

# Good Practices in Adult Education Programmes for Young People in Vulnerable Situations

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# List of Abbreviations

AC	Active Citizenship
AE	Adult Education
AMS	Austrian Public Employment Service
ANT	Actor Network Theory
APC	Active Participatory Citizenship
CE	Communicative Ecologies
CEA	Communicative Ecologies and Assemblages framework
CSA	Criminal Sanctions Agency (Finland)
DoA	Description of Activities
DGASPC	General Direction for Social Assistance and Child Protection (Romania)
FA	National Board of Forestry (Sweden)
GP	Good Practice
IMS	Instant Messaging Platforms
ICT	Information and Communication Technology
ICT4D	ICTs for Development
IDSS	Intelligent Decision Support Systems
IT	Information Technology
NEET	Not in Education, Employment or Training
VET	Vocational Education and Training

# Executive Summary

## Background and Aims

The EduMAP project has been designed to understand and map the actual and potential role of adult education (AE) in supporting active participatory citizenship (APC) of young people at risk of social exclusion in Europe.

This final research report on Work Package 3 presents the most important findings and analysis—distilled from 20 country reports (19 European countries and Turkey)—on 40 selected cases featuring AE provision to young people in variegated situations of risk. Developed and submitted as Deliverable 3.1 to the European Commission, it condenses empirical data and conceptual analysis to answer the central research question of the EduMAP project, formulated in the originally submitted project application (DOA) as follows:

*What policies and practices are needed in the field of adult education to include young adults at risk of social exclusion in active participatory citizenship in Europe?*

## Structure of the Report

The report comprises **four main parts**, with **Part I** dedicated to describe the **development of the research conceptual foundations, design and methodology** in more detail. **Parts II, III and IV** condense a wide range of research results clustered into three main areas of inquiry: **the vital learning experiences of young persons at risk of social exclusion** who participate in AE programmes identified as good practices (**Part II**); the **success and challenges of the AE programmes** identified as good practices and **how AE providers specifically foster young people's active citizenship competences in its multiple dimensions** (**Part III**). **Part IV focuses on AE policies and participatory approaches** revisiting the desk research presented in WP 2.1 (Kersh and Toiviainen, 2017<sup>1</sup>) but also expanding it by proposing a new

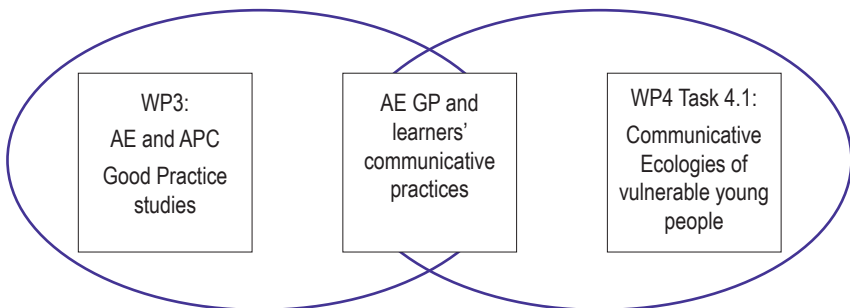
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1 Kersh, N. and Toiviainen, H. (2017). Broad research in adult education in the EU. EduMAP Deliverable 2.1, June 2017.

classification model to better understand national trends in AE policies and suggesting ways forward in form of recommendations.

## Methodology

The design of research and its implementation in the field - which took place between February 2017 and March 2018—was conducted jointly by WP3 (lead DVV) and WP4.1 (lead University of Loughborough). The latter work package focuses on how communication in AE programmes can be improved in order to reach out to and connect effectively with young adults and enhance learners' engagement. WP4.1 deliverable complements this report and WP 3 results complement the WP 4.1 report. Close coordination of the two sets of data collection for both work packages allowed for alignment and overlap while at the same time preserving the integrity of WP3 and WP4.1. It also mitigated against research fatigue on the part of our GP research respondents, who otherwise would have been approached twice for different interviews. The selected strategy therefore allowed a combination through the development of a comprehensive and rigorous research design as visualised in Figure 1.1. below:



**Figure 1.1. Research design**

Clear data collection and analysis protocols aligned to both WP3 and WP4.1 objectives were developed to allow to formulate the two deliverable reports for both work packages. The **research design** of WP 3 Deliverable encompasses two of the three research strands of the overall project:

*Strand 1. Context analysis*, to map local contexts and identify a group of young people in situations of vulnerability for research on communicative ecologies (Conducted for WP 3 & 4.1).

*Strand 2. Targeted research on good practices*, to map the information and communication context in and around AE programmes, interviewing providers and learners (Conducted for WP 3 & 4.1).<sup>2</sup>

**Strand 1** followed earlier work in WP2 on the identification of good practices to be studied in-depth for a given country, and was designed to:

- Map the local socio-economic, political and legal context as a pre-requisite to the in-depth study of good practices
- Validate previously selected good practices and confirm research access with coordinating organisations
- Where relevant, identify additional good practices and confirm their suitability
- Identify/confirm a vulnerable group that is particularly disadvantaged, present in high numbers, or of particular concern in the country of focus. This would then be the focus of Strand 3 on Communicative Ecologies mapping.

**Strand 2** followed the work conducted in Strand 1 for the identification of good practices to be studied in-depth for a given country. The aims in this strand were to:

- Examine the effectiveness, achievements, and shortcomings of the educational initiatives identified as GPs, assessed according to their contribution to enabling learners at risk of exclusion to participate in social, political and economic life and to develop APC competences.
- Identify and document elements of good practice and enabling conditions associated to each GP, in relation to their potential to cultivate APC competences and participation in socio-economic and political life for the learners involved.
- Identify conceptions of and aspirations for APC among different respondent groups, in particular comparing those of learners with educational authorities and educators.

**Sites and sampling:** For Strands 1 and 2, EduMAP partners conducted research in AE environments, by collecting and analysing data on communication from 40 AE good practice (GP) cases in 20 countries (Austria, France, Germany, Hungary, Romania,

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<sup>2</sup> *Strand 3*, on Communicative ecologies mapping with groups of young people in situations of vulnerability, is developed exclusively and thoroughly in D4.1

Spain, Greece, Cyprus, Italy, Malta, Portugal, Estonia, Latvia, Sweden, Denmark, Finland, UK, Ireland and the Netherlands, and Turkey) involving 712 respondents (Strand 2).

An overview of the type of cases is given in the following table:

**Table: Overview of the case data sheets (Description in Annex 4)**

<b>AUSTRIA</b>	<a href="#">Support Programme for Young People to Identify their Personal and Professional Paths</a>
<b>CYPRUS</b>	Migrants Centre
<b>DENMARK</b>	<a href="#">Young Refugee Integration Programme</a>
<b>ESTONIA</b>	<a href="#">Work Embedded Vocational Education</a>
<b>FINLAND</b>	<a href="#">Preparatory Education for VET</a> <a href="#">VET in Prison</a> <a href="#">Virtual School</a>
<b>FRANCE</b>	<a href="#">Second Chance Schools</a>
<b>GERMANY</b>	<a href="#">Youth Integration Courses</a> <a href="#">Culture and Integration</a> <a href="#">Youth Forum</a>
<b>GREECE</b>	Roma Action Plan <a href="#">VET for long-term Unemployed</a> <a href="#">Transgender Intervention</a> <a href="#">Non-formal Education for the Homeless</a> <a href="#">Social Integration of Migrants</a> <a href="#">Empowering NEETs</a>
<b>HUNGARY</b>	<a href="#">College for advanced Roma Studies</a> <a href="#">Motivation Workshop</a> <a href="#">Disabled Youth Programme</a>
<b>IRELAND</b>	<a href="#">Informal Participation Project on Barriers in Education and Employment for Ethnic Minority Young People</a> <a href="#">Socio-cultural/Sports-based Informal Education Programme</a>
<b>ITALY</b>	<a href="#">VET for Young Unemployed</a>
<b>LATVIA</b>	<a href="#">Validation of Informal Learning</a>
<b>MALTA</b>	<a href="#">VET for NEETs</a>

<b>NETHERLANDS</b>	<a href="#">Coding Skills Development Programme</a>
<b>PORTUGAL</b>	<a href="#">Entrepreneurship VET</a>
<b>ROMANIA</b>	<a href="#">VET programme</a> <a href="#">Labour Integration Programme</a>
<b>SPAIN</b>	<a href="#">Labour Integration Programme</a> <a href="#">Leisure time Monitor Training</a> <a href="#">Computer Repair and Maintenance VET</a>
<b>SWEDEN</b>	<a href="#">Work-oriented Integration Training</a>
<b>TURKEY</b>	<a href="#">VET Programme for Syrian Refugees</a> <a href="#">Women Entrepreneurship Programme</a> <a href="#">Vocational Course for Syrian Women</a>
<b>UNITED KINGDOM</b>	Mentoring Programme, Scotland <a href="#">16–19 VET Programme</a> <a href="#">ESOL Programme</a> <a href="#">Gateway Programme for Unemployed Young People</a>

Data collection and analysis is based mainly on semi-structured interviews (814 respondents overall), some focus groups and participant observations (whenever possible) that researchers assigned by the EduMAP consortium conducted in each country with three types of key informants:

- Young people in vulnerable situations, current or former participants of AE programmes (age range 16–30);
- Staff and practitioners working in AE provisions and in organisations, including the youth sector;
- Policy makers, actors and influencers within the AE and APC areas at various levels (national, regional and local).

## Key Findings

In light of the rich qualitative data generated through the extensive field work in EduMAP, it is important to highlight here that key findings in this deliverable mainly draw on **R.Q.1.1**, **R.Q. 1.2** and **R.Q.3** reports developed from the EduMAP field research design, providing templates for all consortium partners for reporting results from coding

and analysis related to the cases in the different countries. Results from these in depth reports have been systematised and interpreted to present the deliverable 3.1. as a consolidated overall and cross-cutting report. Obviously the qualitative research in the field has generated more information than can be presented even in this condensed deliverable. Therefore we recommend to readers to also feel free to exploit information from the project's Website (<http://blogs.uta.fi/edumap/>) and especially look into the country working papers to get an insight into the contexts and details of the Good practices as well as challenges.

Throughout the above mentioned main areas of inquiry, **cross-cutting issues** have special relevance to structure findings for the deliverable WP 3.1 report and put results into dialogue related to multiple aspects:

- cross-cutting issues to the good practice cases under analysis
- cross-cutting issues related to specific situations of risk
- cross-cutting elements emerging to be considered as drivers for success on programme and policy level

One of the most valuable inputs from this EduMAP field research is the extensive compilation and analysis of **young people's first hand testimonies** on their experiences, opinions and expectations regarding education/learning and active citizenship. Their perspective, composed of a series of diverse, spontaneous—at times dramatic—accounts, help to understand the complex relationships between opportunities and motivations for learning on one hand, and the multitude of barriers and challenges that populate their experiences on the other. The analysis gives evidence of how vulnerabilities are multi-layered, based on overlapping structural (e.g., lack of access to basic services) and personal factors (e.g., destructured families, discrimination based on ethnicity and/or gender differences, among others).

Young people interviewed are highly aware of existing specific conditions which create a lack of opportunities making or leaving them vulnerable. Young adults across the EduMAP cases mention, for example:

- a level of poverty;
- lack of formal qualifications, in Finland e.g. a comprehensive school diploma;
- lack of or limited access to resources such as information, knowledge and technology;
- lack of or limited access to political power and representation (marginalisation, exclusion);

- lack of or limited social capital including social networks and connections;
- inadequate beliefs, customs and attitudes in response to risk or disasters;
- poor living conditions (e.g. weak housing structure, poor social protection, poor maintenance infrastructure, etc.);
- frail physical and mental limits.

## Young People's Understanding of Active Citizenship

In turn, findings show that active participatory citizenship constitutes an elusive concept, highly contextually dependent and unevenly appropriated by interviewees. Diverse AE practitioners, policy actors and young people interviewed refer to one or many of APC multiple dimensions, namely, *economic* (related to employability), *political* (often related to party politics and voting) or *socio-cultural* (related to participation in leisure time and/or community activities).

