in specific adult training programmes or projects, without benefiting from employment agreements negotiated at a network or national level for other professionals employed in other organisations.

NVAL staff need a stronger lobby

The country studies clearly show that there are hardly any organisations representing NVAL staff (especially in the non formal part of the sector) that could negotiate for better employment situation. In the cases they are, these organisations are often not very powerful. Overall, there is a strong need for new organisations that come up for the rights and employment situation of NVAL staff. We recommend to develop professional associations in the field, or to take initiatives for this at the European level.

10.3.4 Framework of quality standards and regulations

The study clearly shows that requirements for entering the NVAL sector are set by a wide variety of actors (national governments, sectoral organisations, associations and individual providers). In general, there is less cooperation in the NVAL field.

European level

At European level some initiatives in adult education and learning are influenced by projects, for example those funded by European programmes such as ESF, Phare, and Grundtvig. The institutions receiving funds from these programmes have to account for their expenditure. Some institutions say this invites them to organise themselves on a firmer basis. Processes have to become more transparent and data has to be made available to show the quality and the results of the work that has been carried out.

National and sectoral level

In general, the occupational field of adult educators is poorly regulated. In many countries and settings, no specific qualifications are required for becoming an adult educator, not to mention other positions such as manager, study counsellor, supporting staff etc. However, considerable differences can be detected between the formal and non formal part of NVAL.

In most countries, there are national regulations and legislation concerning the necessary requirements and qualifications for people working in the formal part of NVAL. The non-formal part of NVAL is usually not nationally organised. It consists for the most part of smaller initiatives. Organisations are often local or regional. The extent to which these kinds of adult education and learning are regulated at the national or at other legislative levels varies greatly. In some countries there is a structured system, whereas in others it is more like a free market with a variety of players.

In some countries the majority of adult learning practitioners do their jobs part-time alongside another, full-time, job in another field of education (vocational, formal education). In that way they function in the legislative context of another sector. The advantage is that they have to meet requirements through their other position. The disadvantage is that they frequently do not have to meet any additional requirements for NVAL and they do not participate much in continuing professional learning through in-service education activities.

Providers level

The interviews with the providers show that almost two thirds of all providers require their staff to have subject specific knowledge. The same percentages can be found for general teacher training or pedagogical training. Professional expertise on the other hand is required by half of the interviewed organisations, while specific adult education training is only a requirement in a minority of cases.

The necessity of an independent body for quality standards (national and European level)

We recommend to stimulate national platforms where the sector comes together. Preferably these platforms should be grounded in existing organisations on national level (e.g. national adult education association). Through this platform information should be collected on the NVAL field (e.g. NVAL providers and their staff, qualification standards, but also national training and qualification pathways). Moreover, examples of good practices should be collected and information on these should be made easily accessible and comparable. Such platforms could also stimulate and initiate thematic networks and projects for peer learning. Moreover, they should strengthen the links with the scientific community in order to root the NVAL profession in a strong theory base.

On European level we recommend to develop a European platform in which national organisations will be represented. This European platform should support the work on European standards for NVAL staff, a common terminology, and policy directions with the involvement of stakeholders at national level. In this way the specificity of individual countries, regions and sectors are taken into account.

10.3.5 Quality assurance and quality management

Quality assurance and management within NVAL organisations is indispensable for the professionalisation of the NVAL sector. Several country reports illustrate a demand for more measurements in this field. In this study we made an inventory of the role of different quality measures within the interviewed NVAL providers, broadly divided in the categories selection and recruitment, continuous Professional Development (CPD) and controlling qualifications (evaluation).

The data show that in general actions in three categories are implemented, but an overall policy to promote them at once is ignored. An analysis of the relative importance of each of the actions identified to promote quality in the provision of adult education, shows that Continuous Professional Development and external evaluation play only a relatively small role in quality enhancement policies within NVAL providers. This indicates a need for change. It is necessary to increase external evaluation and pay more attention to the career prospects of practitioners. These strategies support processes of professional development in the sector. They stress the need for practitioners to have professional autonomy in determining their own career paths and at the same time accountability through external evaluation.

More attention for continuous professional development and (internal and external) evaluation

The implementation of quality management systems in adult learning institutions needs further promotion. This study shows that at this moment the emphasis is either on selective measures before entering the job, or on internal training and evaluation. External measures such as accreditation, external evaluation by either authorities, professional associations or bodies are underemphasised.

We recommend the development and the promotion of an integral quality management system.

10.3.6 Attractiveness of the sector

The status of adult learning professionals varies greatly from country to country. Some say it is a profession only for those who are unable to teach elsewhere. Others say that it is a highly respected occupation with a lot of professional freedom. Overall, we can conclude that the profession has multiple identities. Because adult educators belong to different groups in which they develop their identities, they do not always consider themselves as adult educator. People choose to be adult educators for a variety of reasons. It offers them freedom, professional autonomy, a sense of working for a good cause and recognition from their learners. However, it often does not provide them with good career prospects, nor does it pay very well. Still, most educators find the profession attractive. The attractiveness is more a matter of intrinsic motivation and the positive experience derived from the work than a matter of reputation. The work is more highly appreciated by the NVAL professionals themselves than by others.

It is important to realise that we researched only the perceptions of those who are part of the field of adult education and learning. It would be interesting to know how professionals from other fields of work perceive the sector of adult education and learning. Only then would we be able to answer the question of whether this field of work succeeds in attracting the most competent staff. Within the scope of our project we can state that, on average, the professionals at work in NVAL seem to be happy in their work. However, the average does not really exist. What appears to be the average may be a consequence of the fact that in some countries employment conditions are relatively poor, while in other countries they are relatively good compared to other fields of education. General Europe-wide measures to promote the status and attractiveness of the profession do not therefore appear to be necessary, but measures at a national level taking into account the national appreciation of the job may be worth considering. In some countries the job has a low level salary, is often only part-time and does not offer any pension entitlements. For these reasons it is not perceived to be attractive to work in the sector. In other countries some of these negative, unattractive elements are considered to be positive factors. These elements may be summarised as: 1) flexible working hours, 2) opportunities to shape the syllabus and the possibility to develop one's own skills, 3) the recognition and feedback given by participants and the experience of working with serious, motivated people. In some countries the job is seen as unattractive but there are still no problems in attracting competent practitioners.

Raising the attractiveness of the profession

We recommend to promote the visibility and accessibility of this profession among all potential practitioners nationally. Young people should be informed about the longer term possibilities to enter and to stay in this profession. Offering students opportunities to build experience in adult learning and education processes, for instance as a kind of assistantship or even a social service, is a way of making the profession visible and attractive, to bring in new blood and to re-vitalise it where needed.

NVAL sector needs to be rooted in a strong empirical and theory base

Once a process of professional development is underway, it is important to implement, in addition, a professional system of monitoring. It is difficult to start a process of professional development when information on the field is lacking. The country studies clearly show that data on NVAL staff is often poorly recorded, stored, organised and accessible. We recommend to develop more elaborate and sophisticated systems of data gathering, registration and analysis on both national and European level.

Annex 1 The research team and country experts

The research team (Research voor Beleid and PLATO university of Leiden)

The research team consists of researcher from Research voor Beleid and PLATO (university Leiden):

- Anton Nijssen (RvB, project leader)
- Jaap van Lakerveld (PLATO, project manager)
- Bert-Jan Buiskool (RvB, researcher).
- Frowine den Oudendammer (RvB, researcher)
- Simon Broek (RvB, researcher)
- Barry Hake (University Leiden, advisor)

For more information on Research voor Beleid we would like to refer to www.research.nl or www.plato.leidenuniv.nl

The country experts (ESREA network)

Almost all the country experts involved in this study are member of the European Society for Research on the Education of Adults (ESREA). ESTREA was established in 1991 as a scientific association which brings together researchers engaged in the study of the education of adults and their learning. Members of ESREA are institutions and individuals in higher education throughout Europe. ESREA is devoted to the promotion of high quality interdisciplinary research on all aspects of the education of adults in Europe.

The activities of ESREA involve:

- support for a European-wide infrastructure of research activities;
- establish specialist research networks in specific thematic areas;
- organisation of research seminars, workshops and a triennial European Research Conference;
- encourage cooperation in the post-graduate training of young researchers;
- stimulating research publications such as the series European Studies in Lifelong learning and Adult Learning Research which is published by Peter Lang Verlag.

For more information we would like to refer to the web page of ESREA www.esrea.org

Overview clusters, countries

Cluster	Countries	Expert / Researcher
North West Europe 1	Ireland, UK,	Michael Osborne & Kate Sankey
North West Europe 2	Belgium, Luxembourg, Netherlands,	Frowine den Oudendammer & Hemmo Smit
West Central Europe	Austria, Germany, Lichtenstein	Bettina Dausien, Michael Goetz & Dorothee Schwendowius
Baltic states	Estonia, Latvia, Lithuania	Larissa Jõgi & Marin Gross
East Central Europe 1	Czech Republic, Poland, Slovakia	Grzegorz Mazurkiewicz
Western Balkan	Slovenia, Croatia	Franci Klužer
East Central Europe 2	Romania, Hungary	Magdalena Balica
South East Europe	Bulgaria, Cyprus, Greece, Turkey	George Zarifis
Central South Europe	Italy, Malta	Chiara Bocci & Giuliano Rosciglione
South West Europe	France, Portugal, Spain	Paula Guimarães
Nordic countries	Sweden, Norway, Denmark, Finland, Iceland	Eva Andersson

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Directorate General for Education and Culture

Directorate B - Lifelong Learning: Policies and Programmes

Unit B4 - Adult education, Grundtvig

Annex 2 Literature

In-depth country reports (15 countries)

Austria

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- Verein für Interkulturelle Bildung: www.vib.li
- Stein-Egerta Education Office: www.stein-egerta.li
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- www.bnvu.nl Bond van Nederlandse Volksuniversiteiten (BNVU) Association of Dutch Folk Universities
- www.bveraad.nl BVE raad Council for Vocational and adult education
- www.cinop.nl Centrum voor Innovatie van Opleidingen (CINOP) Centre for the Innovation of Education and Training
- www.integratie.net Kennisnet Integratiebeleid en Etnische minderheden, Expertise Centre for Integration Policy and Ethnic Minorities
- www.ivn.nl Instituut Voor Natuurbeschermingseducatie Association for Environmental Education
- www.maxgoote.nl Max Goote Kenniscentrum, Universiteit van Amsterdam Expertise centre for vocational and adult education, University of Amsterdam
- www.minocw.nl Ministerie van Onderwijs, Cultuur en Wetenschappen Ministry of Education, Culture and Science
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Annex 3 Overview interesting initiatives

	Country	Case study description
1	Germany	The Course Teachers Academy: The Course Teachers Academy (CTA) aims to provide a systematic range of training and retraining courses. This initially means giving the part-time and freelance teaching staff access to a basic teaching qualification. The teaching staff should also have the opportunity to continuously keep their qualification up to date and receive training in particular subject areas so that they meet any new qualification requirements.
2	Austria	The Academy of Continuing Education: Until the establishment of the <i>wba</i> 135 in February 2007, Austria had no standardised further education for those involved in adult education. This situation has been caused especially by the fragmented adult education infrastructure where the umbrella organisations and adult education establishments are often in competition with one another. While there were manifold further training opportunities for the staff, there was no system with respect to the recognition of qualifications and skills accepted by all Austrian adult education associations, nor any clearly defined occupational profiles.
3	UK	New Professional Teaching Standards for LLL: In 2004 the UK Government set up Lifelong Learning UK (LLUK), the sector skills organisation for lifelong learning, with the purpose to develop new professional teaching standards for the whole Further Education system, as announced in <i>Equipping our Teachers for the Future</i> (DfES 2004). LLUK is responsible for the professional development of all those working in community learning and development; further education; higher education; libraries, archives and information services; and work-based learning. LLUK is just one of a network of 25 Sector Skills Councils (SSC) in the UK funded, supported and monitored by the Sector Skills Development Agency (SSDA). Following extensive consultation, LLUK has published new professional standards for teachers/tutors/ trainer education in the lifelong learning sector. They identify the components of: <ul style="list-style-type: none"> • an initial teaching award (Passport); • qualifications leading to Qualified Teacher, • Learning and Skills (QTLS) status; • other intermediate and advanced teaching qualifications.
4	Poland	Train the trainer initiatives for LLL trainers in the Jagiellonina University: the university creates competency models for people who are needed for adult education.
5	Belgium	A new decree to promote social cultural adult education: in the year 2003: the decree intended to create a structure that would include all providers that would respect differences but would allow for coordination and for quality. The added value of the initiative consists of a more transparent structure, in which not only funding is regulated but also quality issues are addressed. This decree emancipated the sector as well as the professionals and volunteers working in it.