In particular, **young people's understanding of citizenship and participation** is very much **related to their daily life situations**. Most of them relate the exercising of APC to an individual attitude: in particular they mention having a daily structure, being focused, having aims and objectives, having a positive approach to life, respecting other opinions, being interested and committed, doing whatever they are able to within their capacities.

Some young people mention a list of what they associate with it: for example professional engagement, having a job, an internship or simply attending an educational course and being a useful member of society. Another perspective is considering APC as **social engagement or participation in activities outside courses**, such as practicing sports and having social contacts. Some conceive APC as voluntary activities, helping older people or supporting friends.

Others see it as **political engagement**, in particular being informed about politics and taking part in elections. Often APC is related to a concept derived from human rights: the right to receive basic services and goods, such as health insurance, but also the right to vote and be active politically, socially or economically.

## Drivers of Success

Against this backdrop, research results across cases suggest that AE programmes play a key role in the way in which young persons and young adults understand and experience active citizenship. The different cases give account of the enormous potential to enhance young people's understanding of their contribution and agency, and to offer them true opportunities for practice and reflection through a wide range of educational strategies.

Some examples—only to mention two here—encompass encouraging participants to help others as part of the programme (such as in the UK case) or to actively search for alternative solutions to improve their living conditions (e.g., by organising youth councils and forums, such as in Germany). Thus, field research findings highlight how diverse **AE programme** types categorised as second chance, remedy, retraining, basic skills and vocational education manage to re-engage young people not only in diverse learning processes *per se*, but also towards active and participatory civic engagement. For this purpose, some main drivers of success in Adult Education programmes and provision which emerged from fieldwork highlight the following aspects:

- acknowledging the multidimensional reality of young people's needs (mainly learning, social, emotional, as well as basic maintenance needs) and matching them—aligned with their motivations and aspirations—with programme content, methods and contexts of delivery;
- identifying underlying causes for young people's disengagement with learning and provide attractive educational alternatives in supportive environments and through trustful, respectful and empathic interactions that enhance social capital acquisition;
- offering highly personalised education through contents and methodologies that result dynamic, practical, relevant to everyday life, group-focused and flexible enough as to adapt to diverse individual profiles and interests;
- ensuring a wide range of supportive services, from financial allowances to psychological coaching, mentoring, career and learning guidance.

## Challenges for AE Providers

The list of elements of success, however, is **context dependent** and places **high challenges** on AE providers and programme staff to accomplish a **key mediator**

**role** between learners and the resources available for their personal and professional development. Some of the most pressing challenges reported by interviewees in the EduMAP research relate to:

- the availability and training of multidisciplinary teams able to cover AE participants' multidimensional needs;
- the struggle to deliver good quality services in a European context marked by austerity policies, with funding and budget cuts affecting numerous initiatives in the AE and associated social inclusion sectors. As some cases show, civil society has started to compensate lack of public funding by engaging as volunteers, the most recent example being in informal and non-formal education recently implemented to respond to the refugee crisis;
- at social policy level uneven policy responses against the backdrop of social exclusion across the diverse cases analysed.

In summary it can be concluded that in all countries—even in those where affirmative policies are more effectively implemented—stronger cross-sectoral and multi-stakeholder-based policies are urgently needed at different geopolitical levels (European, national and local) in order to create supporting conditions for AE providers to meet their challenges in providing services to young people in situations of risk.

## Creating Supporting Policy Frameworks

The EduMAP research context evidences a series of political, economic, demographic and cultural challenges that demand fast and innovative policy responses. The most pressing challenges encompass, for instance:

- the increasingly diversification of European societies due to the migration movements and, more recently a higher number of refugees in some countries;
- the lack of exchange between policy stakeholders with local populations, leading to a risk of ghettoisation and exclusion in the detriment of civic engagement as well as
- the rise of right-wing politics, exclusionary immigration policies and the exacerbation of nationalisms disguised as 'easy' answers;
- In the AE field, country cases evidence that APC related contents in learning provision have declined to the point of quasi non-existence on policy level in some of the countries analysed and weakened in others;

- policies do not always reach the most vulnerable young people's needs, especially those of low-skilled migrants;
- Although conceptions of vulnerability are complex and multifaceted amongst policymakers, a key issue revealed was the difficulty in outlining a definition that covers all groups experiencing situations of social exclusion, risk and vulnerability. Danger exists of providing a limiting definition that fails to protect and address all young people's needs;
- Issues of equality and equal access to resources are closely tied to inclusion. Policy implementation is particularly important, because if policy is not adapted to real needs, nor implemented and funded effectively, social inclusion policies and legislation remain a matter of rhetoric;
- When discrimination including racism is structurally embedded throughout societies including the mechanisms of government, young people in situations of vulnerability face additional multifaceted barriers which may be obvious or hidden and ingrained.

In addition Work Package 3 research results reveal that prominent dual drivers of economic contribution and immigration triggered by higher numbers of refugees in some European countries have prompted policy responses which tend to put "blame" on individuals with many countries pushing for penalties (usually cuts to welfare payments) for non-compliance with education attendance. Especially countries affected by acts of terrorism tend to view integration as strongly related with security issues. Responses from young learners interviewed point to the (negative) long term impacts of these type of policies on motivation, belonging and identity of young people.

As a result from the challenges identified through empirical research there is an urgent need to **promote and strengthen critical citizenship education as essential for learning how to live peacefully in a social context marked by diversity and difference**. Policies against discrimination, racism, intolerance and hate speech for egs. need to be reinforced and implemented on a structural and systems level.

## Policy Implications and Recommendations

The second European policy brief of EduMAP spells out the concrete policy implications and recommendations for the European, national and regional level—resulting from the WP 3 findings and structured in six areas of intervention:

1. Learning to live together

2. Strengthening drivers for inclusion of APC in AE systems
3. Improving AE accessibility and inclusivity for young people in situations of risk
4. Facilitating participation of AE stakeholders and young people in policy consultation and decision-making
5. Building cross-sectoral coherence and cooperation
6. Harnessing human and machine intelligence for information processing and circulation

### **1. Learning to live together**

Embedding AE for APC in a broader frame that considers social inclusion as a multidimensional process (spanning interpersonal, social, cultural and economic dimensions) that contributes to stronger, more resilient societies. Supporting the active participation of young adults does not only benefit them, but the entire socio-cultural and economic structure, from a larger and more equipped workforce to strengthened democratic structures.

#### **Recommendations:**

*1.1 Secure and ensure strong and coherent national and local policies, incorporating AE, that understand social inclusion as a multidimensional and complex process that needs to be supported by strong diversity and equality policies.*

*1.2 Promote diversity-oriented policies in labour and employment, which consider the workforce potential of young people at risk of social exclusion as an asset, and treat them equally to other members of society.*

### **2. Strengthening drivers for inclusion of APC in AE Systems**

Through stronger synergies between the AE and APC fields, the base is formed for policies to nurture more favourable environments for inclusion of young people in education and APC. In many EU countries the organisations involved in supporting inclusion/APC from a broad perspective are under-represented, and where present, often synergies with AE are feeble or absent. There is a need for stronger directives to be sent from the EU and towards member states, encouraging investment in the APC-enhancing actors with links to AE.

**Recommendations:**

*2.1 Secure and ensure strong and coherent EU policies (European Social Charter, LLL strategies, key competences etc.) for sustainable funding and directives which can support EU member states in developing their AE provision to young people in situations of vulnerability, embedding APC.*

*2.2 Encourage stronger synergies between the AE and APC through directives, strategic documents and funding instruments.*

**3. Improving AE accessibility and inclusivity for young people in situations of risk**

The most disadvantaged young people continue to be left out of AE opportunities, due to a combination of factors related to difficulty in reaching out to young people in situations of vulnerability, elements in the design of AE programmes that act as barriers, and access barriers related to a lack of competences, qualifications and resources on the part of young people. Policies are needed to tackle these root causes jointly, at national and local levels.

**Recommendations:**

*3.1 Create and consolidate enduring cross-institutional and cross-sectoral networks for reaching out to young people through information and support for providing choices and supporting decision-making.*

*3.2 Create policies to enable AE programmes to be more accessible and inclusive, through a combination of low threshold access, tackling pre-conditions for lack of access, flexibility according to individual needs.*

*3.3 Especially at local levels, create structures for involving young people in consultations and forums for the design of AE programmes, to gauge evolving needs and understand barriers to access.*

*3.4 Tackle barriers to access for young people with attention to:*

- promoting acquisition of competences and qualifications for young people with limited basic skills or have not completed compulsory education;
- offering subsidies for supportive services offered to enable young people to attend AE (such as financial support, or child care facilities for working parents);
- considering gender-specific barriers, especially for young parents and working parents.

#### **4. Facilitating the active participation of AE stakeholders and young people in policy consultation and decision-making**

Stakeholder involvement is one of the most effective means to ensure that up to date information guides the design of policies. Moreover, to build towards APC for young people they should be approached as active agents and initiators rather than passive recipients. AE policies should ideally be designed with them and not only for them. We advocate the establishment and consolidation of aims and channels for making their involvement/voices central to the design of policies that affect them.

##### **Recommendations:**

*4.1 Create and consolidate structures for the involvement of AE stakeholders and young people (directly or through representative groups) in policy consultations.*

*4.2 Ensure the acquisition of relevant competences and procedural knowledge by AE stakeholders and young people, for policy consultations to occur effectively and for feedback to be appropriately formulated and circulated.*

#### **5. Ensuring cross-sectoral coherence and cooperation**

Strengthen information, communication and cooperation across different sectors including AE and APC, spanning multiple levels (local to national and EU) favouring constant dialogue between policy and practice. These sectors are context-specific, but some of the most prominent to consider include, apart from APC, Youth sector, VET, labour, immigration and integration, health and welfare.

##### **Recommendations:**

*5.1 Secure and ensure strong EU, national and local policies that enable cross-sectoral collaboration for example between youth work, adult education and active citizenship, integration, health promotion and other relevant sectors of specific EU states.*

*5.2 Promote hybrid spaces of consultation and action composed by both policy actors and civil society actors, for the design of more inclusive and relevant policies.*

Access to and download of the full version of the deliverable is available at the project Website: [www.uta.fi/edumap](http://www.uta.fi/edumap)

# PART I

## 1 Introduction

### 1.1 Background and aims

The EduMAP project has been designed to understand and map the actual and potential role of adult education (AE) in including young people at risk of social exclusion in active participatory citizenship (APC) in Europe.

One of the project's premises is that AE tends to benefit the already educated and is often out of reach or inaccessible to the vast majority of young people at risk of social exclusion.

#### 1.1.1 Research objectives

The main objective of WP3 is to identify and review educational initiatives which have proven to be successful in including young people at risk of exclusion in active political, social and/or economic participation, with a view to identifying and describing elements of good practice that can be taken up in the future and in other contexts. The main research question formulated in EduMAP to achieve this objective is:

**RQ1: What policies and practices are needed in the field of adult education to include young adults at risk of social exclusion in active participatory citizenship in Europe?**

For analytical purposes R.Q.1 was refined into more detailed questions to guide the coding and the development of queries. Adult education providers and educators, policy makers and learners were addressed with different question sets appropriate to their respective roles and tasks.

Answering the key research question required:

- identifying and investigating elements of good practice in order to learn from successful AE programmes;
- mapping achievements in terms of the contribution of the programme to enabling young learners to be active and engaged; and,
- exploring strategies, methods and supportive services of successful programmes along with their effects.

The operationalisation of the research highlighted the importance of contextually embedding AE policies and practices. For both policy and practice, the research included questions that describe the state of the art as well as improvements:

1. Identification of effective policies and programmes, and their ‘elements of good practice’
2. Identification of improvements in response to newly identified needs and wants, as expressed by the young people participating in the research.

To understand the specific contexts we included fine grained questions on conditions and impact in order to extract information about the national/local context and how it affects the potential of AE, seeking to understand

- How are core concepts such as APC, vulnerability and AE defined/understood and approached by different respondent groups? (including policy makers, educators, learners, and young people not accessing AE)
- What are the general scope, aims, approaches and key groups of young people at risk of exclusion targeted in the local AE field?
- What socio-economic, political and legal factors/processes influence AE programmes and practices?

In addition, we included questions with a **policy focus** to identify existing influential and successful policies and potential improvements. The guiding question sought to understand how local/national/regional policies and regulations influence the AE field and practices, and more concretely,

- How policies/regulations affect the good practice cases (GPs) studied
- What policies/regulations have had/are having positive impacts on AE for APC
- How policies/laws/regulations/governmental measures can be improved in AE for APC
- How gender issues are accounted for in specific policies and programmes relevant to AE for young people and APC

### **1.1.2 Role of this deliverable in the project**

WP3 research lays the foundations of understanding the practices of adult education in fostering APC competences of young people generally considered as 'vulnerable' by policy makers. We endorsed the definition of policy-maker provided in the Millennium Ecosystem Assessment (2003), which defines a policy-maker as a person with the authority to influence or determine policies and practices at an international, national or local level.

In the time logic of EduMAP it follows on the desk research on policies and statistics across all EU 28 member and Turkey conducted in WP2, which in task 2.1 provided the starting point for the selection of good practice programmes and establishing sampling criteria. WP3 and WP Task 4.1 are the two primary data collection parts of the EduMAP project. Both drew on the WP2 research and reports to further elaborate the criteria for GP selection, used in conjunction with other sources (project DoA, literature).

WP 3 is connected to the other WPs as follows:

- It shares a research design with task 4.1 of WP 4 on the communicative ecologies in the field of adult education and for young people at risk of exclusion. The two WPs share a concern with deep analysis of AE initiatives, on the one hand from an AE angle (WP3) and on the other from a communications perspective (WP4).
- It is linked with WP5 aiming at developing an Intelligent Decision Support System for the use of policymakers, educational authorities and other relevant stakeholders.

## **1.2 Conceptual foundations**

The EduMAP consortium developed a concept note based on findings from WP 2.1. and current research to be able to integrate its own understanding of and approach to APC and how it might be mediated for 'vulnerable' young people through Adult Education. By doing this, the understanding of APC as it had been described in the DoA, was considerably broadened by the Consortium members enabling an integration of the diverse histories, understandings and contexts of active citizenship across the EU 28 (see WP2.1 report). As a further outcome of the reflections on APC through the concept note, the consortium of EduMAP concluded that education should contribute to strengthening social cohesion and active citizenship, specifically in its three-dimensional interpretation:

- the *political-legal* dimension, incorporating civic and political participation, standing for election to committees and similar boards, or being actively involved in participatory active citizenship
- the *socio-cultural* dimension, incorporating the development of social skills and/or social capital, for example by being active in networks and cultural activities; and
- the *socio-economic* dimension, relating to the development of employability skills and access to social benefits, focusing on job-related support.

This APC concept informed the elaboration of the fieldwork through the research design and questionnaire protocols. APC conceptions have been investigated among the different categories of respondents. Further, practices aimed at developing APC competencies and outcomes have been studied along with effective methods for enabling APC. One of the core priorities of the EduMAP project has been to take account of the subjective perspectives and self-descriptions of young people themselves, according to an inductive approach to data collection and analysis.

In the concept note, and as an outcome of WP2 desk research on Adult Education policies directed towards Young Adults in situations of risk in European countries, an important observation was the effect of a shift from a more holistic and humane orientation of adult education to becoming reduced **mainly to its economic function: 'learning for earning'**. As the report of Work Package 2.1 results indicates: the economic dimension has become an important aspect of APC. Besides formal education, policy literature typically stresses informal learning as key for developing and maintaining essential work-related skills.

Another observation made in the process of developing the concept note was that the objectives of lifelong learning have been integrated with other strategies, which have the effect **of making individuals less dependent upon the state**, or transforming learning into a desirable consumer commodity. In this discourse, the strategies of adult education and lifelong learning have been used for **mobilising people to help themselves**, rather than providing services to them. Young people, in particular, have been targeted through initiatives to **encourage AC through community involvement and volunteering** (Brooks and Holford, 2009:11; Field, 2006).

On another level the issue of how the concept of 'vulnerability' is used was an important concern elaborated in the concept note, concluding that in the EduMAP project, the perspective we take on addressing vulnerability is **to see adult education as a possible means to contributing in different ways to help build resilience**

**of young people.** The EduMAP consortium is fully aware of the sensitivities around issues related to the construction and need for reconstruction of the use of the term ‘vulnerability’.

When analysing and systematising the field findings the conceptual underpinning as developed in the concept note has been duly be considered.

## 1.3 Methodology

### 1.3.1 Research question and objectives

The **original objective** of WP3 is to examine the effectiveness, achievements, and shortcomings of educational initiatives identified as good practices (GPs), assessed according to their effectiveness in enabling learners in situations of vulnerability to participate in social, political and economic life. The main research question of WP3 is:

***What policies and practices are needed in the field of adult education to include young adults at risk of social exclusion in active participatory citizenship in Europe?***

During the course of the research it became important to move from questions that describe elements of good practice, to improvements via two main routes:

- Identification of effective policies and programmes and their ‘elements of good practice’
- Improvement in response to newly identified needs, as expressed by the young people at risk of exclusion who participated in the research.

### 1.3.2 Approach to research design

The research for WP3 was conducted jointly with the research for WP4.1, which in turn focuses on how communication in AE programmes can be improved in order to reach out to and connect effectively with vulnerable young adults and enhance learners’ engagement. The WP4.1 deliverable complements this report. Close coordination of the two data collection WPs allowed for alignment and overlap while at the same time preserving the integrity of WP3 and WP4.1. It also mitigated against research fatigue on the part of our GP research respondents, who otherwise would have been approached twice for different interviews that we now combined through a comprehensive and rigorous research design.



**Figure 1.1 Research design**

We developed clear data collection and analysis protocols aligned to both WP3 and WP4.1 objectives, which allowed us to formulate the two deliverable reports for these work packages.

In the first instance, these considerations informed and were tested through the design and application of **a pilot study**, which in turn formed the basis for the full-scale design. Running a pilot was deemed a key activity in order to ensure a rigorous and valid research design that could be implemented by all partners across all sites and that would provide answers to the project's key research questions. It also helped us plan in terms of understanding of the time and budget required for each GP and Communicative Ecology study. It helped us ensure appropriate implementation of ethics protocols accounting for local conditions of vulnerability. In addition, we were able to develop and test data analysis.

The pilot study was conducted between December 2016 and March 2017 in a suburb of Bucharest, Romania. Specifically for WP3, the pilot study tested the approach, methods and protocols developed in the consortium through a study of a VET initiative targeting young people in a situation of vulnerability. This resulted in a coherent framework for data collection protocols spanning access to research sites and respondents. Through engaging with research participants in the pilot study we were able to think through the benefits that participants (particularly AE organisations) may derive for offering their time for research. It also highlighted the diverse conditions of vulnerability and ethical implications (e.g., ensuring full informed consent for participants with illiteracy or functional illiteracy). Finally, we were able to fully test and adapt our qualitative research instruments and protocols.

### 1.3.3 Research design for WP3

As mentioned above, a unique research design for WP3 and WP4.1 was developed in order to ensure consistency and to maximise the results of fieldwork activities. We developed three 'strands' as follows:

Strand 1 Context analysis (WP3 & 4.1)

Strand 2 Targeted research on good practice (WP3 and 4.1)

Strand 3 Targeted research on vulnerable groups: Communicative ecologies mapping (WP4.1)

The first two strands apply to WP3 as follows (strand 3 is discussed in the deliverable of WP4.1).

**Strand 1** followed earlier work in WP2 on the identification of good practices to be studied in-depth for a given country, and was designed to:

- Map the local socio-economic, political and legal context as a pre-requisite to the in-depth study of good practices
- Validate previously selected good practices and confirm research access with coordinating organisations
- Where relevant, identify additional good practices and confirm their suitability
- Identify/confirm a vulnerable group that is particularly disadvantaged, present in high numbers, or of particular concern in the country of focus. This would then be the focus of Strand 3 on Communicative Ecologies mapping.

**Strand 2** followed the work conducted in Strand 1 for the identification of good practices to be studied in-depth for a given country. The aims in this strand were to:

- Examine the effectiveness, achievements, and shortcomings of the educational initiatives identified as GPs, assessed according to their contribution to enabling learners at risk of exclusion to participate in social, political and economic life and to develop APC competences.
- Identify and document elements of good practice and enabling conditions associated to each GP, in relation to their potential to cultivate APC competences and participation in socio-economic and political life for the learners involved.
- Identify conceptions of and aspirations for APC among different respondent groups, in particular comparing those of learners with educational authorities and educators.

### 1.3.4 Data collection instruments

Question protocols for Strand 1 and Strand 2 were developed with appropriate distinctions dictated by the project key research questions with respect to either WP3 or WP4.1. This decision was based on the acknowledgement of the inter-relations between the scope of research of WP3 and WP4.1 in particular: communicative aspects investigated through WP4.1 are overlaid on the targeted research on good practices, focusing on diverse communicative practices and interactions conducted by or among policy-makers, AE providers, and young people. Thus, an appropriate design of data collection was set up, by which research was conducted through interviews and desk research spanning the three strands introduced above.

In **Strand 1**, interviews have been designed to enable validation of good practices, their contextualisation in the local AE field, and to confirm access to studying them in-depth. Main actors involved in the AE field and social inclusion (particularly AE educators and NGO representatives) have been interviewed in order to:

- Identify elements of good practice against context-specific features
- Probe/assess previously identified good practices and confirm access to studying them.

In addition, desk research was conducted by partners to collect:

- Statistics and studies on the vulnerable group on which the strand #3 research in a given country is focused, disaggregated according to gender if available
- Statistics and studies on media access for groups in situations of risk (e.g. broadband uptake, mobile phone ownership and usage, media channels and availability), wherever available disaggregated according to gender, vulnerability status, and the type of vulnerability covered.

For **Strand 2**, data collection involved desk research, interviews and focus groups. Semi-structured interviews have been conducted with:

- Educational authorities/ policy-makers whose area of focus is relevant for the GP.
- Educators, designers, managers and other staff involved in the design and management of the specific educational initiative identified as GP.
- Current and former learners involved in each GP.

Interviews with policy makers have been designed to provide expert views on the local policy context and to enable an assessment of good practice cases, by means of a comparison between the relevant educational/policy goals and approaches, with the achievements of the GP under study.

Interviews with AE practitioners elicited data about the specific GP programme studied, as well as the context within which it was designed, delivered and evaluated, aiming to:

- Assess the effectiveness of the GP in terms of its contribution to develop APC competences for vulnerable learners and to support their participation in socio-economic and political life.
- Identify pedagogical strategies and approaches, and other supporting elements that can be linked to the positive outcomes of the programme.
- Understand how the institution communicates with learners and other institutions—including main groups/actors, channels, messages, and their effectiveness or associated challenges (reported in WP4.1 deliverable).

Interviews with young learners were designed to understand, from learners' perspectives, how the programme has affected them and their chances for more active socio-economic and political participation. We gathered learners' views on whether and to what extent the programme resulted in any change/improvement in terms of:

- Development of APC competences for learners
- Opening up opportunities for socio-economic and civic-political participation

The main data collection method used was semi-structured interviews. Focus groups were also conducted with current or former learners as deemed appropriate.

In all interviews and focus groups, **gender** was approached as a cross-cutting theme. Prompts and follow up questions were used regarding gender issues in policy making and implementation of educational policies and in AE teaching and learning contexts.

### **1.3.5 Partners' input and coordination**

All EduMAP partners except Foredata were responsible for carrying out qualitative research for WP3 and WP4.1, covering a number of EU countries and case studies corresponding to the allocated person months for the two WPs. The research design

was developed by WP3 and 4.1 leaders in close collaboration with partners, with final versions delivered to partners by means of guidance documents that described the rationale, data collection protocols, sampling considerations and methodological aspects for each strand. An overview of the data collection covered by EduMAP partners is provided below.

### **1.3.6 Sites and sampling**

Field research was conducted by partners across all three strands between April 2017 and February 2018. Partners conducted data collection in line with the research design documentation, and considering issues related to access as well as practical considerations stemming from each research context.

Each partner was responsible for conducting research in a number of countries, and covering cases of AE good practice corresponding to the person months and resources available. Overall, research was conducted in 20 countries, covering 40 AE good practice cases.