	Country	Case study description
6	Portugal	<i>Associação O Direito de Aprender</i> is an association that aims promoting education and training understood as a fundamental right of adults, as an instrument of emancipation that may promote personal development, cultural cohesion and civic participation. Its objectives also involve the production and discussion of publications that divulge and promote activities and initiatives in the field of adult education and training, namely a magazine that has become a privileged instrument of communication among people involved in adult education: to divulge good practices, identify and debate problems, to analyse and propose national, regional and local strategies (workshops; seminars; conferences). Some of the most important effects intended are the promotion of a collective reflection upon the adult learning professionals work and their own specific training.
7	France	<i>Non profit organisation</i> that facilitate and accompany the implementation of European programmes and projects in France in the areas of employment, training, competitiveness and promoting diversity. The consulting activities are primarily focused on programme managers and include technical contributions to defining, monitoring and assessing programmes.
8	Sweden	<i>Journal KOM</i> : this journal is offered to organisers of all formal adult education.
9	Denmark	<i>The Educational Resource centres</i> : these centres, spread over the country are all subject to the same law, have the same name, and provide the same basic services: <ul style="list-style-type: none"> • "information about and lending of educational material • pedagogical advisement and guidance for teachers • arrangement of courses, seminars, and conferences • pedagogical and technological advising relating to the use of IT in the instruction • presentation of local cultural activities for educational purposes"
10	Greece	<i>KEE</i> : network of learning centres (56 learning centres spread over the country). The description provides elaborated data about staff policy and personnel working for these learning centres. The centres make among else use of a training centre for adult educators (PLATON). Moreover, there is a register of teachers.
11	Estonia	State recognised adult educator / Adragogues's professional <i>qualification standards</i> .
12	Bulgaria	<i>Federation of societies for support of knowledge</i> (FSSK ZNANIE). FSSK provides a wide range of educational services (among else teacher training, and qualification and re-qualifications of managers, personnel and lectures in the sphere of methodology and management of adult education.
13	Slovenia	Overview of all <i>initial and in-service training</i> of adult teachers and trainers in Slovenia:
14	Romania	The elaboration of <i>a new occupational standard for practitioners in adult education</i> . This initiative envisaged to design a new profile of a trainer, where the communication skills, knowledge and pedagogical methods in adult learning will play an important role. This occupational standard will affect in the future the aim to professionalize the training activity.
15	Italy	UNIEDA project " <i>Informazione e informatizzazione per l'Educazione Continua</i> " (Information and Digital System for Lifelong Learning) implemented in 2005.

Annex 4 Items included in the country studies

Reporting format for the in-depth phase of the study on adult learning professions in Europe

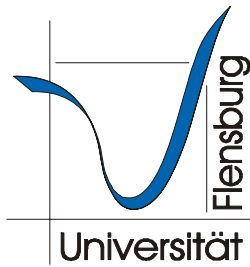
- The country correspondents will draw up a final country report, as a result of the activities carried out in the in-depth phase. This report is an extended quick scan that provides an overall analysis of all the information gathered during the research process. Information already provided in the quick scan will be validated and completed through the interviews and additional desk research (facts and perception). Extra information will be incorporated, by adding data on the extra items included in the in-depth phase (in order to answer all the research questions of this project). The interview reports, the case study of the initiative, and a list with sources used will be included as an annex to the final report.
- In the format below an overview is given of the (sub)items to be included in the final in-depth country report. We would like you to report on these items systematically (in chapters and sections). Behind every item an indication is given if the information is already asked for in the quick scan report. If YES or PARTLY, we would like to ask you to validate and complete this information as much as possible. If NO, we would like you to describe this item with the new information gathered during the interviews and additional desk research.
- We would like to ask you to report briefly and to the point (maximum 15 pages).

The following topics need to be included in the in-depth country report:

	Information already asked for in the quick scan report		
	Yes	Partly	No
National policy context			
• government policy in relation to staff working for non-vocational adult learning providers (legislation, regulations and instruments)		X	
• provision of initial training for adult learning staff	X		
Non-vocational Adult Education providers			
• types of providers (field of activity, objectives, funding, size, target groups)	X		
• emphases and shifts of adult learning activities within these providers (content, professional roles, didactic formats)	X		
Adult learning staff			
• positions, tasks and roles of staff within providers	X		
• background characteristics of staff (gender, age, level of qualification, working experience)		X	
Employment situation of staff			
• appointment (permanent, temporary, freelance, voluntary)		X	
• working hours (full time, part time)		X	
• salary level (high, average, low), salary scale structure, salary supplements for qualifications		X	
• other terms and conditions of employment (e.g. pension entitlements)		X	

	Information already asked for in the quick scan report		
	Yes	Partly	No
The labour market for staff in adult education			
• recruitment of staff (recruitment channels)			X
• skills, competences and formal qualification required (demand side of the labour market)		X	
• skills, competences and qualifications available (supply side of the labour market)		X	
• quantitative and qualitative discrepancies between supply and demand		X	
• attractiveness of the profession		X	
Quality management of the organisation (internal and external)			
• recruitment and selection policy		X	
• induction of new staff		X	
• accreditation of prior learning		X	
• monitoring, internal evaluation, assessment of staff		X	
• internal training		X	
• external training		X	
• career development policies		X	
• peer assessment, communities of practice, professional associations		X	
• policies to improve mutual learning in the organisation ("learning organisation")		X	
• External evaluations, registration, certification of staff (government, branch organisation etc.)		X	
• registration, certification, accreditation of the organisation itself		X	
• Other quality policies		X	
Major challenges and initiatives for professional development			
• major challenges	X		
• Interesting initiatives	X		
Annexes			
• Case description of interesting initiative			X
• Interview reports			X
• A list of sources used		X	

Annex 5 Example of a country report: Germany



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Adult Learning Practitioners in Europe (ALPINE) - Country Report - Germany

**Correspondents: Bettina Dausien, Dorothee Schwendowius & Michael Goetz
(14-10-2007)**

Preliminary Note: Empirical Basis

The study at hand is based on the results of Internet and literature research concerning the professional and social situation of staff in adult learning. In addition, some findings are included which are the result of interviews which have been conducted with government representatives, with experts of adult education associations and with three representatives of adult learning institutions. To give consideration to the diversity of adult education provision in Germany despite the small number of interviews, three institutions were chosen which differ with regard to geographical and regional aspects as well as to their respective governing body. The adult learning institutions we interviewed are

- an adult education centre (*Volkshochschule, VHS*) in a large city (A) in the southern part of Germany;
- an institution for political/ civic education (*Arbeit und Leben, AuL*), located in a medium-sized town (B) in the west of Germany;
- a protestant residential education centre (*Heimvolkshochschule, HVHS*) in a rural area (C) in the north of Germany.

1. National Policy Context

1.1 Government policy in relation to staff working for non-vocational adult learning providers

In Germany, the field of continuing education is much less ruled by the state than the other fields of education. The given reason is that “the rapidly changing and complex requirements

of continuing education can best be met by a structure that is determined by various competing providers and offers" (KMK⁹ 2007).

The federal competencies to govern continuing education in Germany are very limited. The responsibilities of the federation regarding the entire field of education have been additionally restricted by the federalism reform in 2006. Whereas the professional training and further vocational training is regulated by the Federal Ministry of Education and Research (*Bundesministerium für Bildung und Forschung, BMBF*) – laws, financial support of programmes and measures etc. – and therefore still part of the major responsibilities of the federal government, it has almost no powers anymore as far as general adult education is concerned. Until lately, the responsibilities of the federal government also included the promotion of model projects and initiatives.¹ Since the federalism reform, however, the responsibilities have been restricted to the promotion of research projects² and the cooperative participation with the federal states in education reports.³ Additionally, the BMBF promotes the transparency of the educational market by supporting information systems⁴ and counselling propositions. Within the scope of a joint project between 2000 and 2002 the BMBF supported the implementation of the Learner-oriented Quality-certified Further Education (*Lernerorientierte Qualitätstestierte Weiterbildung, LQW*) system for institutions for adult learning (see Bundestagsdrucksache 16/6077).

The individual federal states (*Bundesländer; Länder*) hold the responsibilities for the field of general adult education.⁵ However, there are great differences among the federal states regarding how much they adopt that role.

General adult education is governed by Further Education Laws, which exist in almost all the federal states. The Further Education Laws guarantee the promotion of diversity concerning the institutions of adult learning and provide the guidelines necessary for governmental approval of the providers. Also included in some of the Further Education Laws is the general demand for institutions for adult learning to employ qualified staff. According to a recommendation given at the Conference of the Federal State Ministers of Education (*Kultusministerkonferenz, KMK*) in 1981, the institutions for adult learning are also obliged to generally employ educational staff on a regular basis (see KMK 2005). Today's reality, however, does not reflect this (see section 3.3).

In some federal states, the states' governments do not even address the issue of the professional training and further education of the personnel. In the state of North-Rhine Westphalia, for example, the personnel's professional training and further education is

⁹ Conference of the Federal State Ministers of Education (*Kultusministerkonferenz*)

¹ e.g. the federal program "Learning Regions – Supporting the Networks" 2001-2007, as well as individual projects in the professionalisation of the personnel of adult education (e.g. SELBER, see section 6.2).

² Within the scope of research promotion, the BMBF also assigned an examination of the professional and social situation of the staff involved in further education, which was done by the Institute of Economic and Social Research WSF (Cologne) in 2005. This survey contains detailed information about the current employment situation and working conditions of the further education employees, which is why that piece of research makes a major point of reference for the examination at hand.

³ See coalition contract of the CDU, CSU, and SPD. URL:

http://www.bundesregierung.de/nsc_true/Content/DE/___Anlagen/koalitionsvertrag,templateld=raw,property=publicationFile.pdf/koalitionsvertrag

⁴ See URL: <http://www.iwwb.de>

⁵ See coalition contract of the CDU, CSU, and SPD. URL:

http://www.bundesregierung.de/nsc_true/Content/DE/___Anlagen/koalitionsvertrag,templateld=raw,property=publicationFile.pdf/koalitionsvertrag

considered to be the responsible body's job. The only indirect action the state takes regarding the professional quality of further education is that they require the providers to hold quality certificates in order to receive state approval (to come into effect in 2010). Presumably, educational professionalism comes with the implementation of quality backing systems in the centers.⁶

Even though continuing education laws of other states, such as Baden-Württemberg, Rhineland-Pfalz and Saxony, guarantee subsidies to the full and part time staff's costs, the responsibilities for the personnel selection and development stay with the responsible bodies.

The Concerted Further Education Action (*Konzertierte Aktion Weiterbildung, KAW*), founded in 1987, and the Further Education Innovation Circle (*Innovationskreis Weiterbildung*), implemented by the Minister of Education in office, are expert committees that discuss questions about vocational training and general continued education on a cross-state basis. Currently, the Further Education Innovation Circle is also debating the question of how skills of the ones working in adult education might be connected to the quality of the range of education offers (see Bundestagsdrucksache 16/6077). In this regard, recommendations by the innovation circle are to be expected at the beginning of 2008.

1.2 Provision of initial training for adult learning staff

Access to the field of adult education is not regulated by the German state. Because of the federal states' sovereignty in terms of the general adult education, the federal government does not influence the personnel's training possibilities in this field.

At the moment, there are numerous possibilities in the federal states to the initial qualification in the field of adult education. Some of the states' Further Education laws, e.g. in North-Rhine Westphalia, determine that the universities offer study programmes in adult education/further education. At present, studies in adult and further education are offered at more than 40 universities in Germany.⁷ Since the adoption of the bachelor-master-structure in Germany, several master programmes in adult and further education have already been set up, e.g. at Berlin Humboldt University, Essen-Duisburg University, Bochum University. In addition, Essen-Duisburg University offers a European master's programme in "European Adult Education". There are also correspondence courses in adult education, e.g. at the Technical University Kaiserslautern, aiming at people who work in the field of adult education already or the correspondence course of the German Protestant Adult Education Association (*Deutsche Evangelische Arbeitsgemeinschaft für Erwachsenenbildung, DEAE*), which is offered for career changers who would like to work for Protestant adult education.⁸

In addition to the university programmes mentioned, centres of scientific further education, e.g. at Bremen university, also offer initial pedagogical qualification. As far as initial vocational qualification of educational personnel is concerned, the individual responsible organisations play a decisive role as well as their governing bodies like the state associations of the community adult education centres (*Volkshochschulen, VHS*), which sometimes have their own courses for initial pedagogical qualification.

⁶ Interview with a representative of the Ministry of School and Further Education of North-Rhine Westphalia on Sep 25, 2007.

⁷ See: URL: <http://web.uni-bamberg.de/ppp/andragogik/links/links.htm#lsanfang>

⁸ See URL: http://www.abpaed.tu-darmstadt.de/arbeitsbereiche/eb/downloads/Aktuelles_Fernstudium.pdf

To increase the transparency of different trainings and providers, the German Institute for Adult Education (DIE) established a database, listing the range of service offers provided all over Germany, which for the first time allowed a systematic research on the trainings offered.¹⁰

2. Non-vocational adult education providers

2.1 Types of providers

The structure of adult education in Germany is differentiated and pluralistic. A variety of institutions provide adult education options among which are community adult education centres (*Volkshochschulen, VHS*), employers/enterprises, private/commercial providers, organisations run by churches, institutions for higher education, federations, academies, charities, political foundations, trade unions, employers associations, institutions for distance-learning, chambers of commerce, chambers of crafts, and smaller alternative associations. It is important to note that it is not possible to clearly distinguish between vocational and non-vocational adult education institutions (see Faulstich 2004). The concept of Life-Long Learning makes the delimitation between general and vocational adult learning (further education) very difficult in certain areas, above all as soon as elements of general education (literacy, numeracy, handling of new technologies, languages, higher order competencies, ability and willingness to learn etc.) are relevant for the vocational field as well. The distinction between initial training, general adult education and further education thus increasingly lose their convincing power. As the emphasis of this project is, however, on general adult education, we have tried to consider this problematic differentiation between general and occupational adult education as far as possible. In the sense of this study, general or non-vocational adult education means the formal and informal adult learning with no direct link to the labour market.

Despite efforts to collect nationwide data on adult education, the current situation regarding the available data is not satisfactory (see Meisel 2006, 7). There are no common criteria for collecting data in all *Bundesländer* and some *Länder* have not even established a duty to report on the situation of adult education. However, there are some sources that do provide data on the situation of adult education. These include:

- The Continuing Education Reporting System (*Berichtssystem Weiterbildung*)¹¹ which has been issued regularly between 1979 and 2006 by the Federal Ministry of Education and Research (BMBF);
- The Integrated Statistics on Continuing Adult Education (*Weiterbildungsstatistik im Verbund*)¹² published by the German Institute for Adult Education (*Deutsches Institut für Erwachsenenbildung, DIE*);
- Reports on continuing education issued by the federal states; and

¹⁰ see [URL:http://www.die-bonn.de/qualidat/](http://www.die-bonn.de/qualidat/)

¹¹ The Continuing Education Reporting System collects data on the basis of representative surveys concerning the participation in adult education as well as on the structures of adult education provision on a national level. However, it does not include any information regarding the number of adult education professionals or their qualification or socio-demographical characteristics.