Research involved AE practitioners, educational authorities and policy-makers, and AE learners. Educational authorities and policy-makers were selected based on their relevance to the GP identified. In particular, we selected educational authorities and policy makers whose area of work and scope of decisional power was directly related to the area of the GP programmes.

Educators and programme designers were selected based on their involvement in designing, developing, delivering and/or evaluating the programme. A series of roles have been covered in each organisation, including, as applicable: Instructional designers, responsible with conceptualising and designing the AE programme; programme/project managers; directors/managers who have a vision for the role of the programme in the institutional as well as in the broader AE context; teachers/educators; communication and outreach officers.

Current and former learners involved in the GP programme have been selected through the mediation of the implementing agency. Sampling was guided by the following considerations:

- Gender balance—aim for proportional coverage of young men and women
- Factors such as economic and employment status, groups within the 16—30 age range.

Based on a step-by-step approach, development of guidance material for conducting the semi-structured interviews and focus groups supported by regular virtual drop in sessions for partners, the data collection across the consortium was implemented with careful attention to discussing and addressing all emerging methodological issues. The overall objective was to seek a broad and diverse coverage across the general target group of young people at risk of exclusion. The most important aim in the first phase (Strand 1) was for researchers to understand whether the selected cases would effectively match with the research questions laid out for the Work Packages. Therefore, one priority was to capture the different context related understandings and interpretations of vulnerability and active participatory citizenship in the different countries, especially of organizations and providers working in the field of Adult Education. All partners accomplished the task to take preliminary contacts with organisations, education providers and/or experts and stakeholders in the respective country to take a decision on the cases to be selected for deeper investigation on the good practice (Strand 2).

The 40 cases studied through Strand 2 semi-structured interviews and focus groups are from the following 20 countries: Austria, Cyprus Denmark Estonia Finland France, Germany, Greece Hungary, Ireland Italy Latvia, Malta, Netherlands Portugal, Romania, Spain, Turkey, Sweden, UK. The first table shows the distribution across these countries.

**Table 1.1. Number of cases and respondents and methods of assessment per country**

Country	No. cases	No. respondents (accessed through interviews and focus groups) per country	No. focus groups per country	No. participants in focus groups per country
Austria	1	78	2	7
France	1	21	2	13
Germany	3	45	6	13
Hungary	3	46	0	0
Romania	2	42	1	7
Spain	3	62	5	33
Greece	6	67	0	0
Cyprus	1	9	0	0
Italy	1	11	0	0
Malta	1	11	0	0
Portugal	1	9	0	0
Estonia	1	15	1	4
Latvia	1	17	2	10
Sweden	1	20	0	0
Denmark	1	18	3	8
Finland	3	68	2	7
UK	4	75	8	32
Ireland	2	18	2	11
Netherlands	1	16	1	2
Turkey	3	64	9	31

Note that the AE cases have been studied in Strand 2 to identify the relevant elements of success in the promotion of APC among vulnerable young adults (WP3) and to gather information about communication strategies and practices (WP4.1).

The second table gives an overview of the cases categorized by type of programme as suggested by WP 2 and specific APC dimensions.

**Table 1.2. Characteristics for the cases investigated in Strand#2 and Strand#1**

Country	Good Practice (Country_GPNo)	Target group	Type of programme*	Scope	APC Dimension**	Occurrence
Austria	AT_GP1	Multiple vulnerabilities (people at risk of dropping out, with emotional, educational, socio-economic needs)	Basic skills and remedy; Retraining	National	All	Continuous
France	FR_GP1	NEETs	Basic skills and remedy	National, implemented locally	All	Continuous
Germany	DE_GP1	Refugees and Migrants	Basic skills and remedy	National, implemented locally	All	Continuous
	DE_GP2	Refugees and Migrants	Basic skills and remedy (language focus)	Local	Socio-cultural	Continuous
	DE_GP3	Migrants and people with migration background living in a problematic district	Informal learning and non-formal learning	Local, related to a national programme	Political-legal	Continuous
Hungary	HU_GP1	Roma minority	Selected higher education	Regional	Socio-economic	Continuous
	HU_GP2	Roma minority	Selected higher education; Informal learning and non-formal learning	Local	Socio-economic	Continuous
	HU_GP3	Persons with disabilities	Second-chance education; Retraining	Regional	Socio-economic	Continuous
Romania	RO_GP1	Youth leaving care, NEETs; unskilled people	VET	Regional	Socio-economic	Continuous
	RO_GP2	Youth leaving care, NEETs; unskilled people	VET	Local	Socio-economic	Continuous
Spain	ES_GP1	NEETs, unemployed, unskilled people	VET	National	Socio-economic	Continuous
	ES_GP2	NEETs	Second chance education	Regional	Socio-economic and socio-cultural	Continuous
	ES_GP3	NEETs	VET	Local	Socio-economic	Continuous

Greece	EL_GP1	Long term unemployed people	VET	Regional	Socio-economic	Continuous
	EL_GP2	Homeless men	Basic skills and remedy	National	Socio-economic	Continuous
	EL_GP3	Long term unemployed people	VET	Regional	Socio-economic	Continuous
	EL_GP4	Roma women	VET	Regional	Socio-economic	Continuous
	EL_GP5	NEETs	Second chance education	National	Socio-cultural	Continuous
	EL_GP6	Refugees	Basic skills and remedy	National	Socio-economic	Continuous
Cyprus	CY_GP1	Migrants	Informal learning and non-formal learning	Regional	Political-legal	Continuous
Italy	IT_GP1	Long term unemployed people	VET	National	Socio-economic	Continuous
Malta	MT_GP1	NEETs	VET	National	Socio-economic	Continuous
Portugal	PT_GP1	Long term unemployed people	VET	National	Socio-economic	Continuous
Estonia	EE_GP1	Young people with low education level, special educational needs and NEETs	VET	National	Socio-economic	Continuous
Latvia	LV_GP1	NEETs, unqualified and unemployed people	VET	National	Socio-economic	Continuous
Sweden	SE_GP1	Migrants	Basic skills and remedy; Second chance education; Informal learning and non-formal learning	Local	Socio-economic, Socio-cultural	Continuous
Denmark	DK_GP1	Refugees	Basic skills and remedy; Second chance education	Local	all	Continuous
Finland	FIN_GP1	Multiple vulnerabilities (low educational level, migrants, prisoners/ substance abusers etc.)	Second chance education; VET	Local, national	all	Once or twice per year
	FIN_GP2	Prisoners	VET	Regional	Socio-economic	Continuous
	FIN_GP3	Multiple vulnerabilities (Early school leavers, People with mental / physical problems or disabilities; migrants with low educational)	Basic skills and remedy; Second chance education	National	all	Continuous

UK	UK_GP1	Young people leaving in care	Basic skills and remedy (VET focus)	Local	All, focus on Socio-economic	Continuous
	UK_GP2	Multiple vulnerabilities	Basic skills and remedy; Second chance education; VET	Local but linked in to nationally recognised programmes	All, focus on Socio-economic	Continuous
	UK_GP3	ESOL learners	Basic skills and remedy	Local but linked to nationally recognised programmes	all	Continuous
	UK_GP4	Young people who are 'NEET'	Basic skills and remedy; Second chance education; Informal learning and non-formal learning	Regional	Socio-economic	Continuous
Ireland	IE_GP	Young migrants (and Irish young people)	Informal learning and non-formal learning	Local but with national reach	all	One- off
	IE_GP2	Young migrants (and Irish young people)	Informal learning and non-formal learning	Local but with national reach	all	Continuous
Netherlands	NL_GP1	Refugees	VET	Regional	All, focus on Socio-economic	Continuous
Turkey	TR_GP1	Syrian refugees	Basic skills and remedy; Second chance education	Local	Political-legal and socio-economic	Continuous
	TR_GP2	Syrian refugees	Basic skills and remedy; VET; Second chance education	National/local	Socio-cultural and Socio-economic	Continuous
	TR_GP3	Women whose families was affected by a mine disaster	Basic skills and remedy; VET	Local	Socio-economic	One- off

\* WP2 endorsed the use of the following types of programmes (Basic skills and remedy programmes; Second-chance education; Retraining; Vocational programmes; Informal learning and non-formal learning; Selected higher education programmes) elaborated in Saar, E., Ure, O. B. and Holford, J. (eds.) (2013) Building a European Lifelong Learning Society: National Patterns and Challenges. Cheltenham: Edward Elgar.

\*\* APC dimensions (political-legal, socio-cultural and socio-economic) were described above

### 1.3.7 Data coding and analysis

To ensure comparability and relatedness among data and findings from different country contexts, a consistent process of data analysis has been shaped and adopted across partners, based on a common library of codes. The project took a hybrid approach to data coding and analysis based on a combination of deductive coding (operationalised

from the project research questions and conceptual framework) and inductive coding (new codes developed from collected data). This approach ensured alignment with the project's research objectives and questions (by using deductive codes), whilst maintaining openness for new insights to come from collected data (through inductive coding).

The codebook was developed by the WP3 and WP4.1 coordinating teams in constant dialogue with partners. Initially, the master codebook was tested on the dataset from the pilot project conducted in Romania. After two rounds of partner testing and feedback, the codebook was finalised and shared across the consortium in December 2017.

With a particular focus on WP3, codes were designed to enable data retrieval for answering the following research questions<sup>3</sup>:

*RQ1: What policies and practices are needed in the field of adult education to include young people at risk of social exclusion in active participatory citizenship in Europe? This was further divided into RQ1.1 dealing with practices and RQ1.2 with policies respectively.*

*RQ3: What kind of information is needed for policy makers, educational authorities and educators to increase their ability to design/shape policies and programmes that respond to young people's needs? This question sought to contribute to WP5 building an Intelligent Decision Support System.*

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<sup>3</sup> RQ 2 focused on improving communication practices between AE and young people and is reported in the WP4.1 deliverable

EduMAP Master codebook - Visualisation, Research questions 1 & 3

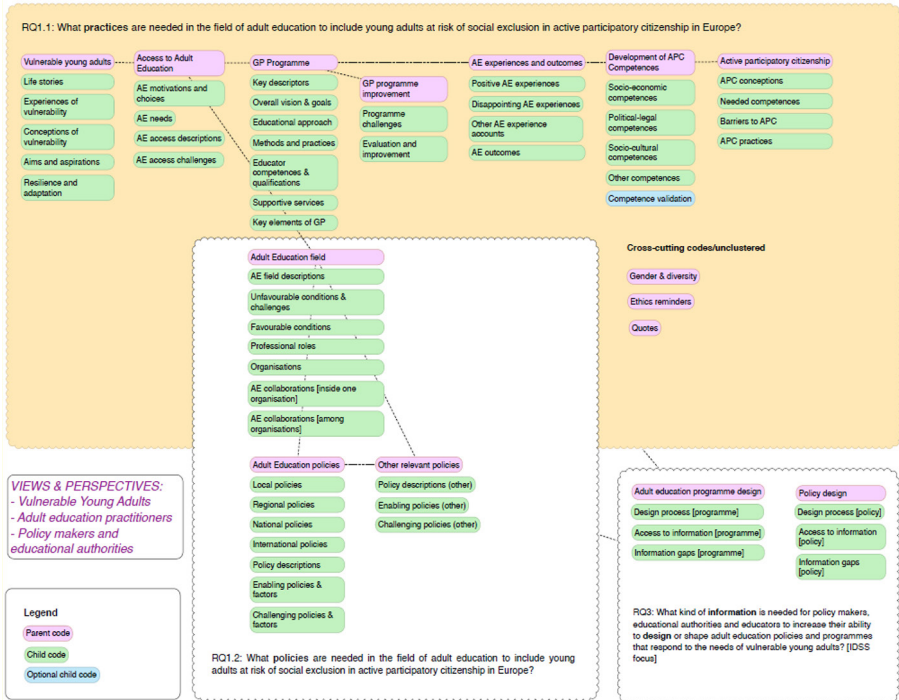


Figure 1.2. Visualisation of codes and clusters

## 1.4 Report Structure

In the final section of this introductory chapter we describe the report structure for WP3. Rich and complex field findings have been analysed and summarised to present a concise report in which we have attempted to present the perspectives of young people as a starting point for responding to the research objectives. The report is organised according to this logic, starting in Part II with young people’s experiences and offering insights into the barriers and challenges as they perceive them.

Part III answers the main research question, guided by feedback from the whole consortium, and analysed and interpreted field data from 40 diverse cases in 20

different countries (see below details of sample and cases). The chapters in this part are concerned with successful programme elements, programme outcomes that contribute to APC, and challenges as well as routes to success are identified.

We consider the ideal ‘value chain’ to start from young people’s needs which inform AE programmes and their practices.

Ideal:

Young people's needs → inform ↔ AE programmes/providers/support services → demand ↔ Practices
---

The focus of Part IV is on the complex interplay of national policy development on programme implementation. Here the ideal ‘value chain’ is focused on policies:

Ideal:

Young people's needs → inform ↔ AE programmes/providers/support services → demand ↔ Policies
--

Drawing on EduMAP field research results, this demonstrates the importance of European/national policies and their effects in enabling or hindering programme provision, and also for catering to the needs of young people as explored in Part II. The aim is not only to illustrate that in practice programmes that showcase good practices also often face unfavourable conditions, but also that examining how they deal with these challenges can help policy makers build on their expertise. The final chapter is dedicated to exploring the ‘way forward’ and for those responsible for policy making on different levels to draw conclusions.

# PART II

## 2 Focus on young people and their experiences

### Introduction

This first part on findings from the field research explores young people's subjective perspectives and self-descriptions around vulnerabilities **and** barriers to adult education and APC. A first step consists in a meta-analysis of how young people perceive their situation with regard to being vulnerable and the barriers and challenges they face in accessing adult education. A second step identifies their understanding of active citizenship and what they themselves hope to gain or have gained through participating in the different adult education programmes. As first highlighted in the concept note the EduMAP consortium sees the responsibility and need for policy makers and researchers to develop more awareness of the sensitivities related to the construction and deconstruction of 'vulnerability' as a concept. In light of severe cuts to public funding which impacts negatively on the adult learning sector it does not seem sufficient to repeat the importance of adult learning and its contribution to active participation and civic engagement of young people, but it is also necessary to **capture on the one hand the positive effects and outcomes of favourable practices and policies and on the other hand also the challenges. By putting forward the voices of young people themselves** gathered in the EduMAP field research phase the consortium wishes to create more awareness on the complex interplay between vulnerabilities, adult education and active citizenship.

Why this is necessary is highlighted well in many answers of programme providers, educators and practitioners, who—in their daily contact with learners—express vividly how situational factors combined with difficult biographical starting points create barriers of access to adult education for these young people in difficult life situations. Educators

in the UK\_GP2 case and other cases outline key barriers as being linked to socio-economic deprivation, often taking the form of intergenerational cycles of poverty and low aspirations affecting a whole community, combined with health (mental health) and learning difficulties, drug abuse and the risk of becoming involved in gangs and criminal activities. One practitioner expresses the context and scale of barriers to engagement as follows:

*... one of the counsellors at [local authority] asked my boss 'When will there be no NEETs?' and he said 'Never. Never. It's never going to happen unfortunately, we're never going to have everyone in education and training, not unless things change drastically in this world. Because we're not the barrier, and sometimes they're not the barrier, it's their situation and they're not getting the right support.'* (Advice service manager, Edu1, F, UK\_GP2)

Aware of the responsibility to deconstruct vulnerability as a label, the EduMAP consortium designed the research questions for the field research in such a way that the situation of learners could become the starting point for analysing the potential of adult education as a possible means to contributing in different ways to promote and strengthen capacities of young people in difficult life situations to enable them to practice **ALL** dimensions (socio-cultural, political-legal and economic) of active citizenship. Factors and barriers which create conditions of vulnerability are often complex and are mirrored in the many challenges adult education programmes face. This will be explored in more detail on a systemic level in the analysis of successful programme elements in Part III of this WP report.

## 2.1 Vulnerabilities conveyed as specific situations of risk

Apart from more specific and individually experienced factors, in most cases respondents mention different types of vulnerability that affect their ability to take in education but also to become more engaged in society. Many respondents who have not completed compulsory schooling describe physical and mental health-related, motivational and social reasons for finding themselves in marginalised conditions. In other cases respondents did not have the opportunity to attend school at all (some refugees) or despite completing compulsory schooling experience difficulties in accessing adult education. In some responses the difficulties encountered with education have

often already started in school and the phase of adolescence adds more difficulties. Sometimes by the time youth enter the adult education programmes directed towards 'vulnerable young people' they can already have spent many years struggling with different issues and feel marginalised.

Findings from respondents' answers suggest that experiencing situations of feeling vulnerable can have different effects, ranging from high levels of mental distress which affects a person's capacity for learning through to resilience in the face of adversity combined with taking action.

### 2.1.1 Cross cutting findings

- Based on the existing data it is not possible in all cases to ascertain whether young people would consider **themselves** as vulnerable. While few of the learners across the researched cases use the term explicitly to describe their situation, accounts of life situations and references to current or past problems, challenges or issues provide **implicit references** to adult educators, researchers and policy makers to draw inferences of vulnerabilities.
- Vulnerability is not approached on the level of a concept by young people but in the understanding of a condition. Most interviewees refer to a **life event** when they narrate their experiences. In some very difficult scenarios, vulnerability is a condition that cannot change, or when they think it changed to the better, something else happens and takes them back to that 'dark and sad place' as one of the young students in Greece expresses it. Or as a Finnish virtual school student who refers to struggling with physical illness and meeting tightening study schedules expresses: *'it feels like walls rising around me and I'm too exhausted to start all over again.'*
- A common thread found across nearly all cases is that the idea of difference is more often conferred as a negative connotation by **the world outside**: Being an orphan, being disabled, being Roma is all about **being different**, but from the point of view of someone external. In Romania this difference has been articulated by respondents bringing examples of how outside entities created and emphasised it, and even made it into a label, such as 'the Roma'. In Finland, not having a diploma from comprehensive school even carries a stigma and acts as a threshold to further participation. Learners in Greece mention that vulnerability is a **label** created by those who want to feel powerful and that **vulnerability as such touches everyone one way or another**.
- Related to the above, several young respondents indicate experiences of **open discrimination** and **racism**. Although expressed in a very strong way in the Irish cases, somewhat weaker accounts can be found in reports from migrants and refugees across the EduMAP project (Germany, case 1; Turkey; Sweden; Denmark; Greece, case 3;

Cyprus; UK, case 3; Finland, case 1). In the German GP3 case, young migrants mention that they have learnt that there are also attitudes of positive racism in mainstream society (e.g. mentioning that a migrant has learnt the German language 'really well') which can hide prejudicial attitudes and can also be used in a discriminatory sense pointing to the existence of **hidden** discrimination.

- Clearly **gender** is a cross cutting element which points to another layer and level of exposure to being vulnerable. Women, especially young single mothers with low educational background and difficult social and economic conditions are exposed to a specific situation of risk because of their child care responsibilities. Those who find themselves confronted with a refugee situation such as fleeing from a home country in war can become even more vulnerable when exposed to a new situation of risk starting a new life in a foreign host country. On top of that, some women might have faced traumatic situations of violence during their flight or had to prostitute themselves to survive and meet their most basic needs, such as securing food for themselves and their children.

### **2.1.2 Findings from individual cases**

In general young people have quite a high awareness of existing specific conditions which create a lack of opportunities making or leaving them vulnerable.

Young adults across the EduMAP cases mention, for example:

- a level of poverty;
- lack of formal qualifications, in Finland e.g. a comprehensive school diploma;
- lack of or limited access to resources such as information, knowledge and technology;
- lack of or limited access to political power and representation (marginalisation, exclusion);
- lack of or limited social capital including social networks and connections;
- inadequate beliefs (for example atheism), customs and attitudes in response to risk or disasters;
- poor living conditions (e.g. weak housing structure, poor social protection, poor maintenance infrastructure, etc.);
- frail physical and mental limits.

Only some responses—notably from cases investigated in Ireland, UK, Austria, Romania, France and Germany—also indicate a refusal on the side of young people to engage with specific attempts of stigmatisation and victimisation related to discrimination or racism, based on their vulnerability status, in order to avoid disempowerment.

Relying on descriptions from learners, the following factors and experiences are mentioned by young people, which express the diversity of experiences on one hand and on the other point towards the issues that the adult education programmes researched as good practice in the EduMAP project seek to address. Many interviewees also talked about how their situations had improved or were improving thanks to being able to participate in learner-centred adult education programmes.

### **1. Experiencing multilayered vulnerabilities**

Many of the responses to interviews in the cases researched across the twenty countries in which field research was conducted demonstrate that vulnerabilities can be experienced as multilayered and subjected to new situations of risk.

New situations can come up, for example, when young people enter the ‘world of work’. In the Finnish prison case (FIN GP2), in Denmark and Sweden for example, students during their internship were treated as cheap labour, and in their position it was impossible to complain about the situation, so they had to try to bear the situation. In the Swedish case, the students didn’t feel like they had a choice to say ‘no’ to offers they got from the job centre, because they were in the ‘integration programme’ and it was the job centre that decided for them.

In the five Greek cases, for example, a large number of respondents report experiencing a variety of conditions linked to vulnerability. Some learners also refer to bullying, which can be seen as a major underlying cause for feeling excluded. The respondents describe their experiences of social exclusion, alcohol and/or drug abuse, lack of motivation, low self-esteem and feelings of being a second-class citizen. Terminology used for describing their status include: marginalised, class B citizens, sick people, criminals, drug addicts, unemployed, and social service client.

Similar self-descriptions are presented by students in the Finnish GP3 case:

*Well, on a societal level, although I'm so grateful for having SII [Social Insurance Institution of Finland] that helps losers such as me, because, it's not your own choice whether you're sick or not. But at the same time I feel all the time like I'm a class B citizen. Like it would be better if I was just swept under a rug, like I wouldn't even exist. (Lea4, FIN\_GP3)*

Or as a former student of the virtual school explains his/her experience of being an adult without a compulsory school diploma, regardless of having a job:

*You are a kind of a second-class citizen at that point. That's how other people see it.*  
(Lea3, FIN\_GP3)

## **2. Experiencing discrimination and racism**

Racism, discrimination and unfair treatment is part of young people's experiences when they either apply for or manage to get a job. This is especially mentioned by street youth in the Greek GP6, but also by migrants and refugees in other cases from other countries. Street youth talk about sexual harassment and in some cases not being paid for work done. An educator summarises:

*For many, the experience of mainstream employment is not necessarily a positive one. When we ask them 'What skills did you learn at these jobs?' they respond based on the point of view they have. It is not always about money. Some youth may suggest that in their last job they learned that people really don't have any morals and the world truly sucks; another that he was starting to be optimistic for a while but that whole experience taught him otherwise... etc.* (Edu2, EL\_GP6)

In both Irish cases the accounts of young people's experiences and perspectives can be interpreted as being linked, in a rather specific sense of 'vulnerability' to different (and sometimes intersecting) forms of discrimination which factually act as a barrier, but also reinforce experiences of being vulnerable because of being labelled as 'different'.

*I remember years ago I was working in one place... I wasn't working like in IT, I was working with different work area [inaudible]... The manager was trying to do something on the computer and he couldn't do it. I was trying to give him some advice and—"No, how can you, an African tell me...?"* (Lea4, M, IE\_GP2)

The Irish GP1, which is centred around this theme, accounts the manifold frustrations of young people who experience discrimination in employment and education contexts, for example job applications being rejected on the basis of a non-Irish name.

A young woman who has directly experimented with sending in identical applications with her own name and a 'fake Irish name' explains that she received a response only for the 'Irish' name. A young man in the same group recounts similar experiences of another ethnic minority young person he knows, who was invited to an interview after sending in a 'fake Irish name' application, after numerous experiences of getting no responses to applications in their own name. (Lea2, M, IE\_GP1.)