¹² This report, published on a regular basis, includes statistical data on five institutions for adult education that are particularly important for the non-vocational sector.

- Data published by some of the providers' associations, e.g. statistics from the German Adult Education Association (*Deutscher Volkshochschulverband, DVV*) or the German Protestant Adult Education Association (DEAE).

a. Adult education organisations in Germany – general information

According to the Continuing Education Reporting System 2006, the proportion of attendances in non-vocational adult education among each of the *main providers* can be presented as follows:

Adult education institutions	Percentage of all attendances in cases of non-vocational education ¹³ (2006)
Community adult education centres (VHS)	26%
Private providers	13%
Associations (not professional associations/ unions)	9%
Employers / enterprises	8%
Church institutions / sites	5%
Charities (not church-related)	5%
Universities and polytechnic institutes of higher learning	3%
Academies	3%
Professional associations	3%
Political parties and related political foundations	2%
Trade unions	2%
Miscellaneous (employers associations, institutes for distance learning, chambers of crafts, etc.)	5%
Others	12%

Table 1: Attendances in non-vocational adult education (source: Berichtssystem Weiterbildung 2006)

Unfortunately, these statistics do not contain detailed information on which organisations are attributed to the individual categories of the providers. Therefore, it remains unclear, for example, which organisations have been included in the category “not professional associations”. In addition, some of the organisations have apparently not been included in the national data because they are not part of the bigger associations (see below).

Based on statistics from the Integrated Statistics on Continuing Adult Education (*Weiterbildungsstatistik im Verbund*) as well as on statistics of the individual non-vocational adult education providers associations (*Trägerverbände*), the following absolute figures convey some of the most important federal associations, their member organisations, and the seminars provided as well as attended:

¹³ Attention should be paid to the fact that these figures are the result of a survey focusing on the perspectives of those attending the adult education institutions. Their attendance was categorised as “non-vocational” in the cases in which the respondents, who had participated in an organised educational activity, indicated that their participation was not motivated due to vocational reasons. The adult education organisations themselves, however, apply different criteria in their statistics. This is why data on cases of attendance, which are issued by some of the associations, do not coincide with the figures in the Continuing Education Reporting System.

Federal associations	Member organisations	Number of seminars	Number of attendances
German Adult Education Association (DVV) (umbrella organisation of the community adult education centres)	984 (VHS-Statistik 2006: 978)	571,363 (VHS-Statistik 2006: 636,000)	6,987,169 (VHS-Statistik 2006: 8,900,000)
Catholic Federal Adult Education Association (KBE)	718	88,630	1,823,450
German Protestant Adult Education Association (DEAE)	488	64,740	1,336,880
Association "Work and Life" (<i>Arbeit und Leben</i>)	141	7,510	124,735
Association of German Educational Institutions (<i>Arbeitsgemeinschaft deutscher Bildungsstätten</i>)	100	2,917	66,590

Table 2: Total number of seminars and attendances in adult education for some of the most relevant providers of non-vocational adult education (source: Weiterbildungsstatistik im Verbund 2004)

The most important non-vocational adult education providers – based on the number of attendances – consist of the community adult education centres (see BMBF 2006, 296). The second largest public non-vocational providers are the church-founded associations, which are assembled in two umbrella organisations: the Catholic Federal Adult Education Association (KBE) and the German Protestant Adult Education Association (DEAE). Little information is available concerning the sector of commercial providers. Due to the variety of providers and the lack of comprehensive statistics, there is no information available regarding absolute numbers of institutions and course provision.

The **financing** of adult education in Germany derives from different sources. This includes public funding (national funding, funding by the *Länder*,¹⁴ the municipalities, and the European Union), private funding through the economy, funding by responsible bodies of the adult education organisations (e.g. churches, trade unions, etc.), as well as participant fees and funding provided by the Federal Employment Agency (*Bundesagentur für Arbeit*). In the year 2000, the national expenditure for the adult education sector in Germany amounted to 36.7 billion Euro, equalling 0.38% of the national household. This is far less than the national expenditure on elementary education (1.43%), higher education (3.18%) and schools (7.53%) of the national household (see Nuissl/Pehl 2004).

¹⁴ The regulations of public funding by the *Länder* depend on the respective Further Education Laws (*Weiterbildungsgesetze*). The amount of adult education public funding contributed by the *Länder* therefore is not unitary, but varies between the different *Länder*.

b. More detailed information on different providers

Community adult education centres (*Volkshochschulen, VHS*)

Approximately 980 community adult education centres (VHS) are organised within the German adult education association (*Deutscher Volkshochschulverband, DVV*). They are the most significant providers of non-vocational adult education in Germany (see BMBF 2006, 296). More than half (56%) of the adult education centres (VHS) are funded publicly, the responsible body being the municipality (see VHS-Statistik 2006, 60). Another 33% of all community adult education centres are registered associations, while also maintaining strong links with the municipalities.

Objectives: The VHS are obliged by the Further Education Laws (*Weiterbildungsgesetze*) of the federal states (*Länder*) to provide a variety of options and services to all citizens, enabling them to participate in the democratic community (see Dohmen 1999, 457). The VHS have an integrative function: they aim toward the social inclusion of citizens of different age, gender, social and cultural backgrounds and different income brackets.

The VHS receive **funding** by the federal government (*Land*), the municipality, third parties, e.g. the Federal Employment Office (17.9%), and increasingly they are being financed in part through participant fees (39.3%), according to VHS-statistics (Pehl/Reichart/Zabal 2006). The percentage of funding by the municipalities in relation to public funding in total (52.1%) is almost twice the amount of funding provided by the *Länder* (26%).

The community adult education centres (VHS) have to provide a broad variety of **thematic fields** due to their public educational duty. These include: languages (40.6% of all seminars, marking the largest thematic field), health-related issues (18.2%), further vocational education (16.2%), culture and creativity (11.9%), basic education/school degrees (8.9%), and political education with 4.2% (VHS-Statistik 2006, 9).

Regarding **didactic formats**, the VHS offer weekly courses, single events (one-day-seminars, weekend courses, one-week-seminars) and study trips, the most common format by far being courses/seminars (90.1%).

Target groups: According to their public obligation to provide learning opportunities to all citizens, the VHS address a very diverse public. Besides the general offers open to everybody, the VHS located in urban areas also provide targeted course offers to particular groups, e.g. women, immigrants, illiterates, people with special needs, jobless people and elderly citizens (VHS-Statistik 2006, 11).

Denominational adult education /Adult education run by the churches

Denominational adult education providers are organised in two umbrella organisations: the Catholic Federal Adult Education Association (KBE) and the German Protestant Adult Education Association (DEAE). These two associations are the second largest (KBE) and third largest (DEAE) providers of public adult education in Germany. Approximately 720 institutions are associated with the KBE and about 490 belong to the DEAE.

The **institutional structure** of denominational adult education is complex and organised in a decentralised way. Residential education centres, academies, regional family education centres and education services (*Bildungswerke*) are among the providers of church-related adult education. The Catholic associations are mostly registered associations (65%); 27% are statutory corporations; 1% are privately owned; and 7% have a different legal status. The majority of Protestant educational institutions (77%) are statutory corporations; 17% are registered associations; 6% obtain the status of a limited company or are privately owned;

and 1% make up foundations under private law (see Weiterbildungsstatistik im Verbund 2004, 45 ff.).

Objectives: Denominational adult education providers perceive themselves as being part of the public education system and as part of the pluralistic adult education sector. It is aimed with denominational adult education to provide orientation to individuals and to enable them to participate actively in social institutions (family, occupation, church) as well as to widen the possibilities of acting responsibly in society. Denominational adult education is characterised by a holistic idea of man and respective values (see Heinz 1999, 462).

To a large extent, denominational adult education is **funded** by the *Länder* (46.2% KBE and 73% DEAE). Further funding sources include public national funding (10.2% KBE, 3.0% DEAE), funding by the federal employment agency (10.2% KBE, 0.3% DEAE), funding through the municipalities (6.9% KBE, 19.3% DEAE) and by the European Union (4.4% KBE, 6.8% DEAE) (see Weiterbildungsstatistik im Verbund 2004, 45ff.).

The **contents** of adult education courses offered by church associations include a broad range of thematic fields in general and political education, which aim to highlight meaningful ways to live one's life and to ensure social participation. Courses in the field of theology, spirituality and philosophy are among the course options, as are courses dealing with socially and politically relevant issues, e.g. the globalised economy, ecological issues, technological change, the European unification process, gender relations and interfaith dialogue.

Denominational adult education is open to the general public. Main **target groups** include families, parents and single parents, stakeholders in education and teaching, senior citizens, children and teenagers.

Adult education run by the trade unions

The **organisational structure** of adult education courses run by trade unions is very differentiated. Responsible bodies are, among others, the Federation of German Trade Unions (*Deutscher Gewerkschaftsbund, DGB*) as well as individual unions, social education services (*Bildungswerke*) and related associations. Since the structure among trade union-run adult education providers is very diversified, there are no official numbers on the total scope of services and attendances. In contrast to other provider sectors, a federal wide umbrella organisation for educational institutions run by trade unions does not exist. Some trade unions have educational secretariats or sections, or operate education services on a regional or federal level, providing individual programmes. The Federation of German Trade Unions (DGB) has also created a particular education service association for measures on vocational adult education. DGB and the German Public Employees' Academy (*Deutsche Angestellten Akademie, DAA*) provide courses on the local and regional as well as federal levels.

Objectives: Adult education courses run by trade unions aims at the individual and collective emancipation of humans. Political education shall enable people in dependent employment relationships to stand up for their collective and individual concerns in their working life and in society (see Derichs-Kunstmann 1999, 472f.). Accordingly, the traditional (though, not exclusive) target groups of adult education courses run by trade unions have been trade union members and related functionaries/officials.

The scope of **themes**, which had originally been focussing on questions regarding the concerns of work councils and trade union officials, was extended in the 1980s to other issues, e.g. new information technologies, ecological issues, questions concerning the global

economy and also courses focusing particularly on women's concerns in working life, and in society in general (ibid).

The range of adult education courses run by unions today covers issues, on the one hand, which are targeted on the functions of work councils and trade union representatives (e.g. labour law, labour relations at the workplace, social law, new media in committee work and public relations for work councils). On the other hand, it includes topics related to working life in general (e.g. work and health, planning and organising work, cooperation between enterprises), in addition to up-to-date socio-political issues, such as the impact of the European Union on trade unions, ecological and technological issues, and new forms of interactive communication.

The trade unions provide weekly evening courses, one-day seminars, weekend courses as well as seminars extending to one or more weeks, which are partly carried out in residential centres run by the educational services.

Association Work and Life (*Arbeitsgemeinschaft Arbeit und Leben*)

Work and Life is a political education organisation that is run by trade unions and adult education centres (VHS). It supports more than 140 institutions nationwide, 66.7% of which are recognised associations. Others are owned privately (1.1%) or have a legal status as a non-profit organisation (4.6%, see *Leistungsportrait 2004*¹⁵). In 2004, Work and Life carried out approximately 7,500 events, reaching about 134,000 participants.

The institutions run by Work and Life receive public **funding** (50.4%); they also obtain participant fees (13.4%); and 13.4% of their financial budget is generated from contract provision measures (ibid).

Objectives: Work and Life aims at promoting a democratic culture based on the principles of social justice and equal opportunity. They seek to create opportunities to impart knowledge to people, to promote critical thinking in forming opinions and in decision-making, and to foster social participation (ibid.). Those involved shall be enabled to participate in decision-making, in shaping society and in standing up on behalf of their concerns.

Formats: Work and Life provides courses, seminars and training courses (84.9%), followed by single events (7%), study trips (3.9%) and other learning formats (4.2%) in the scope of political education, including work-related issues as well as socio-political themes, such as global and economic development, migration, gender relations, ethical concerns, environmental questions, health-related issues and media education. Work and Life also addresses different **target groups:** employees, apprentices, unemployed, people working in precarious conditions, migrants, senior citizens and those active in work council committees.

Private/ commercial providers

The situation of adult education in the private and commercial sectors in Germany is not very transparent. The scope of commercial providers is wide, especially in larger towns and cities, and it can hardly be systematised (see Kade/Nittel/Seitter 1999, 141). It is particularly difficult to distinguish professional providers who regard the organisation of continuing education as their main purpose, from providers who offer a range of services in the field of education, therapy and recreational activities, with adult educational opportunities only being one of their services.

¹⁵ URL:<http://www.arbeitundleben.de>.

Approximately 500 commercial providers are organised in the association of German Private Schools (*Verband deutscher Privatschulen, VDP*). They maintain about 2,000 institutions nationwide, 800 of which are focused mainly on adult education (see BMBF 2004). The providers are organised in different legal types, e.g. as limited companies or registered associations.

Among the commercial providers, the language schools hold a special role – due to their high volume of course provision and the fact that they operate partly on an international level (see Kade/ Nittel/ Seitter 1999, 140f.).

With regard to the main contents of commercial adult education, four main fields can be distinguished: languages, economics (IT-trainings, secretarial office management trainings), natural and technical sciences, and healthcare (see BMBF 2004, 12).

Further providers

As already mentioned, the institutions described above are not the only providers of adult education in Germany. Further relevant organisations particularly active in the sector of non-vocational adult education include (among others) three distance-learning institutions (e.g. the Fernuniversität Hagen is one important provider), five foundations run in cooperation with the main political parties, and a number of continuing education sections in universities. Moreover, there is a number of associations with smaller institutions, most of which derived from the new social movements of the 1970s (e.g. the Association of Education Initiatives in Lower Saxony, VNB¹⁶) and provide general and political adult education.

2.2 Emphases and shifts of adult learning activities within these providers (content, professional roles, didactic formats)

Based on quantitative data available, no important shifts affecting the non-vocational adult education staff can be observed in the last 5 years as far as the **contents** of adult education are concerned. The Continuing Education Reporting System (CERS) 2006 detects a decline in attendances in the field of IT/ computing (-5%), whereas the number of attendances in health-related issues and sports have increased by 2% in comparison to the year 2000 (see CERS 2006, 304).

With regard to the most common **didactic formats**, some shifts can be detected which have affected parts of the staff. One future trend is seen in the increase of modular and multidisciplinary learning (see Meisel 2006, 3). An additional trend is related to the implementation of e-learning and blended learning. E-learning and blended learning are relevant as relatively new didactic formats which have become particularly relevant for vocational adult learning. At the moment, the didactic formats of e-learning and blended learning are mainly used in IT and language learning. Consequently, media competencies are becoming increasingly important for staff members working in the respective fields of adult education. There is presently no common judgment among the employees in the field of how these methods of learning might affect the general adult education. Whereas some of the organisations in the field of political and union education and in parts also the community

¹⁶ URL: <http://www.vnb.de>.

adult education centres¹⁷ consider the media-supported forms of learning to be an important new field and also establish these forms systematically, other organisations have a rather skeptical opinion of learning based on new media.¹⁸ The skeptical ones point at the close limits e-learning and blended learning have for educational processes because of the lacking chances to communicate directly.

The most important challenges affecting the staff in adult education are shifts in **professional roles**. Although there is still little empirical research into the effects of these changes¹⁹ and the ways pedagogical staff respond, there are some explorative studies which allow some insight into trends and tendencies (see Klein 2006, 3).

The empirical data on new requirements for pedagogical staff in adult education suggest that the requirements/tasks have become more diverse and more demanding (see Kraft 2006, 19). According to a survey conducted by the German Institute for Adult Education (DIE) among staff in community adult education centres and church-related education centres, a majority of respondents indicated that the only task that had not increased in importance was teaching. All the other fields of activity had gained in significance, particularly marketing activities and public relations (see Gruber/ Harteis/ Kraft 2005, cited by Kraft 2006). Regarding the full-time employees, economic and managerial skills are becoming increasingly significant.^{20 21}

One of the main changes experienced by pedagogical staff, especially teaching staff, concerns the increased expectations to respond to individual learning presuppositions and requirements. According to prominent constructivist theories of learning, learners are not to be viewed as objects of instruction, but as subjects of their own learning activities (see e.g. DIE 2002).

Connected with this, an increased importance of self-directed learning has been observed on the one hand, including the creation of new learning arrangements and “architectures of learning”. These may also involve the integration and diversified use of new media in the practice of learning.²² The change in perspective with respect to facilitating learning activities is also reflected through a growing interest of the educational staff in theories and practical approaches towards self-directed learning (see Gieseke 2005). On the other hand, this tendency is framed by the growing demand for and importance of counselling and guidance

¹⁷ The community adult education center VHS A, for example, works systematically with individual, media-based learning forms and aims to open up further parts of their program to it (see interview with the VHS A on Sept 14, 2007).

¹⁸ Interview with the head of the residential education centre C on Oct 1, 2007.

¹⁹ Debates on a new culture of teaching and learning, which have been debated very intensely in the adult education sector, do not in the first place relate to empirical insights. Rather, they describe perceived changes and, at the same time, point out the necessity of these changes on different levels (see Nolda 2001, 127).

²⁰ In the field of church-based adult education, in which full-time staff members have traditionally also represented certain issues and topics, the employees concerned regard this as treachery on their professional identity (see interview with a representative of the Association of Protestant Adult Education of Bavaria (aeeb) on Sep 25, 2007).

²¹ A project currently being carried out by the Catholic Federal Adult Education Association (KBE) proves that there is a considerable demand for further training in the field. The “economic skills for pedagogic staff” project is funded by the BMBF and addresses the managerial personnel that have not had any kind of preparatory business economic training. The offer has met with an enormous response (interview with a KBE representative on Sep 24, 2007). URL: <http://www.kbe-bwl-kompetenz.de/>

²² Further training concepts are already being developed, e.g. the Technical University of Dresden and the German Institute for Adult Education (DIE) are currently working on a concept to use blended learning and virtual learning environments in language courses. See URL: <http://www.die-bonn.de/projekte/laufend/projekte.asp?projekteid=174>

to accompany learning processes adequately.²³ Accordingly, the emergence of a range of new “labels” for the educational staff (such as moderator, learning facilitator, coach, initiator, supporter, learning guide) indicate a change in perspective: moving from teaching towards facilitating, supporting and moderating the activities of the learners (see Faulstich 2003, 2; Heuer 2001).

Further gradual changes which have already had an impact on adult education and will continue to do so concern the **target groups**.²⁴ Demographical change and an increasing heterogeneity of the cultural and social backgrounds of participants impact adult education as well: they result in a diversification of target groups with different needs and expectations and an increasing number of elderly learners.²⁵ It may be assumed that these changes do have significant effects on the situation of adult educational staff on every organisational level. How these changes are experienced by staff in their everyday work and how institutions respond to these challenges (e.g. by training staff), however, still needs to be examined in further detail.

In addition, as experts of church-organized adult education pointed out in two interviews, participants generally show a remarkably improved awareness of quality, which is associated with increasing requirements of the teachers’ didactic-methodological skills.²⁶

3. Adult learning staff

3.1 Positions, tasks and roles of staff within providers

According to the language use of the main adult education providers, many different names for the educational staff in adult education are being used. The community adult education centres use the terms: full-time pedagogical/ educational staff member (*hauptamtliche pädagogische Mitarbeiter/in*) and lecturer (*Dozent/in*), the trade unions speak of teamers (*Teamer*) and instructors/abstractors (*Referent/in*), and in company-based continuing education, the terms trainer (*Trainer/in*) and education manager (*Bildungsmanager/in*) are widely used.

Based on adult education literature, four main profiles for adult education professionals can be identified:

- **Full-time adult education manager** (*LeiterIn einer Einrichtung*)

Adult education managers are responsible for running and representing the adult education institution in public. Their main tasks include marketing, public relations, controlling, human resource management and development, quality assurance,

²³ In the field of political education for example, there is a noticeable higher demand for forms of self-organised learning, even though the learners might not always be sufficiently competent (see interview with Arbeit und Leben B representative on Sep 28, 2007).

²⁴ See e.g. Report 2/2006 on the topic of migration and adult education. For change in social milieus and the effects for adult education, see e.g. Barz 2000; Bremer 1999; Tippelt/Hippel 2007; Tippelt/Barz et al. 2007 and also chapter 6.2

²⁵ For aging and learning, see e.g. Kade 2007.

²⁶ Interview with representatives of Catholic Federal Adult Education Association (KBE) Sep 24, 2007 and Association of Protestant Adult Education of Bavaria (aeeb) Sep 25, 2007.

coordination of different fields of responsibility, networking and acquisition of financial resources.

- **Full-time pedagogical/teaching staff members** (*hauptamtliche pädagogische Mitarbeiter/innen*)

A full-time pedagogical/educational staff member is involved in organising activities and is responsible for the planning and scheduling division on a macro-didactic level. This includes programme-planning (checking the demands, analysing target groups, planning the range of course offers), implementing the programme (organising the seminars and/or putting projects into practice) and evaluating. Additionally, their field of responsibility also covers the selection, guidance, counselling and capacity-building of teaching staff. A further relatively new responsibility of the full-time pedagogical staff members, which was mentioned in all the institutions interviewed, is the market analysis and the well-directed development of offers for the municipalities, companies, and individual people. This request-oriented development of offers adds increasingly to the regular programme planning.

- **Part-time and freelance teaching staff members/course teachers** (*Kursleiter/innen*)

Their fields of activity concern the organisation and facilitation of adult learning activities on a micro-didactical level. Their tasks include preparation of learning material, didactical planning, media planning, teaching, moderating, counselling and guidance for learners, as well as the evaluation and controlling of learning results (see Nuisl 2005).

- **Full-time administrative staff member**

Administrative tasks and registry are the core tasks of the administrative staff members (and house personnel at academies and residential adult education centres that offer overnight stays).²⁷

When reading the descriptions above, three things have to be considered. First of all, the descriptions of the fields of responsibility and activities are not based on systematic empirical findings, but on a theoretical model of division of labour, which was introduced in the 1970s for adult education. This organisational model is still valid for most of the community adult education centres. However, this clear division of work is not necessarily in place in many other adult education institutions. Depending on the size of the organisation, the staff may take on mixed responsibilities.

Secondly, in residential adult education centres and academies (*Heimvolkshochschulen, Akademien*) responsibilities are shared differently. The division of tasks between full-time educational staff and part-time teaching staff is not as rigid – the professional responsibilities of the planning and scheduling division as well as the management positions, also regularly include tasks (teaching, counselling, etc.) to be carried out on a micro-didactic level.

Thirdly, there are findings which suggest that the responsibilities of adult education staff are more differentiated than the model introduced above allows – for example, in regard to the

²⁷ Yet, it may be assumed that the activities of administrative staff cover more than purely administrative tasks. For example, Klaus Meisel (2006) proposes that administrative staff members are also often active in providing guidance and advice to participants. The German Institute for Adult Education has been carrying out the project “Professional Administrative Support for Adult’s Learning” in order to define the actual fields of activity and find out about further training needs of administrative staff. They assume that administrative staff members take on positions at the interface of personnel involved in teaching, planning and managing (see <http://www.die.de>), see also question 7.

field of counselling and guidance²⁸ or support positions. While support activities have gained importance in the framework of self-directed and lifelong learning, support has not been part of an institutionalised competence profile as of yet.

As a trend of the past few years, **project management and network management** was another job profile the interviewees named. This profile covers the management of networks (consisting of institutions, companies and civil organisations), the evaluation of European cooperation and national joint networking, monitoring of national and European sponsoring programmes, editing project proposals, fund raising, and company counselling in skill planning (see interview report AuL B). This job profile has emerged in the past five to ten years and may well gain in significance, considering the increasingly project-oriented support of adult education.

3.2 Background characteristics of staff (gender, age, level of qualification, working experience)

In the following section, we are referring a great deal to the findings of the research done by the Institute of Economy and Research (*Institut für Wirtschafts- und Sozialforschung, WSF, Köln*), to which it was assigned by the BMBF in 2005.²⁹ The data was based on sampling 1531 adult education providers³⁰ and 4847 interviewees working for them, either teaching, counselling, or planning (WSF 2005).³¹ Therefore, the study's findings are more compelling than the results of those three interviews we did ourselves. However, it will become clear if the findings of the interviews agree or disagree with the ones of the WSF study. The interviews provided information on the background characteristics of staff mainly for the salaried employees whereas systematic information on the freelance staff was not accessible.

Gender

As far as the gender relation of the staff in adult education is concerned, the WSF research – like other statistics – concludes that the percentage of women slightly exceeds that of men: 53%. The percentage of women is higher in the states of former West Germany than in the former East German states: 55% west compared to 45% east. The numerical proportion of female staff varies according to provider segment.

²⁸ In the first place, information and guidance signify an integral part of the pedagogical reality in institutions or adult education activities. However, counselling and guidance are not an established profile in their own, but counselling and guidance activities are carried out by different actors: in many community adult education centres, initial information and advice on the choice of seminars is provided by part-time employees or by administrative staff. Counselling and assessing participants for language courses, for instance, is generally provided by the language teaching personnel. Counselling specific target groups with learning difficulties, also touching on personal matters, may be provided by social pedagogues working part-time for the institution. Apart from this, in some larger cities, there are also independent information centres (*Weiterbildungsberatung*) that aim to inform and advise people on the possibilities of (continuing) education, intending to make the local range of adult education providers more transparent.

²⁹ Nonetheless, it is the most recent and comprehensive research of the further education personnel's situation in Germany, which is why it is referred to here.

³⁰ The institutions included in this survey provide both general and vocational further education offers.

³¹ The survey is focused on the full-time and freelance teaching staff and therefore does not contain any information concerning the administrative staff.

With respect to the respective job position, men and women are almost equally represented in full-time and part-time positions, whereas women are significantly over-represented among the full-time freelance staff, adding up to 63% (WSF 2005).

The percentages of women in the institutions interviewed by us are 60% (AuL B), 78% (HVHS C), and 80% (VHS A), which is significantly higher than the ones of the WSF study. The numbers of the three institutions, however, refer to the pedagogical and administrative personnel in permanent positions only.

Age

According to the WSF-survey, the average age of the adult education staff in 2005 was 47. The 41 to 50-year-olds make the largest group of the adult education staff, followed by the 51 to 65-year-olds and the 31 to 40-year-olds. In contrast to that, only 7% of the pedagogical staff is under 30 and 5% over 65 years old (see WSF 2005). The ones over 50 are over-represented among the volunteer staff: 55% of all the volunteers are older than 50.

Speaking of the types of responsible bodies, the mean age barely differs. On average the community adult education centres and the institutions run by the churches employ a slightly older staff (age 49 average) than the other responsible bodies interviewed.³² The mean age of the women working in adult education is slightly lower at a 45.1 than the men's 48.9.