### Text box 2.1. Experiencing racism as a barrier

#### Example: IE\_GP1 Informal participation project on barriers in education and employment for ethnic minority young people

One young woman (Lea1, F, IE\_GP1) recounts a situation in her last job, where a co-worker subjected her to sexist and racist remarks:

*... the stuff that I had to face, the things I had to hear, where I really asked myself, 'Is this for real?' Somebody has told me, in my previous job, that the only thing that is missing is: 'if I was white and I had blonde hair I would be a perfect wife'. And I was just like 'Oh, how is that acceptable in a worker? And a co-worker.' And I was coming in and he wasn't just like... he was Tier 3, so I was coming to him with a pretty serious case that I needed help with, and he wasted my 10 minutes telling me how, because I don't have blonde hair and I'm not fair-skinned, that I am not the perfect woman.*

And her (African origin) surname being—by coincidence—almost identical to a more 'typical' Irish surname, has experienced interview situations where it seems clear that

*...they have expected a white person and they would see me and they would call my name [...] and I'll stand up and they will still be looking around in the room. So you're kind of like 'OK this is great, I'm waiting for you to shake my hand' and they shake your hand but the confusion is still there, and then it makes the whole interview awkward. And you sit there and they kind of ask you whether you were adopted—which has happened to me before—that's why I had a name. [...] And of course then if an interview is starting like that already, it's not a good place for me because you're putting me... I'm already frustrated and annoyed, and you are trying to make up and you're not really asking the right questions—and when are you going to finish? And of course, then when I don't get a phone call after that, clearly I know why, you know.*

Young people in the Irish case hypothesise whether having a system where applications do not carry names and 'it's just like your merits and your certification and stuff' (Lea2, M, IE\_GP1) might help in this situation, but Lea3 adds that this may not prevent discrimination based on a person's socio-economic background:

*... I remember reading this article like even above that, like it's very easy to narrow certain things down. So if on the application this person said 'I studied in...' some private school in comparison to someone who studied in like a less advantaged school, this person says 'Oh I have so and so experience in this high affluent area'. You know, yeah OK the name's gone but there's still other stuff that you can use to discriminate someone. (Lea3, F, IE\_GP1)*

### **3. Experiencing a lack of some basic goods or services or access to them**

Respondents' reports and experiences of lack or limited access to either basic services such as communication, transportation, power supply, water supply, sanitation—for example like from the cases in Cyprus—can already minimise the opportunities to engage with learning. This can be aggravated by a lack of knowledge and awareness about how to access the services, which is specifically difficult for migrants and refugees, who apart from learning the language, also need to learn the 'culture' of how to receive available services. A young person in the UK (Lea11, M, UK\_GP1) reflects the following:

*I live with my two brothers and we were moving out... we almost got kicked out of the house because we didn't have our residential yet and they weren't sure how to apply for a house, how to get the thing, how to sort things out, and then we were just like 'What are we going to do in this new country? Like we don't have any links or anything.'*

For parents specifically, the **availability of childcare** is stated as one of the most important issues for being able to access education programmes:

*Yes, I think for us, when we want to learn, get to a new course, the major problem is childcare, I mean find someone to look after your little ones. I know from my friends that this is what prevents learning and working. I think if there are more places where learning could be provided, where you could bring your kids... (Lea9, F, UK\_GP3)*

Considering that in a 'digital age' access to virtual learning can be considered a 'basic' good, it can be seen as creating a barrier if, as is the case in Finland GP2, in prison the youth (and everyone else) are denied the use of computers. Even though the current law allows having the opportunity to use a computer for studies for example, the practices in prison are still against it. Thus, while digital services develop, the inmates lag behind and have yet another deficit when they are released from prison.

### **4. Experiencing poor or difficult living conditions**

A myriad of difficult living conditions are markers of vulnerability for many of the young people. This includes being 'economically vulnerable' and neither being able to afford to pay for a training course from basic living expenses nor daring to ask families for help because they were undergoing a difficult moment, such as parents being unemployed or ill. Most of the young people interviewed who had worked—across the cases—did it in the informal economy, without a contract or without knowledge about their rights to minimum wage.

## **Text box 2.2. Experiencing difficult living conditions as a learning barrier**

### **Example: DK Young refugee integration programme**

In the Danish case, for some refugee students the poor living conditions caused difficulties affecting their engagement to learn. One student reported sharing an apartment with six other persons and found it hard to concentrate on the studies. Three students were still, after one year, staying in a container village with many other refugees in an arrangement that was meant to be temporary. They were not satisfied with the living conditions at the village, as the container was rather like a summer house, meaning cold in winter, and situated far away from the city with poor commute service. (Lea4, Lea 6, Lea7, Denmark)

In another case, a family of five was living in one room that they rented from acquaintances. The room was obviously too small for the whole family, who had a severely ill child that had to spend lengthy periods in hospital receiving treatments. Because of the child's condition, the parents needed to have a permanent home address, which would not be possible if they accepted a rental offer on the housing black market. Neither could they move outside the city (where it could be possible to have a moderately priced apartment) because of the child's need for specialised hospital care.

Interruptions to or even prevention of education in their home countries is an experience of vulnerability that many refugees share. Having rights to services is often a concept not familiar to them. Because their residence situation is not always legalised, they also fear to lobby for their rights and rather accept poorer living conditions. Respondents from the Swedish case reflect on the effects of all the worries and the difficult living conditions, with one interviewee saying that even if the teaching and everything is excellent, and they have received lots of help,

*... the problem was myself, I could not follow teaching.* (Lea8, SE)

A number of young people make references to 'living in areas with high crime rates'. For example, a learner in the UK\_GP2 discusses the impact which a lesson attended by the parents of a murdered schoolboy had on her while referring to experiences with crime in a normalised context:

*... because at first when I heard that story I was just like 'Oh, OK, I know a lot of people that have died.' But when the woman came in and she explained the story in more depth, it was just that to all of us it was a big shock.* (Lea1, F, UK\_GP2)

Another learner, in UK\_GP1, explains:

*... where I come from has had a history of gang violence and a sub-culture of that for a good 50 years since it was built. (Lea10, M, UK\_GP1)*

Difficult family circumstances are mentioned quite often in accounts of young people. These may include growing up in single parent households, or having care responsibilities for parents or siblings:

*... I was from a single parent household as well, my father lost his business a good 10 years beforehand and had in essence descended into addiction and drug dealing and that sort of thing, so he wasn't involved at this stage at all. And my mother had been made redundant from her job of roughly 20 years in the 2009 crash, and by the time the programme started in... I want to say 2013 [...] ... she was still unemployed, she had been in and out of work, she couldn't really do a job. (Lea10, M, UK\_GP1)*

For some learners who have 'care responsibilities for their own children', this can bring particular challenges. For example, one learner in UK\_GP4 talks about how the restricted contact he has with his daughter has been affecting his own mental health:

*... with my daughter, she's got health issues and if I don't see her within a few weeks from the last time I saw her, I start having thoughts and nightmares. So I don't sleep a lot. But obviously she's just turned 4 this year, she started school... well she's started school, and of course I missed the first day so that's kind of put me on a downer. But there's other things I've missed as well. So like I say, it was building up beforehand and it's just all piled up on me. (Lea7, M, UK\_GP4)*

## **5. Experiencing health problems**

Health-related problems, including mental health difficulties, are also reported as posing many challenges and are mentioned in many of the cases.

Accounts from young homeless people in the Greek GP6 case report becoming addicted to substance abuse to deal with depression, trauma, violence and/or unresolved issues from their past, including a tendency to self-medicate with illicit drugs. For some, substance use is the outcome of the struggle to survive:

*(Prostitution is) incredibly degrading—I became a serious alcoholic and drug addict because of it. Because it was so degrading, it was my only way of dealing with it and that's why I don't do it anymore, both jobs, stripping and escorting. I was always incredibly high or incredibly drunk or both and ended up in the detox. I wouldn't do it again. It was*

*a bad time in my life and I didn't care about myself or anybody else. I figured I was going to end up dead. (EL\_GP6)*

Strong learners' accounts about how health problems can affect the mood come from UK\_GP4 and Finland\_GP3 respectively:

*I can take my mood swing with a pinch of salt, but the person next to me could try and punch me in the face because I've insulted them and obviously don't mean to. But trying to explain what depression and that is, a lot of people just like say 'It's a state of mind, you can change it'. It's not that easy. (Lea7, M, UK\_GP4)*

When asked about his/her future aspirations, a Finnish youth replied,

*To be honest I just wish I'm still alive [5 years from now]. And of course, I wish that there was somebody... on the Earth that could swing a magic wand so that I could become healthy enough to go back to work. And could achieve some independence and my own life and everything else. [...] But in practice I see that I'll still be at home being sick. (Lea4, FIN\_GP3)*

Other young people refer to the direct impact of health conditions on their confidence and self-esteem, such as one learner struggling with the effects of having ADHD:

*It was hard for me to sit there and actually concentrate on work. I was one of them little troublemakers that just misbehaved. (Lea8, M, UK\_GP4)*

Although the respondents with health problems in the Finnish cases report more sympathetic attitudes from the people around them, at the same time they also seem to suffer from a heightened sense of conflict between their high motivation and low ability to study. This dilemma causes notable mental pressure and feelings of guilt. It is important therefore that health issues are recognised as serious barriers to accessing adult education. A Finnish young person gives account of this experience:

*... at least in my case, because I had both [neurological and mental issues], so. Both were left untreated. Everything went to shit. And when I dropped out of school they just threw me into an enclosed ward. (Lea, FIN\_GP3)*

Later in the interview s/he described how getting treatment improved his/her quality of life, and at the time of the interview s/he was going full steam ahead to achieve his/her high goals in life.

## **6. Experiencing struggles around motivation, learning and development**

Some of the respondents, prompted to reflect on their learning and development process through the interviews, reveal some difficulties which might also be seen in light of the respective age and life phase, in which young people are already struggling with major life decisions and experiencing motivational difficulties:

*... I wanted to just coast through life. But that's changed a lot now, now I just want to make sure that it's done, and it's done right. And I'd say I was very unhappy with myself, because I don't know I felt hard done by, when nothing had happened to me, and that was just the mentality I was in. But coming here has helped me so much with just general happiness and wellbeing. (Lea5, M, UK\_GP2)*

In some testimonies in the Spanish cases socio-cultural vulnerabilities in the form of lacking encouragement from family or friends to continue studying can be seen to play a role:

*It depends on the social or cultural environment you come from, such as young people in my neighbourhood. You may think you have few references. You can have your parents, but they can help you from their life experiences and they may not have studied, they may have come to a new country and do not know the world... The only thing they can do is go to work and go home. Or maybe you have a very closed environment of friends who cannot guide you as much as one might need. (Lea3, M, ES\_GP2)*

## **7. Experiencing social and identity stress**

Asylum seekers face specific challenges in those cases where family members are not yet reunified. For instance, a young father in the Swedish case reported feelings of mental stress related to worrying about his family who remained in Syria and found it difficult to establish social contacts that allowed him to continue identifying as father and married man when the current reality of his experience in social situations resembled that of a single person.

In Finland, where leaving comprehensive school with a school diploma is the general expectation and a quasi initiation ritual to becoming a full member of society, respondents reported experiencing uncomfortable and even humiliating situations with relatives, policy makers/service providers and potential employers. When they finally graduated, they were very relieved just for the fact of possessing a certificate:

*Definitely finishing basic education has had an effect, now I don't have to be ashamed in a way, it's accomplished and so on, you can, like, you're a normal citizen now that you've finished it. (Lea3,FIN\_GP3)*

In the Greek cases the effects stated by young interviewees are mostly about feeling different or unwanted, being in a position where you have to explain who you are and why you are who you are which exerts a great amount of pressure on many of the young people interviewed. Young Roma women in particular, but also some young refugees and young transgender adults argue that vulnerability is 'when you feel less than what the others are', or when you cannot express yourself in a way that others understand you, or when people look down on you.

### **8. Access issues and other barriers**

Experiences of difficult life situations and feeling vulnerable can turn into manifold barriers, starting with challenges accessing adult education. Access and participation issues can continue for the duration of the programmes themselves. While successful programme elements are explored in subsequent parts of the report, this chapter is dedicated to highlighting some of the most common barriers mentioned by young respondents across the EduMAP cases.

#### **8a. Negative experiences with learning in the formal system**

Based on the perspectives of young people (Spain, Netherlands, Austria,) who explicitly describe the formal education system as dysfunctional and partly responsible for educational failures, it is possible to identify key improvements that are required in compulsory education systems. In other countries there are also accounts of 'cracks' in the formal education system, that contribute to young people's dropping out (Finland, France) to mention only a few. Adolescence in general is experienced as a difficult life phase from the perspective of young people. Not many countries have 'safety' nets in place, so that it is easy for young people to just drop out.