These figures more or less correspond to the ones in our interviews: In two of the institutions interviewed, the percentage of under 30-year-olds was 10%. There was not even one person younger than 30 in one of the institutions (AuL B). Most of the staff members are between 30 and 50 years old. In two of the three institutions there was a 20% over 50-year-olds, ranging at a 47% in one of the institutions (AuL B). Again, all the figures refer to the salaried full-time employees. Freelance staff has not been included because there was no statistical data.

Level of qualification

The personnel dealing with adult education is usually highly skilled. 80% of the freelancers are even university graduates (see WSF 2005). Twenty-six percent of the respondents had some other specified job qualification and only 1% had no vocational qualification.

Educational staff in adult education institutions, whether full-time or part-time-employees, have a broad range of pedagogical qualifications: 19% studied to be teachers in school; the same percentage finished a pedagogical study course; 21% participated in a training offered by the institution for which they worked; and 28% took part in a pedagogical training of a different kind. 34% of all respondents had no pedagogical qualification (see WSF 2005).

The percentage of the full-time employees who hold a pedagogical degree in teaching studies or pedagogics is 19% resp. 24% and is thus higher than the 16% part-time employees. Twenty percent of the full-time freelancers have a pedagogical university degree (see WSF 2005).

³² Among other reasons, the large number of volunteers working for church-based institutions might account for that.

Academic degree			Training offered by provider organisation	Other pedagogical training	No pedagogical qualification
73%	of whom graduated from studies for teaching in school	of whom graduated from educational science studies	21%	28%	34%
	19%	19%			

Table 3: Pedagogical qualifications of educational staff (responsible for planning, teaching, guidance, counselling) in adult education institutions (Source: WSF 2005)

Our own interviews correspond to the image of the high qualification standards of the adult education staff members: The salaried full-time employees of all the institutions interviewed had an academic degree as well as pedagogical qualifications. Regarding the qualifications of the freelancers, the data at hand does not provide definite figures. However, the HVHS C as well as AuL B claim that an extraordinarily high percentage of the freelance teaching staff and counsellors are highly skilled, some of them having done several additional vocational training courses. In the interview with the VHS A they pointed out that because of the high percentage of native speaker language teachers, a considerable number of the freelancers obtained qualifications or degrees abroad, which are not accredited in Germany (see also the case study of the Course Teachers Academy).

Work experience

According to figures of the WSF study, the mean starting age for adult education work is 34.2. On average, full-time employees, salaried as well as freelance staff members, start their careers slightly sooner at 32.6 than part-time employees at 35.3 (ibid.). The volunteers start their work in adult education at the oldest age: 36.9. This indicates that many of the staff members have either gained working experience in some other field or have taken part in additional trainings prior to their entry into adult education. Without exception the interviews also prove that most of the pedagogical staff members started their careers in adult education after they had gained working experience in other fields for 5 to 15 years, employees and freelancers alike.

According to the WSF study, the mean job tenure of the staff working in adult education was 12.8 years at the time of the interview onset. The volunteers had been working in adult education for the longest period of time - for 15.7 years. In general, the length of stay in adult education is relatively long: 44% of the staff had been working in the field for 10 years, only 23% had been in adult education for less than 5 years at the time (WSF 2005).

3.3 Employment situation of staff

Appointment (permanent, temporary, freelance, voluntary)

The **employment situation** of staff in adult education institutions can be summarised as follows: only a small percentage of staff has a permanent working contract, most of whom are either full-time educational staff or personnel working in the administration. A majority of the teaching staff work on a freelance basis and is paid by the hour.

The WSF-survey which highlights the total number of employment relationships (including voluntary staff) concludes that only 14% of all working contracts were subject to social insurance contributions, 11% of which were permanent contracts. In the former East German states, the number of contracts including social insurance contributions was almost twice as high as the percentage in the former West German states - 23% compared to 12%.

74% of all jobholders were working as freelancers, nearly half of whom were employed by more than one provider. 10% were volunteers and 3% had a different occupational status (see WSF 2005). The proportion of each status group varies according to the different providers. For example, the percentage of voluntary staff in institutions run by the churches (31%) is higher than average.

These findings correspond to the results of the interviews with the VHS A and AuL B: At the VHS A 1200 course teachers work on a freelance basis, which is 93% of all the employees and 85% of the 90 full-time employees have permanent contracts.

AuL B has 15 full-time employees, of whom 73% have permanent contracts and 70 people are additionally working as freelance staff members.

The proportions of the HVHS C are somewhat different due to the fact that the pedagogical staff members and the director conduct courses as well. About 33% of the seminars are held by the pedagogical staff themselves, 49% of the seminars are held by external staff in cooperation with permanent staff members. Just 17% of all seminars are conducted by external (freelance) staff only. All of the 27 employees have permanent contracts.

	total	VHS	Churches	Chamber of commerce/ crafts/ employers	Trade unions	Other associations	Other public institutions	Other foundations	Other enterprises	other
Contracts subject to social insurance contributions	13,9%	4,2%	4,9%	15%	18%	14%	21,2%	17%	22%	16,7%
Freelance personnel	73,8%	92,3%	62,3%	78,4%	68,8%	70,3%	70,2%	72,8%	67,6%	73,4%
Voluntary staff	9,5%	2,8%	30,7%	4,8%	10,6%	9,1%	4,9%	6,8%	7,0%	5,3%
Other	2,9%	0,8%	2,1%	1,8%	2,6%	6,5%	3,7%	3,4%	2,5%	3,9%

Table 4: Employment status of staff working in adult education institutions (source: WSF 2005)

In the WSF survey about a quarter (23%) of the interviewed freelancers are referred to as full-time freelancers, which means they do not have any other employment in addition to the adult education job. Two thirds (63%) of them are women. This is close to our VHS A response, about 20% being full-time freelancers.

Working hours

Representative information on the working hours of the respective personnel groups in adult education is non-existent. According to the WSF survey, about two thirds of the positions consist of either fixed working hours (37%) or refer to courses that take place on a fixed amount of hours per year (27%). Of all the positions 36% refer to courses that take place on an irregular basis. Ninety percent of the salaried employees hold contracts based on a fixed number of work hours, whereas only 24% of the freelancers and 18% of the volunteers do.

Our own interviews showed that nearly half the personnel of all three institutions work full-time (VHS A 50%; AuL B 47%; HVHS C 44%). Thirty-five percent of staff members work part-time (100-60%) at the VHS A, 53% at AuL B, and 11% at the HVHS C. An additional 15% of the VHS A personnel and 30% at the HVHS C work part-time (at 60 to 20%). These figures refer to salaried permanent employees only. As far as the freelance personnel is concerned, there is no data indicating how many people work on a full-time basis.

Salary

There are no official figures regarding the pay and the financial situation of adult education staff (see Bundesdrucksache 16/6077). The full-time pedagogical and administrative staff members' salaries usually correspond to agreed contracts. In contrast, the freelancers' wages do not correspond to any agreed scale.

Although there have been no empirical data collected systematically on the wages of freelance teaching staff, some reports state that the hourly wage is, in part, less than 10 EUR Euro after taxes have been deducted (see Abicht 2005). A wage table by the ver.di union, which is not representative as only 136 took part voluntarily, shows that most hourly wages are between 15 and 20 EUR.³³ The wages differ depending on responsible body, region, and teaching contents.

The findings of our own interviews partly back these results: The mean hourly wage for course teachers at VHS A is 19 EUR and 20 EUR at the HVHS C, whereas staff members of AuL B are paid 350-550 EUR for a full-day seminar, depending on the subject, which would be 50 EUR an hour if the rate was 400 EUR.

There are numerous indications suggesting that the financial situation of full-time freelancers in particular is precarious. The interviews back this assumption. Currently, the public is predominantly debating the insufficient pay of teachers working in nationally financed vocational training measures and integration courses (see ZEIT, Aug 16, 2007). The course teachers that are conducting integration courses are now fighting for minimum wages.³⁴ However, it cannot be assumed that the situation of the freelancers in the general adult education field is any different. The WSF survey, for example, found out that about half the full-time freelancers rate their financial situation to be either barely sufficient (23%) or even very bad (25%) (see WSF 2005). In addition, more than half of all freelancers (55%) were the main earners and two thirds of the full-time freelancers stated to be very dependent on the wages. More often than men women are in an insecure financial situation, which is very alarming considering the high percentage of women among the full-time freelancers.

³³ Figures of the WSF report regarding the monthly household incomes of the interviewees in adult education are: 6% of the interviewees said to have less than 740 EUR a month, 22% of the households had a gross income of up to 1,500 EUR, 30% have up to 2,500 EUR at their disposal, and 44% more than 2,500 EUR. Full-time freelancers are the group that is highly represented in the lower income categories (see WSF 2005).

³⁴ URL: <http://www.netzwerk-weiterbildung.info>

Part-time freelancers, on the other hand, rely less on the wages earned in adult education: only a quarter of them stated that this income was existentially relevant.

Other terms and conditions of employment

Whereas those employees in adult education who have contracts subject to social insurance contributions automatically also have statutory pension insurance coverage, the freelancers have to provide for all social insurance plans themselves. At present, there is no compulsory pension insurance for freelancers or the self-employed. Freelancers also have to provide for their health insurance and nursing insurance themselves.

4. The labour market for staff in adult education

4.1 Recruitment of staff (recruitment channels)

According to the WSF survey, there are three options to recruit staff which were all mentioned in our interviews as well: Direct contact between the centre and the potential personnel, proactive applications, and regular job postings.

In the WSF-survey, about half the new entrants in adult education had been directly contacted by the centre. This way of entry is the most important one especially for volunteers and part-time teaching staff: 60% of all contracts are made this way (see WSF 2005).

Thirty-six percent of the contracts are made by means of proactive applications; 46% of the full-time freelancers found their jobs that way. In addition, more than a third (37%) of the salaried employees stated to have obtained their jobs via proactive applications. Only 10% of all contracts were settled on the base of job postings. Predominantly, they affected the salaried employees, 35% of whom got their job because of job advertisements.

Recruitment channels	Staff in total	salaried employees	full-time freelancers	part-time freelancers	voluntary staff
Direct contact	50%	26%	45%	60%	60%
proactive application	36%	37%	46%	35%	23%
regular job advertisement application	10%	35%	8%	5%	4%

Table 5: Recruitment channels (source: WSF 2005)

According to our own interviews, the main recruitment channels for freelance staff are proactive applications and direct contact of teaching staff on the recommendation of another institution. Opposed to that, permanent staff members are most often recruited by official job postings.

4.2 Skills, competences and formal qualification required (demand side of the labour market)

There are no legal regulations regarding the qualifications of adult educational staff in Germany. As already mentioned, the Further Education Laws in the respective *Land* (federal state) contain information on the preconditions to be fulfilled for adult education institutions in order to be formally recognised by the *Land*. In many cases these preconditions require that educational staff members have to be professionally qualified. Yet, it remains open which qualifications should be included and how they should be accounted for.

During the phase of institutionalisation of adult education in the 1970s, recommendations on the professional position of full-time-employed staff in adult education were issued as a result of the Conference of the German Federal State Ministers of Education (*Kultusministerkonferenz, KMK*). They included a division of labour into three types of positions: managers, pedagogical/teaching staff, and pedagogical/teaching assistants, all of which should have completed an academic degree (cf. Federal Agency for Civic Education³⁵ 1999, 290). Today, management and full-time educational personnel are still expected to have an academic degree. Yet, this does not necessarily imply that they possess a degree in adult education or any other pedagogical field.

The requirements regarding **formal pedagogical qualifications** of teaching staff in adult education institutions have not been formalised. There is no coherent, binding framework on qualifications and no regulation for minimum standards (Kraft 2006, 26). Some providers have established an obligation for the teaching staff to participate in a teaching qualification course offered by the responsible body of the provider or a related organisation.

Among the **competencies** generally expected of teaching staff are:

- broad and reliable professional knowledge;
- pedagogical experience/teaching experience;
- assured use of different teaching methods;
- practical-oriented transfer of content knowledge; and
- professional interaction with various people.³⁶

The findings of our own interviews regarding the institutions' expectations from the personnel suggest the following:

³⁵ Bundeszentrale für politische Bildung.

³⁶ This formulation is taken from the homepage of the VHS Frankfurt (see <http://www.vhs.frankfurt.de>). It may be assumed, however, that the skills listed here are relevant from the perspective of other organisations as well.

Profile	VHS A	AuL B	HVHS C
Instructing	technical skills / mediation skills	teaching skills, media skills, didactical skills	technical/subject-scientific skills, methodological/didactical skills, communicative skills
Programme planning	technical skills, analytical skills, cooperating skills	communicative skills corresponding to different target groups, research skills regarding key issues of society, organisational skills	technical/subject-scientific skills, methodological/didactical skills, communicative skills
Management	entrepreneurial attitude / personnel management / mastery of the controlling instruments	communicative skills, economic skills, leadership skills	leadership skills, communicative skills, resource securing skills
Counselling	listening and analysing	n/a	n/a
Support	technical skills, internal and external customer orientation	communicative skills, organisational skills, media skills	independency, information gathering skills, institution-referring skills
Use of media	technical skills, mediation skills	media skills, didactical skills, organisational skills	n/a
Further education	counselling skills, mediation skills	n/a	n/a
Project management	n/a	communicative skills, organisational skills, foreign language skills	n/a

Table 6: Competences expected from staff in adult education

4.3 Discrepancies between supply and demand

As far as this issue is concerned, there are no representative findings as there was no data collected in the WSF survey. Therefore, we will refer to the statements in the interviews only. The VHS A as well as AuL B claim that in terms of the full-time pedagogical staff the supply is higher than the demand. Regarding the administrative staff, both of them state that supply and demand are even. AuL B say there is a shortage of managerial staff and to some extent also of qualified course teachers – in fact, there is strong competition for qualified staff. In terms of the course teachers, the VHS A assumes that demand and supply are almost equal.³⁷ In contrast to the two, the HVHS C reports a shortage of qualified staff with respect to the full-time pedagogical staff and the managerial household personnel.³⁸ Since there is a large supply of freelance course teachers, they see no shortage of qualified staff members.