A general finding across EduMAP cases is that the tailored programmes offered to the young people work better for them. For example, young adults interviewed for GP3 in Spain were very positive about the programme and did not have anything to criticise. This was contrasted by previous negative experiences in compulsory secondary education (ESO), leading either to course repetitions or drop out. Lea4 said he did pretty well during the first years of ESO, but then it became too difficult:

*First and second [years] were like very easy. And third and fourth [years] were a lot of theory and I could not go forward, it was like I stayed far behind, it was like doing one step forward and two steps backwards. (Lea4, M, ES\_GP3)*

Feelings of vulnerability sometimes go hand in hand with barriers experienced through the way in which the systems themselves demand certain behavioural and role conformities. This is exemplified by Lea8 (M) in UK\_GP2 who suggests that behaviour was a difficult issue for him in school, referring to himself as ‘the silly kid’. But reflecting on the effects of programme outcomes, he could also appreciate that the tutors called him a ‘bright boy’ which has made him feel that his strengths are recognised:

*It made me feel alright because I've never heard that before, like teachers calling me bright. I've always had teachers which basically just not saying anything [...]. I like it when teachers, when people, say I'm bright and that. (Lea8, M, UK\_GP2)*

In other cases, accounts of difficult experiences in formal education are more subtle; for example feeling that school focused more on their weaknesses rather than their strengths, or references to suffering from anxiety in larger colleges. Lea6 in UK\_GP4 describes a situation where she left a volunteering post after conflict with a manager which made her not happy, while Lea7 in UK\_GP4 describes his mental health as a key challenge when it comes to keeping jobs:

*And if you look at my CV, I have got large gaps over various problems, so a lot of people don't take me because I don't have the experience. And it's that Catch 22 of you don't have the experience, you can't [get] the job; but you can't get the experience because you can't get a job. (Lea7, M, UK\_GP4)*

### **8b. Barriers through cultural values related to gender**

For women, especially from countries with stronger patriarchal norms, cultural values or the expected role of women to be the main family care giver can be a strong barrier that needs to be overcome. For example, in GP\_2 in Spain and GP\_4 in Greece various Roma women interviewed explained that their families followed strong cultural traditions according to which as Roma women they were not supposed to study but to stay at home and take care of their family.

### Text box 2.3. Cultural traditions as barriers

#### Example 1: ES\_GP2 Leisure time monitor training

*A: Families do not care if you study or not, you have to do it by yourself. They want you to be in your house, cleaning and scrubbing, that tomorrow you have a husband and children. But my aunt does not agree with this, you know? She wants me to study and work and not to have a boyfriend, not to compromise with anyone (...) otherwise I won't do anything in life. I also want to be someone in the future.*

*Q: And could your aunt study?*

*A: No. My grandmother took her out from school when she was 8 or 9 years old (...) because they were 10 brothers. (Lea 3)*

#### Example 2: EL\_GP4 Non-formal education for the homeless

Some suggest that they want to change their community to the better but they occasionally find that their families are not as supportive as they initially expected.

*... I am scared that what I have learned will not be appreciated as much because my siblings have not been in school and neither my parents... they all expect me to marry [...] and have children as I am considered old enough [26] and parents say that I put a shame on the family... I need to prove them wrong and this is pressing. (Lea2)*

### 8c. Tying Education to social benefits

Barriers can be created by the way in which education provision is tied to receiving financial support. Conditions in some cases restrict young adults in their choice of programmes, creating either barriers related to access, to learning, or with regard to motivation. This is exemplified by different factors, especially in the case of integration programmes, which usually lack the flexibility to accommodate the needs of all individuals related to their specific situations. In many cases of integration programmes where provision is tied to social benefits, scholarships or some type of social support, participation in classes and attendance registers are compulsory, so that students who miss classes for health-related or caring responsibilities can lose financial support, creating high levels of mental stress. In the Danish case, for example, strong municipality and government involvement in the programme implementation stretches as far as to the grass-roots level of choosing work placements for refugees. From the students' point of view, they express frustrations about this lack of autonomy in choosing their internship, which contrasts with the expectations placed on them for taking responsibility for their own learning processes.

### **8d. Special needs**

Although ALL types of vulnerabilities can create specific types of barriers, findings from Hungary suggest that for young people with physical disabilities, the first condition for success is to get adequate financial support during their training, because they lack financial resources for travel and living costs whilst on the programme.

In some cases, due to flight experiences, refugees may suffer from severe trauma that is insufficiently recognised or addressed. This can also create strong barriers for being able to learn. In the Danish case, the integration act enshrines the obligation of seeking work at least twice a week and accepting whatever job offer comes up, no matter what the special needs of individual learners might be.

## **2.2 Perspectives on active participatory citizenship**

### **Introduction**

As with the term vulnerable and vulnerability, findings from field research data across all cases in EduMAP suggests that the concept or term of active (participatory) citizenship does not seem to be relevant to young people in its *abstract* meaning, but when formulating the questions so that young people are prompted to talk about their **interests, needs** and **aspirations** as well as when methodology uses focus group discussions, an often more *implicit* understanding surfaces about how young people are aware of their rights and ways of feeling part of society and addressing social injustices that they have observed. In most interviews with the young people, they express either a feeling of being 'hampered' by certain individual disabilities (mental or physical, related to learning) or an experience of discrimination by the larger society because of their vulnerable position. For the EduMAP research team this highlights the close connection between conditions of vulnerability and how these play out as barriers to active participatory citizenship in all its dimensions and on all levels. Therefore, consulting views of young people is one of the most important contributions from the EduMAP field research to understand the complex interplay of vulnerability and how young people understand active participatory citizenship.

What emerges from the accounts of young people is a complex and interdependent relationship between learning, education, active citizenship and barriers that young people experience. More often than not these components are not clearly separate.

Adult education and learning plays an important role for fostering and enabling active citizenship and clearly practicing active citizenship is part of learning how to engage and overcome barriers, there is a mutual reinforcement. This will be further explored in on the outcomes of programmes and how they contribute to APC (Part III, Chapter 3.3 as well as in the chapter on practitioners and policymakers views on learning for AC (Part IV, Chapter 4.1)

In the following chapter we will focus primarily on the themes emerging from the interviews with the young people.

### **2.2.1 Cross-cutting findings**

#### **Young adults relate the term active citizenship to their life situation**

Although the term ‘active citizenship’ is often not understood in its abstract form, respondents across all cases can relate to it in all dimensions when questions centre around their life situations. Some young people mention a list of what they associate with it: for example professional engagement, having a job, an internship or simply attending an educational course and being a useful member of society. Others see it as political engagement, in particular being informed about politics and taking part in elections. Another perspective is considering APC as social engagement or participation in activities outside courses, such as practicing sports and having social contacts. Some conceive APC as voluntary activities, helping older people or supporting friends. Most of them relate the exercising of APC to an individual attitude: in particular they mention having a daily structure, being focused, having aims and objectives, having a positive approach to life, respecting other opinions, being interested and committed, doing whatever they are able to within their capacities. Often APC is related to a concept derived from human rights: the right to receive basic services and goods, such as health insurance, but also the right to vote and be active politically, socially or economically.

#### **Opportunities to practice APC influence perspectives of young adults**

Apart from learners’ own experiences and conceptions, answers of young adults indicate that how programmes define APC and the kinds of learning opportunities and spaces offered are significant. Examples of the latter include visiting civil society organisations (France, Germany, Austria, UK) or practicing active citizenship by volunteering (Denmark, Sweden). The APC-related skills provided by programmes feature strongest in learners’ responses in some of the cases in the UK, Ireland GP1 and Germany GP3,

and weakest in programmes which are more narrowly focused on job-related skills, as some of the VET categorised programmes (Latvia, Estonia, Italy). Another finding emerges: that when young people are encouraged to either help others (e.g. some responses in the UK) or engage actively in searching for solutions to change conditions (youth councils and forums), not only do young adults demonstrate a more in-depth understanding of active citizenship, but they also are more likely to engage in APC practice (Endrizzi & Beblau, forthcoming). Seen from a needs perspective of learners, findings suggest that specific short term goals (such as learning the language, getting a job or developing certain cultural behaviours) set some limits for young people in gaining a comprehensive understanding and/or practicing APC in all its dimensions.

### **Fostering a comprehensive engagement related to political-legal dimensions of APC needs support**

Findings also suggest that in some cases with a more specific focus on engaging young people actively, these are better able to express their attitudes in light of a political-legal dimension. The attitudes are supported by how practitioners design and foster opportunities for learning about accessing information on party politics (Austria), engaging in civic activities or using democratic instruments to allow the voices of youth to be heard (Germany\_GP3, Ireland). In FI\_GP3 many young people felt they could affect politics to some extent if they were motivated enough to make the effort.

Hungary constitutes a specific case in that researchers on the EduMAP team indicate that the term 'active citizenship' is closely associated with party politics and therefore interviewees prefer to avoid talking about it. Exceptions to 'avoiding the term' in Hungary are found only among the objectives and principles of the Roma colleges to strengthen Roma identity and Roma community action among university students.

## **2.2.2 Findings from individual cases**

### **1. Having an image or role model to follow**

Although in most of the cases young people are able to identify some specific elements of what 'being an active citizen' entails in their view, the most complete and vivid '**ideal**' description is provided by some of the young refugee respondents summarised by the researchers from the Turkish GP\_2 case: *an 'active individual' is a person who works, earns, serves as a model, is helpful and knowledgeable, knows the path leading to knowledge, and is hardworking.* In this view an active individual is someone primarily

in need of no one, but helping others and possessing high ethical qualifications ('hardworking' and 'honest'). On the other hand, the women in this case also refer to certain preconditions which being an active individual requires. Without education one cannot be strong, self-confident and therefore, active. These women describe the relationship between power and education through the metaphor of a weapon. Having an occupation, a job, a business or employment for them, is the most powerful weapon in a person's life. Living without fear and being able to walk the streets alone, to go about their own business or to take a walk with their children all represent important steps in the path towards becoming an active individual. Their participation in adult education courses facilitates this path. Having the freedom to choose one's actions is the most critical element in this context.

In the Greek GP4 case, instead of classroom courses the programme organises field trips that are relevant to the learners group training, and occasionally educators take the participants for a walk outside of the classroom to the city or their community, to the Roma Women's Club to listen to the experience of other Roma women who are considered successful in their community. What works really well is the regular visits from Roma women entrepreneurs who are considered successful in their area or business, like Cleopatra and Vanessa, two Roma women from the *Dendropotamos* community who created their own wedding gowns and clothing brand for Roma girls and women.

*... we have festivities when they visit us... they are seen as goddesses and they are so much appreciated in the community that young women literally queue to see them closer and ask them for advice... (Edu2, F, EL\_GP4)*

Similarly, visits from Roma singers, fashion models and actresses that have received some recognition through TV and presentations are also role models for these young women. APC is not evident in these activities, as one of the educators suggests, however, the fact that successful Roma women that represent positive role models visit them, and also the fact that they are not forgetting their roots and are active in eliminating discrimination against the Roma people is a good enough example to make young women in the programme more conscious of their social role in and outside their community.

Although a little different, but still in the sense of creating an example of how to be supportive, in the Swedish case the core idea of good practice is using the students'

languages as a resource in learning. Thus, the provider recruited native speakers of the students' languages who supported their learning and integration.

## **2. Being responsible for one's own life**

For some young people, the bottom line and very first step to becoming active is experiencing first hand the capacity to follow a structured schedule for a whole day. In the case of Austria for example, most respondents considered getting up in the morning, coming to school and following a schedule as active participation. Meeting with friends, being part of a sports association or helping others are also seen as a starting point. Finnish learners similarly confirm that although they have not really thought about APC due to getting their life on track again, fulfilling basic needs, having food and shelter, being in a fit state of health and attending to urgent issues with debt or abuse problems all constitute aspects of being an active individual. In Romania, young people previously in care or in foster homes mentioned taking more responsibility by cleaning and cooking for themselves. Other respondents refer to having a permanent relationship and/or children/family.