³⁷ This might be due to the fact that the VHS A operates an academy for the qualification of course teachers (see case study).

³⁸ The HVHS C expects from the pedagogical employees broad common knowledge and technical knowledge of one particular field. According to the director's comment, this combination is not easy to find: Only three of the 160 applications for a vacant position were taken into consideration.

4.4 Attractiveness of the profession

The WSF survey on the professional and social situation of the course teachers in adult education as well as their motivation and satisfaction concludes that the satisfaction is amazingly high, despite partly unfavourable financial and social conditions. Twenty-five percent of the respondents were very content with their situation, 57% content. Fifteen percent said they were less content, and 3% made critical comments (WSF 2005).

There is high satisfaction especially among those who have another different job in addition to the one in adult education. In contrast, the full-time freelancers are much more discontent with their situation, 25% is less content, 9% discontent. Sixty-four percent of the full-time employees are content or very content with their situation, which is less than the part-time staff.

The WSF survey reports that those aspects which generally refer to the possibility to plan and teach independently, a comfortable atmosphere and diversity of the work play an important role in the positive evaluation of one's own job situation. The evaluation of economic factors like potential earnings, pay according to performance, and social security seem to be less important. Full-time staff members, however, rate these factors significantly higher than the other groups (ibid.).

Positive evaluation of the attractiveness of the adult education field was also found in our interviews: The VHS A and the HVHS C clearly judged the attractiveness to be high, not only for the salaried permanent personnel but also the part-time freelance staff. Clearly mentioned is the high degree of independence, self-determination, and a broad scope of course-content decision (the permanent pedagogical staff) and direct positive feedback by the participants (freelancers). The same judgment of the permanent personnel and the administrative staff was found at AuL B. Only the managerial personnel rated the attractiveness slightly lower because responsibility and a high workload do not correspond to their pay.

Nonetheless, the WSF survey also reports a high discrepancy between the staff's expectations of their job situation and reality. Particularly, economic aspects such as potential earnings, security of employment, social security, and performance-based pay are the aspects that are far beyond meeting the expectations. Especially women judged the degree of these aspects to meet their expectations to be very low, which cannot solely be accounted for by their generally higher expectations but might also indicate discrimination in terms of pay (see WSF 2005).

5. Quality management of the organisation (internal and external)

In recent years, many adult education institutions have implemented measures of quality assurance (e.g. DIN EN ISO 9000 ff., EFQM, LQW). Some of them were developed in cooperation with adult education experts and are tailored for educational institutions. In particular, the system of Learner-oriented Quality-certified Further Education LQW, which the government had supported at the introductory stage, seems to have widely prevailed, especially at the community adult education centres. The institutions we interviewed were also LQW certified. Institutions like the German Protestant Adult Education Association (DEAE) and the Work and Life National Consortium (*Bundesarbeitsgemeinschaft Arbeit und*

Leben) are currently implementing the QVB quality assuring system, which was designed particularly for smaller institutions.³⁹

Yet, the impact of quality assurance systems for creating standards for qualifications and competencies of educational staff remains to be examined. One important precondition for this would certainly be involving all levels of an organisation in the quality management process. All the respondents of the institutions we interviewed highly appreciated the implementation process of quality management systems in the institutions, which was very important for quality assurance. However, there were diverging opinions about the importance of human resource development within the quality management systems. On the one hand, the HVHS C stated that systematic management of further education is a major element of quality development. On the other hand, AuL B doubt that and feel that it is rather a question of how each particular institution interprets it and realizes it in its' daily practice.

Further aspects of quality assurance, which were highly rated by all three organisations interviews, include the qualification requirements and selection of staff. Quality requirements of the full-time pedagogical staff differ with respect to each of the three institutions. Whereas the VHS A prefers people holding a university degree in adult education, the HVHS C as well as AuL B also employ graduates with a different study background (political studies, sociology, law, economics). The VHS A and the HVHS C select the appropriate part-time and freelance teaching staff in accordance with specific competence profiles. The HVHS C practically requires some prior pedagogical qualification of the course teachers, whereas the VHS A and AuL B only expect the willingness to do pedagogical training.

All the institutions interviewed commonly maintained that individual career planning as well as the accreditation of skills were regarded to be less important or unimportant. Yet, this is in fact contradictory to the two of the three institutions working with competence profiles.

Forms of quality policy	Role		
	Major	Subsidiary	No (important) role
Requirements to the profession	VHS A AuL B HVHS C		
Recruitment and selection policies	VHS A AuL B HVHS C		
Induction of new staff	VHS A HVHS C	AuL B	
Accreditation of prior learning of staff		VHS A HVHS C	AuL B
Monitoring, internal evaluation, assessment of staff	HVHS C	VHS A AuL B	
External evaluation, registration, certification of staff	HVHS C	VHS A	AuL B
External training of staff	HVHS C	VHS A AuL B	
Internal training of staff	VHS A HVHS C	AuL B	

³⁹ URL: http://www.deae.de/news/Zertifizierung_nach_QVB.pdf

Policies to improve mutual learning in the organisation ('learning organisation')	VHS A HVHS C		AuL B
Peer assessment, communities of practice, professional associations	VHS A HVHS C		AuL B
Career development policies		VHS A HVHS C	AuL B
Registration, certification, accreditation of the organisation itself	VHS A HVHS C AuL B		

Table 7: Forms of quality policy in the tree institutions interviewed

6. Major challenges and initiatives for professional development

6.1 Major challenges

The challenges to be faced with regards to professionalising adult educational staff can be described with regards to both structural aspects and contents of human resource development. Some challenges which seem important – to us or to the experts who have been questioned – are stated below.

a: The contradiction between increasing demands on professionalisation and a decrease of structural reliability

An important precondition for succeeding with professionalisation strategies is clearly marked by the reliability of institutional structures and public funding. However, some of the experts we interviewed pointed out that – due to the financial cutbacks, the reduction of staff and the increase of short-term project-related funding – these structures are seriously in danger. As project-related funding goes along with to a high fluctuation of staff, there are hardly any possibilities for a systematic professional development of staff.

b: The contradiction between increasing demands on quality, on the one hand, and a worsened employment situation for large parts of the personnel on the other hand.

The debate on quality has become a leading discourse in adult education since the second half of the 1990s. Faced with a reduction of public funding and a growing competition of providers in adult education, the institutions are under pressure to ensure and improve the quality of their services.

As widely agreed, teaching staff members have a significant role regarding the assurance of quality within the structure of the adult education organisations as they make up the contact persons for the participants and the representatives of the institution in relation to the clients. The quality of their work is a measure on which the participants judge the quality of the institution as a whole. Therefore, it can be expected that great importance is attached to the quality of teaching, training and capacity-building of the teaching staff.

At the same time, the employment situation for teaching staff has actually worsened dramatically. Financial shortages have led to personnel cuts, financial reductions and a significant cutback of teaching staff loans. This especially affects the growing group of

teaching staff who are working as freelancers and have no other sources of income. Their employment situation has repeatedly been described as precarious. It seems questionable that these conditions could form a promising basis for ensuring quality in adult education. Moreover, in light of low-paid wages and insecure perspectives, it may be assumed that the majority of freelance staff will neither be able nor interested in participating in unpaid meetings or even longer lasting, unpaid trainings (see Federal Agency for Civic Education 1999, 310).

c: The lack of an empirical foundation regarding the fields of responsibility and activity of staff in adult education

As already mentioned, little empirical research data exist on the (changing) fields of staff activity in adult education. This lack of research is worrying, especially with regard to aspects of professionalising the staff. Without knowing which qualifications and skills are necessary in detail, it remains difficult to analyse the needs for capacity-building and for training of staff in adult education. Empirical research on functions and fields of activity and likely changes/shifts of activities would be of great value for the conception of tailor-made training options.⁴⁰

d: The incoherency and lack of comparability of qualifications in the field of adult education

As already mentioned, there is a broad range of ways to gain access to the professional field of adult education. These include academic study courses, postgraduate studies, correspondence courses, qualification programmes offered by adult education providers for their staff, and a variety of trainings offered on the “market” for continuing education. The degrees and certificates which can be obtained are of different value. There is no comprehensive qualification framework setting standards for the educational staff in adult education institutions. The diversity and inconsistency of the range of offers and the lack of transparency concerning the value of certificates make it difficult for individuals as well as for providers to capture the pertinence of each qualification.

e: The lack of clearly stated minimum standards of qualification and skills of educational staff in quality management systems

While many adult education institutions have introduced and implemented quality management systems in recent years, none of these systems clearly state what the minimum requirements regarding the qualification of personnel are (see Kraft 2006, 8). They merely allege that the promotion and training of staff according to the organisational aims should be part of the organisations’ human resource management activities. As a precondition for this, competency and task profiles should be developed (see Zech 2006, 41). However, these challenges are left to each provider individually. Thus the implementation of quality assuring systems in further education organisations alone cannot be expected to also guarantee the pedagogical quality.

⁴⁰ For more detailed information on urgent needs of research concerning the professionalisation of adult education, see the research memorandum for adult and continuing education edited by Arnold/ Faulstich/ Mader/ Nuissl/ Schlutz 2000.

f: content-based challenges of professionalisation

The challenges for professionalisation may also be determined at the content level. One important challenge which is stated in the current adult educational debate and shared by practitioners is that the “culture of teaching and learning” is in a process of change. This change implies an increased consideration of the individual (learning) backgrounds, needs and habits, and therefore, a need for a transformed understanding of learning and teaching processes. According to a recent examination of trainings for adult learning staff by means of the database „qualidat“, shows that a variety of trainings have been established which deal with the subjects “culture of teaching and learning” as well as “counselling and guidance” (see Conein 2007). Yet, another important approach for increasing consciousness and understanding for individual learning conditions would be including biographical and subject-oriented approaches in initial education and further training of staff working in adult education.

Further content-specific challenges for the personnel’s professionalizing mentioned by the respondents, refer to the following aspects:

- the assignment-focused ability to plan and act
- counselling in further education – for companies and individuals
- the field of marketing – making a name for itself – public relations
- the connection of individual and organized learning forms, and being able to support self-organised learning forms and learning biographies in the framework of lifelong learning
- gender mainstreaming
- diversity issues.

6.2 Interesting initiatives

In recent years, the development of professionalising adult education has been promoted through different projects and initiatives, among others, by the Federal Ministry for Education and Research (BMBF) and the German Institute for Adult Education (DIE) on the federal level. Below, some interesting approaches are introduced, touching upon some of the challenges mentioned above. All the projects have been mentioned by the experts who have been questioned. Worth mentioning, however, is that apart from the projects and initiatives mentioned, regular further training carried out by the umbrella associations – at state-level in particular – plays a crucial role in professionalising the personnel.

I. Federal level

a. Continuing Education Training Qualification Initiative (*Trainer-Qualifizierung-Weiterbildung, TQW*)

The point of departure of this initiative is the lack of a comprehensive concept for the qualification of educational staff. A working group consisting of adult education practitioners, members of provider organisations, universities, and the German Institute for Adult Education (DIE) is currently working on a comprehensive, modular qualification frame for the personnel working in adult education (see Kraft 2006a). The initiative aims to set up a binding qualification framework for adult education practitioners, which is accepted by all provider organisations. This framework is meant to leave enough room to include the specific

characteristics or demands of a provider or an association. This framework shall also allow the possibility of assessing informal competencies and skills as well as practical knowledge of educational staff, while also assigning them different levels of qualification. The qualification framework is aimed to be output-oriented, which means that its focus will be on existing qualifications rather than on the educational background (see Klenk 2006). With this approach, the initiative complies with the attempts to create a European qualification framework.

Essential problems in the developing process derive from diverging interests of the responsible bodies, which hamper defining minimum common standards. In addition, the largely passive role the state has in the field of general adult education is considered to bear structural difficulties. Due to lacking responsibilities of the federal government and existing disparities among the states with respect to the responsibilities in the field of adult education, a quality framework across the responsible bodies and across the states has remained a desideratum so far.

b. Project SELBER-Service: Consulting institutions on opening access towards new learning cultures and providing support in new forms of didactic services (*SELBER - Service: Institutionenberatung zur Öffnung für neue Lernkulturen und Beratung bei neuen Angebotsformen*)

The project SELBER-Service, led by the German Institute for Adult Education (DIE), was carried out from 2002 to 2004. The impetus of the project emerged with the insight that although there was a general agreement on the need for new kinds of didactic formats and learning arrangements in adult education, it still remained unclear how to create and implement the new developments (see DIE 2002).

The project co-operated with different institutions to initiate organisational change and establish a new culture of teaching and learning. Trainings for adult education practitioners and counselling of organisations were among the services offered through the project. The trainings aimed at supporting the personnel in creating new spaces for learning and facilitating self-organised learning processes and included three thematic units: 1. guidance and moderation of self-directed learning groups; 2. counselling and facilitation of self-regulation; and 3. arrangement of adequate sources for learning, while also involving e-learning.

Besides its service functions, the project also included research, e.g. into resistances against self-directed learning related to socio-cultural backgrounds of learners. With the end of the project funding, the involved institutions should have been enabled to continue, by themselves, the initiated process of change. Based on the project results, the German Institute for Adult Education (DIE) still offers support services today to other adult education institutions by means of coaching and training (see DIE 2004).⁴¹

c. Project Pro-Sal – Professional Administrative Support for Adult Learning

The German Institute for Adult Education (DIE) is currently carrying out the project “Professional Administrative Support for Adult’s Learning” (Pro-Sal) in order to define further training needs of administrative staff in European adult education institutions. It is based on

⁴¹ The project was also mentioned in an interview with the head of the VHS A – the VHS A participated in the first model test. The project provided helpful suggestions for the advancement of media-supported, individual learning forms at the VHS A.

the assumption that the competencies and skills acquired during vocational education or training no longer respond to the requirements of actual tasks. Based on the empirical findings, a training course for administrative staff has been designed to increase the professional skills and confidence of those working in administration.⁴²

II. Provider's associations level

d. Guided Career Entrance Project for full time educational staff in adult education (*Berufseinführung für hauptberufliche Mitarbeiter/-innen in der Erwachsenenbildung*)

In this project, the Catholic Federal Adult Education Association (KBE) in cooperation with the German Protestant Adult Education Association (DEAE) developed recommendations for the professional qualification of adult education practitioners. This project was a reaction to the fact that a high number of career changers aim to work in adult education institutions run by the churches, who have no pedagogical qualification.⁴³ The recommendations envision a qualification divided in two parts: the first part includes a one-year professional introduction based on four modules that are complemented by practical coaching. The modules include:

- coherent societal and church-related foundations of adult education;
- programme planning;
- effective public relations; and
- teaching and learning in adult education.

The second part is aimed at professional specification and consists of different specified trainings for various fields of activity. The participants receive a certificate which either certifies their attendance in the whole programme or in some of the training units. The certificate indicates that the attested achievements correspond to the qualification standards agreed upon by the two associations KBE and DEAE. This qualification was offered on a regular basis as part of the continuing education programme of the two churches. Elements of this qualification have also been adopted by other associations, e.g. the Federal German Environment Foundation (*Deutsche Bundesstiftung Umwelt*⁴⁴). Due to the fact that the full-time educational staff has been reduced and only few recruitments have taken place in the last few years, this course is currently not on offer.⁴⁵

e. Business economic training of pedagogical staff

Based on the increasing importance of business economic skills of the managerial personnel in adult education institutions, this project by the Catholic Federal Adult Education Association (KBE) offers a certified specialization in business economics for the field of adult education. The project allows for the observation that many leading management members have either insufficient economic and management skills or none at all. The project runs until the end of 2007.

⁴² see URL : <http://www.est.ig.pl/prosal/project.php>

⁴³ According to an association representative, the institutions of church adult education recruited only very few education degree graduates as full-time staff members but graduates of different studies, e.g. theology, law, business economics (interview with a KBE representative on Sep 24, 2007).

⁴⁴ see URL: http://www.dbu.de/projekt_17545/db_793.html.

⁴⁵ This information derives from an interview with a KBE-representative, 24th September 2007.

f. The project of competence development by media-supported casework

(Kompetenzentwicklung von Lehrenden durch mediengestützte Fallarbeit)

The Catholic Federal Adult Education Association (KBE) and the University of Darmstadt are currently carrying out the “competence development by media-supported case work” project cooperatively. Based on the thesis suggesting that adult education practitioners learn about their profession only when they are already performing it, this project is testing a new form of further staff training. Thereby, already existing skills and experience of part-time teaching staff are built upon. By means of a virtual library showing videotaped situations typical of adult education in practice, the course teachers look into situations familiar to them. While doing so, they can consider theoretical approaches that offer new patterns of the interpretation of learning/teaching situations (e.g. cases of learning resistances).

The practical aim of the project is to improve the interpretative competency of the course teachers by working with media-supported true cases of adult education in practice. This training also includes self-studying stages since the videos can be integrated into a computer-supported learning environment.⁴⁶

Eventually, standards of qualified course teacher training are supposed to be set based on the project results.

III. Federal state level

g. Lower-Saxony adult education/further training agency *(Agentur für Erwachsenen-/Weiterbildung Niedersachsen)*

At the end of 2004 the state of Lower-Saxony appointed the Lower-Saxony Association for Independent Adult Education (*Niedersächsischer Bund für freie Erwachsenenbildung*) to establish an agency for adult education/further training. By doing so, the state of Lower-Saxony assigns some of their responsibilities to the agency. Since 2006 the agency's responsibilities also include the provision of further training of the staff in adult education in Lower-Saxony, cooperation in quality assuring measures, the development and evaluation of the institutions, support of model courses, and participation in cross-institutional forms of cooperation.⁴⁷

By founding the agency, a central institution has been established doing further training of the Lower-Saxony staff across the responsible bodies. The aim of establishing the agency was to bundle resources without jeopardizing the plurality of the field of adult education.

IV European level

h. Mobility support for adult education practitioners

Within the scope of the EU Education Programme for Lifelong Learning (PLLL), which started on January 1, 2007, possibilities to support the mobility of the adult education staff have been provided by the GRUNDTVIG programme. The PLLL is supposed to support European exchange among practitioners and learners at all ages as well as to enhance European cooperation of the education institutions.⁴⁸ The GRUNDTVIG mobility action addresses the staff of adult education centres and aims to motivate them to

⁴⁶ See <http://www.kbe-bonn.de/541.html>

⁴⁷ See URL: <http://www.aewb-nds.de/>

⁴⁸ See URL: http://www.na-bibb.de/programm_lebenslanges_lernen_2.html

- broaden their own horizons
- gain new insights into the field of teaching, tutoring, and counselling
- improve the understanding of life-long accompanied learning in Europe

In order to meet these objectives individuals are funded further training activities in the field of adult education. An activity is eligible for funding if it takes place in a foreign European country if that country participates in the programme.⁴⁹

V Miscellaneous

i. Continuing education course “Reflexive Biography Work” (*Reflexive Biographiearbeit*)

This job-accompanying continuing education course which approximately lasts for 12 months was financed by the European Social Fund (ESF) and the BMBF within the scope of the programme “*Lernkultur Kompetenzentwicklung*”. The concept was cooperatively designed by the University of Bielefeld, the Residential Education Centre Bad Bederkesa and an association called *Freie Altenarbeit Göttingen e.V.* which is concerned with elderly learners. The aim of the course is to qualify on-the-job practitioners of pedagogical and social jobs for a professional biography-oriented work in practice. Based on the thesis that lifelong learning is always structured by biographically formed experiences and knowledge and at the same time biographies may be re-arranged in learning processes, the course provides a framework for supporting processes of individual and collective biographical learning in institutional pedagogical contexts. Starting from situations in which biography becomes relevant in adult education, the course draws a connection to scientific concepts (of biography research) and provides a particular repertoire of methods for qualified biography-oriented action (with regards to counselling, teaching and organising educational environments).⁵⁰

j. Kom-Weit project

The research project carried out by the University of Munich focuses on analyzing how skill improvement of pedagogical personnel can result in a higher willingness to receiving further education and enhances equal opportunities. The project plans to address these issues and determine the need for action from the perspectives of both the pedagogical staff of adult education and the institutions or responsible bodies. The focus of the project is competence development of adult education staff with respect to participant, recipient and class orientation.⁵¹

⁴⁹ See URL: http://www.na-bibb.de/mobilitaet_fuer_erwachsenenbildner_-innen_183.html

⁵⁰ see URL: <http://www.reflexive-biographiearbeit.de/>

⁵¹ see URL: <http://www.komweit.de/>

APPENDIX

A. Sources32
B. Case Study35
C. Interview reports40

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B. Case Study: The Course Teachers Academy, Stuttgart

The case study at hand is based on two interviews, which have been conducted with the director of the Course Teachers Academy Stuttgart and the director of the community adult education centre (*Volkshochschule, VHS*) Stuttgart. Additionally, some information is taken from the homepage of the Course Teachers Academy (www.kursleiterakademie.de). The Course Teachers Academy represents a sustainable regional approach for qualification of teaching staff.

1. Context / relevance of the initiative

For a long time strategies for professionalisation in Germany were particularly aimed at full-time staff in adult education establishments. There was (and still is) far less emphasis on the qualification of the part-time and freelance staff, who are by far the largest group working in adult education (see country report Germany).

Many of the people in this group of part-time and freelance teachers and trainers have professional qualifications but not all of them have any pedagogical qualifications. This is where the Course Teachers Academy comes in.

2. Objectives

The Course Teachers Academy (CTA) aims to provide a systematic range of training and retraining courses. This initially means giving the part-time and freelance teaching staff access to a basic teaching qualification. The teaching staff should also have the opportunity to continuously keep their qualification up to date and receive training in particular subject areas so that they meet any new qualification requirements.

It was to this end that what is now the Course Teachers Academy was established in 1988 under the aegis of the Community Adult Education Centres (*Volkshochschulen, VHS*) in the Stuttgart area⁵². The academy is part of the institutional structure of the VHS Stuttgart. The academy's target group are the 50,000-60,000 course teachers in the Stuttgart area. The Course Teachers Academy is primarily for staff from the community adult education centres involved, but is also open to lecturers and trainers from other establishments.

The qualifications are orientated towards professional and scientific standards and result in utilisable certificates. Certificates can be earned/gained in the areas of adult education (basic qualification), health education and languages (professional qualification). It is also possible to qualify as a self-employed/independent trainer. The Course Teachers Academy also offers an extremely wide range of further training opportunities for course teachers (for greater detail see "Measures"). Further training courses have now been held regularly for the last 12-14 years.

⁵² The Course Teachers Academy has been operating under this name since 2005.

3. Added value

- a) The range of courses offered is aimed at the course teachers who represent the largest group of staff in adult education, and also appeals to those who freelance at several different establishments. The participants appreciate the training because it is very hands-on and is in step with actual practice.
- b) The Basic Adult Education Certificate (*Grundqualifikation Erwachsenenbildung*) is well-established within and beyond the region of Baden-Württemberg and increases (according to the experiences of graduates) the chance of gaining employment, because it proves that the person has methodically and perseveringly concerned him-/herself with educational questions.
- c) An official teaching certificate is particularly attractive for the large number of language teachers, usually native speakers, in the adult education system. The reason for this is that many of the teachers have gained their qualification abroad, and these qualifications are often not accepted in the German system.
- d) Taking part in the certificate course also provides the participants with the transition to studying at the University of Koblenz-Landau (see below).

4. Measures

Basic Adult Education Certificate⁵³ (*Grundqualifikation Erwachsenenbildung*)

The Basic Adult Education Certificate gives, expands and enhances fundamental didactical and methodical skills. Participants also get to grips with what it means to be a course teacher, and what role the course teacher plays in the establishment.

The concept was developed by the Baden-Württemberg Association of Community Adult Education Centres (*Volkshochschulverband Baden-Württemberg*) and is orientated on national standards.

The Basic Adult Education Certificate is comprised of eight modules for which credits are awarded on completion. The modules are usually offered as a series of one-day seminars with a minimum of 60 hours of teaching in total. For new course teachers there is also an obligatory induction seminar.

The eight modules can be chosen from the following four topics:

- Communication
- Moderating and presenting
- Planning and Evaluating
- Learning

The eight modules must include at least one module from each topic.

On completion of at least 60 hours of teaching (usually 8 modules) within a period not exceeding two years, and on presentation of the individual course certificates (credits) the Baden-Württemberg Association of Community Adult Education Centres will issue the Basic Adult Education Certificate.

⁵³ The following information has been taken from the description of the Course Teachers Academy at URL: http://www2.vhs-stuttgart.de/kursleiterakademie/ka_frames_1.html

Transition to university

From the very start, the Course Teachers Academy has been an experimental ground for new ideas. Many of the courses offered have only been developed over the years of the academy's existence. Work is currently underway to create a transition to formal university qualifications. There is particularly great interest in professional teaching qualifications among (language) teachers who have gained qualifications abroad that are not recognised in Germany and among women who broke off their university education to have a family. Cooperation between the University of Koblenz-Landau and the Course Teachers Academy, enable course teachers to gain entry to a (shortened) course for a higher diploma in educational science on the basis of skills and qualifications gained at the Course Teachers Academy or through prior experimental learning.

Trainer qualifications (in collaboration with KONZEPT AG)⁵⁴

The aim of the trainer qualification is to give participants the wherewithal to work as (self-employed) trainers. The qualification is orientated on general standards and is designed such that as well as theoretical subject matter, the participants can also gain practical experience that are reflected and worked on in study groups. For the trainer certificate it is possible to start after the first module or to take individual modules.

Every participant starts with a potential analysis and a counselling interview. The participants' personal educational goals and their future trainer profile are defined on the basis of the results.

The training includes the following modules:

- (1) Group dynamics and communication
- (2) Presenting, moderating, training
- (3) Didactics and conception
- (4) Quality assurance and evaluation
- (5) Counselling and communication skills
- (6) Professionalisation and basic parameters

All participants should gather practical experience as trainers during the course. Where this should occur depends on the individual concerned and is already discussed during the potential analysis at the beginning of the course. Practical experience is reflected and worked on in small study groups in the form of co-operative counselling. The participants are given assistance in both their practical work and in doing their project work. This could be the concept for a seminar, the documentation of a seminar or workshop they themselves have given. The project work is gone over time and again in the study groups, the progress is discussed and the presentation prepared. A presentation of the practical project is given at the end of the course.

Continuing education

The CTA offers a wide range of skill enhancements for teachers particularly aimed at developing and enhancing knowledge and skills that are relevant to education (more than specific subject matter). This includes the following areas:

- Fundamental knowledge for course teachers (including also legal aspects)

⁵⁴ The following information has been taken from the description of the Course Teachers Academy at URL: http://www2.vhs-stuttgart.de/kursleiterakademie/ka_frames_1.html

- Counselling and support (for learners, cooperative counselling)
- Skills management
- Work approaches and methods
- Elocution lessons and voice training
- EDP (Electronic Data Processing) and e-learning
- Didactical discussions
- Gymnastics and exercise
- Languages

5. Funding

The total annual sum of funding for the CTA is about 180,000 EUR. About a third of the funding goes towards the events themselves, and the rest goes to financing the structure (staff costs, administration, etc.).

Most of the costs (about 80%) of the Course Teachers Academy are borne by the associated community adult education centres (Volkshochschulen). About 15% of the available funds come from participation fees, and 5% of the funding comes from the Baden Württemberg Association of Community Adult Education Centres.

6. Human resources

The CTA is integrated into the structure of VHS Stuttgart and corresponds to a VHS department. Besides the director, who is responsible for planning and developing the programme and who also teaches, there is also an administration clerk and a pool of 40 freelance trainers (20 of whom are regular trainers) for the Course Teacher Academy.

7. Implementation

According to the director of the Course Teachers Academy there are about 120 one-day seminars a year. The Course Teachers Academy has around 1,500 participants a year, of whom about 15-20% are freelancers. The largest group are the language teachers, making up about 55%-60% (they make up around 40-45% of all course teachers at VHS Stuttgart). Course teachers from other fields, such as EDP, also regularly participate. According to the CTA director, there has been a slight increase (5-8%) in the number of outside lecturers who are taking advantage of the seminars offered by the Course Teachers Academy. The course fees for participants are 20 EUR a day for teaching staff from one of the associated community adult education centres and 70 EUR a day for external staff working for other organisations.

The CTA offers course teachers scope for reflection and enables them to continuously develop their qualifications and skills. The courses offered by the CTA are however very much restricted to the principles of the work of the adult education centres. The qualifications are therefore of limited use to outsiders. Another problem is the fact that participation in courses often means a loss of earnings for freelancers. Unlike fulltime staff, freelancers do not get paid for time spent in further education and training. The individual has to invest time and money – and with simultaneous fee slashing or sluggish payment this is not a matter of

course. This represents a structural problem in the further training of freelancers that is by no means limited to the Course Teachers Academy.

The following factors were and are pivotal for the existence of the Course Teachers Academy:

- a) The prerequisite for the Course Teachers Academy being able to guarantee such a differentiated offer is the co-operation with the surrounding adult education centres.
- b) Because the associated community adult education centres have undertaken to permanently co-finance the Course Teachers Academy it is not dependent on public subsidies. Unlike with a project with short-term financing it has thus been possible to secure the continuity and sustainability of what is offered.
- c) A factor for success that should not be underestimated is the personal commitment of those involved.

8. Output and effects of initiative

All in all, the story of the CTA is a success story. This is emphasised by the fact that it has been possible to expand the range of the courses offered over the years and that there has never been a lack of participants. According to the VHS director, 95% of the courses offered also actually take place. It has also been determined that the 30% quota of course teachers who regularly take part in further education in the Stuttgart area is double the average for the state of Baden-Württemberg (15%).

The main (public) impacts made by the Course Teachers Academy can be seen particularly at local and regional level. On the one hand, the Course Teachers Academy has reinforced the public image of the VHS adult education centres with respect to their professionalism. The Course Teachers Academy, according to its director, has become a label that stands for quality. And certain (minimum) educational qualification standards are now indisputably accepted by all the community adult education centres in the state of Baden-Württemberg; to what extent this is due to the Course Teachers Academy cannot be verified empirically, but it does however suggest that its many years of existence has had an impact.

9. Overall judgement

The Course Teachers Academy is an example of how approaches to professionalisation can work at regional level. It is worthy of mention because it provides a methodical range of courses for training and further training the largest group of those employed in adult education in the Stuttgart region. It is also a good example because – unlike project-financed initiatives – it excels through the constancy of what it offers. The integration of the Course Teachers Academy in the structure of VHS Stuttgart and the co-financing undertaking by the surrounding VHS adult education centres, will ensure its continued existence and that there is a sustainable opportunity for qualification of course teachers from the community adult education centres in the region.

10. Additional information

Information about the Course Teachers Academy is available on the Internet (at www.kursleiterakademie.de). As a department of the VHS, the Course Teachers Academy must present participant statistics etc. every four years. The next report is due in 2008.

C. Interview reports

[The interview reports will follow as an extra file.]

Annex 6 Reporting format for the interviews with NVAL providers

Reporting format for the interviews with adult learning providers

- In the work plan we already included a checklist with items for the interviews with adult learning providers. However, in order to guarantee that the outcomes of these interviews are reported in a structured way, we hereby provide you a format for reporting on the interviews. This format is structured as much as possible (fixed answer categories). Using a common format has two important advantages. The first advantage is that it is helpful for the overall analysis by the core team. Secondly, it will help the correspondents to structure the outcomes of the interview (only relevant information will be reported).
- Part C, D, E of the format include several questions concerning the background characteristics of adult learning staff (background information like e.g. age, level of qualification, terms and conditions of employment of staff). All these questions are related to the total number of staff working for the learning organisation and not differentiated by staff category. However, if it appears that some staff categories differ strongly from the general pattern, we would like to ask you to describe this deviation in the box added beneath the question. In this way we guarantee that we gain a general picture of all staff working for the non-vocational adult learning provider, respecting the variety of staff categories.
- The items marked with (%) ask for answers in terms of (an estimation of) a percentage.

A. Description of the adult education provider

1. Name, address, contact person, e-mail

(text box)

Field of activity, objectives of the organisation

- Formal NVAL provider
- Non-formal NVAL provider
- Mixed (formal and non-formal)

2. If you would like to make any additional remarks about the field of activity and objectives of the organisation, please write them in the box below.

(text box)

3. How are the educational activities of the organisation funded (please estimate the percentage for each of the following categories)

Funding	Percentage (%)
public means	%
Contributions of participants	%
other private means	%
other ways of funding, namely	%

4. Indicators of the size of the organisation. (please give us an estimate number)

	Persons
• Number of staff involved	•
• Actual number of participants	•

5. Which of the following characteristics apply to the target group(s) of the organisation?
(please estimate the percentage for each of the following categories)

a. Level of education of participants	Higher education	%
	Secondary education	%
	Lower level of education	%
b. Employment status of participants	Employed	%
	Unemployed	%
	Self employed	%
c. Age of participants	<30	%
	30-50	%
	>50	%

Please specify the main disadvantaged group(s), for example migrants, formal education drop-outs, etc), in the box below

(text box)

B. Professional profile of staff members in adult education

6. We want to know which type of professionals / practitioners, and how many of each type, are active in the organisation (please give us an estimate number)

Position	Number of persons
• Teaching positions	•
• Management positions	•
• Counselling and guidance positions	•
• Programme planning positions	•
• Support positions	•
• Media use positions	•
• Trainer of Adult Learning staff	•

Are there other type(s) of professionals / practitioners, active in the organisation not mentioned above

- a. No
 b. Yes, please give us the type(s) and estimated number of practitioners in the box below

Position	Number of persons
•	•
•	•
•	•
•	•

7. Please state for each activity whether it is a main task (M) or an additional task (A) for the specific category of staff (please consider only the types of staff identified in your organisation). If the activity is not applicable for the category of staff concerned, please select N.A.

	Teaching positions	Management positions	Counselling and guidance positions	Programme planning positions	(administrative) support positions	Media use positions	Trainer of adult learning staff	Other, namely
Teaching general subjects	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.
Teaching technical and practical subjects	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.
coaching or mentoring people in their personal development	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.
tutoring, supporting people in their self-directed learning processes	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.
in-take of participants, needs assessment, accreditation of prior learning	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.
guidance and counselling of people on learning subjects	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.
development of material or methods for educational activities (courses etc.)	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.
development of ICT material for educational activities (courses etc.)	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.
development, planning and organisation of educational activities (courses etc.)	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.
management, coordination of educational activities	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.
evaluation of educational activities	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.
supervision and/or training of adult education staff	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.
technical, administrative or organisational support of educational activities	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.	M/A/N.A.

8. Are there other tasks that are not specified above which are regarded as main tasks of an adult learning professional / practitioner?

- a. No
- b. Yes, please describe the description of tasks and type of practitioner in the box below

(text box)

9. Please specify up to three of the most important competences that staff members need to fulfil their tasks (in the box below). Please specify per function category as identified in question 6.

(text box)

10. If you would like to make any additional remarks about part B, "Professional profile of the practitioners involved", please write them in the box below.

(text box)

C. Characteristics of the staff members involved

11. What is the composition of staff in your organisation in terms of **gender**?
(the percentage of staff members concerned)

Gender	Percentage
Male	%
Female	%

If it appears that some staff categories differ strongly to the general pattern as indicated above, please specify this in the box below.

(text box)

12. What is the composition of staff in your organisation in terms of **age**?
(the percentage of staff members concerned)

Age	Percentage
Under 30 years old	%
30-50 years old	%
More than 50 years old	%

If it appears that some staff categories differ strongly to the general pattern as indicated above, please specify this in the box below.

(text box)

13. What is the general level of qualification of the staff?
(the percentage of staff to whom the description applies):

Level of qualification	Percentage
Higher education	%
Secondary education	%
A lower level of education	%

If it appears that some staff categories differ strongly to the general pattern as indicated above, please specify this in the box below.

(text box)

14. What types of qualification does your staff possess?
Please give an estimate of the percentage of staff that possesses the qualification and whether the qualification is required or desirable for them.

Qualification	% possessing qualification	Required or Desirable
General teacher training or pedagogical	%	R/D
Specific adult education training	%	R/D
Subject-specific education	%	R/D
Professional expertise	%	R/D

Are there any other kinds of qualifications (required or desirable) not mentioned above?

- No
- Yes, please fill in the qualifications, percent possessing qualification and if it is required or desirable in the below

(text box)

If it appears that some staff categories differ strongly to the general pattern as indicated above, please specify this in the box below.

(text box)

15. What are the grounds for the requirement of qualifications?
(check all that apply)

- No specific grounds
- Legal standards
- Sectoral regulations
- Collective agreements
- Other grounds, please fill in the box below

(text box)

If it appears that some staff categories differ strongly to the general pattern as indicated above, please specify this in the box below.

(text box)

16. If you would like to make any additional remarks on part C, "Qualifications and background of practitioners", please write them in the box below.

(text box)

D. Employment situation of the staff members involved

17. What is the composition of staff in your organisation in terms of **type of appointment**?
(the percentage of staff concerned)

Type of appointment	Percentage
Permanent	%
Temporary	%
Freelance	%
Voluntary	%

Are there any other types of appointment(s) not mentioned above?

- a. No
b. Yes, please fill in the type(s) of appointments and the percentage(s) staff concerned in the box below

(text box)

If it appears that some staff categories differ strongly to the general pattern as indicated above, please specify this in the box below.

(text box)

18. What is the composition of staff in your organisation in terms of **working hours**?
(the percentage of staff concerned)

Working hours	Percentage
100 % employed (full-time)	%
60%- 100% employed (part-time)	%
20%-60% employed (part-time)	%
less than 20% employed (part-time)	%

If it appears that some staff categories differ strongly to the general pattern as indicated above, please specify this in the box below.

(text box)

19. How do the conditions of employment (salaries, etc.) of staff compare with those of employees with comparable training and experience?
(the percentage of staff concerned)

Conditions of employment	Percentage
Staff work in better conditions	%
Staff work in approximately equal conditions	%
Staff work in poorer conditions	%

If it appears that some staff categories differ strongly to the general pattern as indicated above, please specify this in the box below.

(text box)

20. If you would like to make any additional remarks about part D, "employment situation and status of practitioners", please write them in the box below.

(text box)

E. The labour market for staff in adult education

21. At what stage of their career does staff enter their job?
(the percentage of staff to whom the description applies)

Career stage	Percentage
Shortly after the completion of initial education	%
After 5 - 15 of years of professional experience outside adult education	%
At a later stage in their career	%

If it appears that some staff categories differ strongly to the general pattern as indicated above, please specify this in the box below.

(text box)

22. Is the organisation able to find enough qualified staff members?
- No, there is a shortage of qualified candidates
 - Yes, there are enough qualified candidates but there is no surplus
 - Yes, there is a surplus of qualified candidates

If it appears that some staff categories differ strongly to the general pattern as indicated above, please specify this in the box below.

(text box)

23. How attractive is working as adult learning professional for people with a relevant (educational/ professional) background?
- High (attractive)
 - Average
 - Low (unattractive)

If it appears that some staff categories differ strongly to the general pattern as indicated above, please specify this in the box below.

(text box)

24. If you would like to make any additional remarks about part E, "the labour market", please write them in the box below.

(text box)

F. Quality management of the organisation

25. What kinds of actions does your organisation take to ensure and/or to improve the professional development of staff and/or the quality of the educational activities? Please indicate whether the following forms of quality policy play a **major role**, a **subsidiary role** or **no (important) role**:

Forms of quality policy	Role		
	Major	Subsidiary	No (important) role
Requirements to the profession			
Recruitment and selection policies			
Induction of new staff			
Accreditation of prior learning of staff			
Monitoring, internal evaluation, assessment of staff			
External evaluation, registration, certification of staff			
External training of staff			
Internal training of staff			
Policies to improve mutual learning in the organisation ('learning organisation')			
Peer assessment, communities of practice, professional associations			
Career development policies			
Registration, certification, accreditation of the organisation itself			

26. Are there any other actions (not specified above) that **play a major role** in ensuring and/or improving the professional development of the staff and/or the quality of the educational activities?
- No
 - Yes, please specify in the box below

(text box)

27. If you would like to make any additional remarks about part F, "Quality management of the organisation", please write them in the box below.

(text box)

G. Challenges for the professional development of adult learning professions / staff

28. Description of up to maximum three of the most important challenges for the professional development of adult education staff

(text box)

29. Could you name maximal three initiatives that face these challenges above mentioned and lead to professionalisation, professional development of adult learning professions / staff. These initiatives could be within your organisation as well as outside your organisation.

(text box)

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