## **3. Being autonomous and independent**

In some cases a strong theme emerging from young people's accounts is being autonomous and independent, which often includes securing a stable job for financial independence. A lack of trust in receiving support and low expectations when beginning with education is mentioned across different cases. Nevertheless it must be considered that what autonomous and independent means also depends on cultural values. For example in the FIN\_GP3 case, those still living with their parents (relying on their support) were mostly unsatisfied with their living conditions. But in other countries 20+ youth living with parents could also be considered appropriate, especially for young women.

## Text box 2.4. Exercising agency

### Example: RO\_GP1 Centre for education and vocational training

Participants expressed ideas of being autonomous and independent with a particular focus on taking personal responsibility, and being clear about what they wanted, exercising agency regarding their life paths. These were all people coming from the state child protection system. The fact that they knew they could not rely on a caring family may contribute to these views. Some of them had parents and siblings who were, however, too poor to care for them; others had foster parents; and many had no natural or adoptive family, having been raised in orphanages. In either case, they had developed mistrust and low expectations from society, and learnt to trust in their own powers instead.

*There are some sure decisions that I can take in my life. Not saying—if it doesn't work there, I go there. No! It has to be this way, because I fight for them.* (Lea1, M, RO\_GP1)

And because they aspired to be independent and autonomous, young people also acknowledged that there was a need for them to develop certain abilities and competences. Employability competences were emphasised.

*Q: What does it mean for you to be on your own?*

*A: To work, to pay the rent on my own, not to depend on anybody.* (Lea 3, F, RO\_GP1)

Similarly, a young girl taking the bakery course had a clear route well traced in her mind for what she would do when graduating in just a few months. She had done an internship in a bakery in Bucharest. The beginning was hard: she had to wake up at 2:30 am, take 1.5 hours to reach the bakery from the community home where she stayed. However, she loved the work, and pointed decisively that what she wants for the future is to have a job to be able to be on her own, rent or buy a flat and not depend on anyone else.

## 4. Being supportive and helpful towards others—friends and family

Moving from one's own needs to taking care of friends and family members and developing empathy and taking into regard how one can contribute to the wellbeing of others is a further step which many of the young people in the research either have already taken or which they consider important in relation to active citizenship.

In the Swedish case, the right to residence, the willingness to respect citizens' rights and duties, as well as having a job to become self-supporting was important to all the learners. Many expressed their gratitude and trusted that the Swedish state secured the

same rights and duties for them as for the locals. Those interviewees who either had or planned to have a family and children considered safeguarding the future of their loved ones the most important issue. As one father explained,

*In my home country I had a problem of letting my daughters go to school when they grew older. They would also have difficulties to get a job there. But here we feel safe. It is possible to study further, find a good job and a good future. (Lea8, SE)*

Another learner from UK\_GP3, pulls together her family and community context, emphasising the significance of caring responsibilities:

*For me I think, it's looking after your family, raising children, talking to them about what is right and what is wrong. Respect. Being honest. Help other people. I think you can also do your job, but I am not working yet, so I do not know. But you can do other things, not paid... like... [voluntary work]. (Lea1, F, UK\_GP3)*

### **5. Playing a role in the community or a wider peer group, contributing to change**

Next to caring and family responsibilities, young people also mention a certain feeling of responsibility to give something 'back' to society.

In young peoples' own words (e.g. the Netherlands), active citizenship is about 'giving back' and contributing to society through work—either paid or voluntary:

*Doing/accomplishing something so he can later serve the community with it. (Lea2, M, NL)*

*The first answer is duty. As they give us we should give back. (Lea1, M, NL)*

*I'd guess having a job that you get a salary for so you pay taxes, I guess. (Lea4, M, NL)*

*Helping the city with something. Volunteering. I don't know, I never heard about this but I am just guessing. (Lea5, F, NL)*

*And this is the first time I hear about this one, but I guess it means like it's not people who are just here and taking money from the government and not doing anything with their life ... trying to get a job, study or do anything which is good for them and the society. I don't know if it means that. (Lea6, F, NL)*

Young people in vulnerable situations often encounter discriminatory attitudes outside their own communities. Specifically, the Roma are subjected to strong discrimination from mainstream society in all European countries. Therefore it does not seem astonishing that they rarely describe citizenship attitudes that include responsibility

towards society at large. In the Romanian cases, for the Roma respondents their in-group community is an element of strength and security, a support structure that other groups lack (such as young people who have been in state care). Two young Roma women who were interviewed were particularly dedicated to their communities. One of them used to be a heroin addict and was now co-managing a community centre. Her life changed due to the support and care of others, and now she wanted to give something back to her community; she felt this was now her life's mission. This is why she co-founded a community centre that helped substance abuse victims and offered educational services for children. She had invested all her money to run the centre. In the Finnish prison case, one of the respondents belonging to a Roma minority also pointed out his future motivation to support young people of his community.

In other cases, findings confirm that young people share the idea of taking initiative and not relying on the support and help of others. APC is often linked to the idea of being involved in various societal activities and not remaining a passive bystander (Lea6, FI\_GP1). It can also entail taking care of fellow citizens and trying to redress injustices (Lea5, FI\_GP2).

For one of the female respondents from Portugal it was important to mention that engagement with community and volunteering work takes a toll on people's time:

*... when people are completely occupied with their daily problems and struggling to earn a decent salary, it is often more difficult for them to afford to take on extra activities, such as volunteering or helping others... (Lea2, F, PT)*

Notwithstanding difficult life situations, some young people think that APC is about trying to influence and change the world, either through formal channels or simply by being aware and mindful of their own conduct and behaviour:

*I do my best for [a] better world by avoiding conflicts with fellow citizens. It is important to me personally that I try, at least. I think we have enough people who try to influence the society at large. I am more concerned about what I do and how I treat people around me... if I have good company, it's enough for me, a small man. (Lea6, FI\_GP2)*

This can go as far as taking responsibility for future generations, such as in the Irish GP1 case, where participants express feeling protective of other ethnic minority young people who may also come to experience discrimination and other barriers in their lives:

*... one thing I started noticing myself do more was... so I volunteer with this youth club and I actually [...] took it on as a responsibility for me to like encourage them, every one of them every day, I'm like 'What do you guys want to do, why do you want to do it? OK it's going to be difficult, what steps are you doing?' Because whenever I started talking to loads of people I started to realise [...] I thought it was just me who faced it, or it was where I was living or whatnot. But the more people I talked to the more I realised it was actually like everybody had felt, or dealt with it, in different ways. So that was one way I think it really impacted me, I was like 'No, what happened to me doesn't necessarily need to happen to the next generation.'* (Lea3, F, IE\_GP1)

Relating to the wider community, taking responsibility and engaging actively seems to be strongest in those cases where the visited programme has a focus on participation such as GP1 in Ireland or where young people have previous experience of socio-political participation outside the course (e.g. in DE\_GP3). A young person reflects on her involvement in a local youth council and how her view of APC is influenced by this:

*Playing a role in my society is like supporting them, in a way kind of protecting them, trying to protect them, always bringing new ideas to the table that will help your community come together.* (Lea1, F, UK\_GP\_2)

In a few examples in different cases across EduMAP there are young people who seem to be particularly aware of APC practice and conceptualisation or who describe themselves as social activists (e.g. Turkey, Spain, Ireland). In the Spanish case, two Roma women are, for example, activists in a Roma people's rights organisation and their conception of APC is linked with a perspective of a more egalitarian society in which everybody can fully enjoy socio-economic and political rights without being discriminated against for their ethnicity, age or gender.

In the Finnish GP2 and GP3 cases some of the youth who participated in the study wished that the findings of the EduMAP research could influence policymakers and expressively participated in the study in order to make a difference.

## **6. Being financially independent and working**

Findings emerging from almost all of the cases (e.g. in Italy, Malta, Portugal, Estonia, Latvia, Finland, Denmark, Sweden, Greece, Turkey, Romania, Spain, the Netherlands, Germany, Austria and France) relate to the economic dimensions of APC, either in terms of working in paid employment, earning money through creative ideas or as an

entrepreneur, or working in a cooperative (Turkey). Some young adults associate this with freedom from state support, such as expressed by a young learner in Finland:

*Why should I want allowances if I am fit, I can work. (FG1, FI\_GP1)*

Earning money enables young people to afford material resources that are necessary for pursuing their personal goals. In one example, a Finnish learner argues that earning money supports him to buy a new computer for making videos for their YouTube channel with almost 300 subscribers within two years of activity (Lea3, FI\_GP1). But for other respondents, also from Finland, work is not primarily about earnings but participation and being active and having a routine (FI\_GP2) and purpose of life (FI\_GP3). For young people in Latvia and Estonia, working and paying taxes is part of their understanding of AC. In Turkey findings suggest that there is a stronger correlation between being an active citizen and earning money amongst male refugees as compared with answers from female respondents. In the Netherlands case on IT training, the majority of young adults interviewed considered that the programme has, or will enhance their ability to participate in society, chiefly because it will enable them to get a job by developing technical, leadership and soft skills. Learners in ESOL programmes in the UK (e.g. UK\_GP3) are in the special position of having to negotiate participation in a new country whilst still in the process of improving their proficiency in the English language. Conscious of their status as newcomers, learners describe their hopes and aspirations in relation to APC:

*You know when we come here, I don't know what's going to happen in new country. So it's always good to start going to work. In a new country I can say, so we are coming from start, from zero, but we are trying to reach something. First through education, and then through work. I would like to think of myself as a citizen—not necessarily for the whole country, but community, family. (Lea13, F, UK\_GP3)*

An additional factor mentioned by learners in both GP4 in the UK and GP1 in Turkey is the barrier caused by employment policies focusing too narrowly on jobseekers looking for contractual employment, at the expense of similar support for young people trying to establish either self-employment or other forms of working, such as cooperatives.

## 7. Having a sense of belonging

Having a 'sense' of belonging is mentioned by all young people as important. It can start with the learning group and expand into further dimensions.

In the Swedish case for example, even those few who were disappointed in the outcomes of learning during the course wanted to highlight the importance of experiencing the 'love and support' of their fellow students and the staff. This attitude was central to the Swedish good practice.

A Finnish learner, talking about the benefits of the programme refers to the social aspect:

*Like I already said, I have quit drugs and alcohol. And then I guess got some self-confidence and am a bit more open, like before this I was, how to put it... a lonely soul. I didn't talk to anyone and was basically on my own 24/7. [...] Here are quite a lot of people similar to me. (Lea3, M, FIN2)*

Although particularly diverse within the broad theme of what it means to be an active citizen, some young people (e.g. in cases in the UK) mention the intersection of belonging with rights and entitlements (e.g. to benefits or services). While some learners associate APC with a sense of national pride and belonging, the comment of one learner conveys a sense of disenfranchisement and of feeling left behind by the system, in which he considers 'others' to receive preferential treatment over locally-born people:

*... other people get more benefits than we do and we was born here. (Lea7, M, UK\_GP4)*

## 8. Becoming more open towards others

Several learners emphasise the role of active citizenship to be more open to other opinions:

*... what other people are thinking about and be more open to opinions and options. (Lea2, F, UK\_GP4)*

Another learner, in this case from UK\_GP2, specifically comments on her interactions with young people who have recently come to the UK and are studying ESOL, and how this has made her reflect on her own (relative) privileges:

*... and then there's people that are just not born into that life. So like that stuff where like everyone's come from, that's how life is, but obviously we've come here now, we*

*all understand everyone's background and we've all just bonded together.* (Lea1, F, UK\_GP2)

GP1 in the Netherlands also confirms that learners appreciate the diversity in the group as a learning opportunity. For the majority of learners this diversity of backgrounds helps to develop socio-cultural citizenship. As one learner comments:

*Getting in touch with other nationalities that I didn't really understand very well. Because in [my country] I never got in touch with Arabic ... I hadn't had this before because I didn't have too many connections with this kind of area. And now I am learning about things about their cultures, and I think it's very nice.* (Lea5, M, NL)

Another learner comments that they already had experience of working in a multinational team which she enjoys because:

*... it's better than working only with [people from my country] or only with [people from one other country]. So you always learn, you are always friends with other nationality.* (Lea6, F, NL)

Working with people from different backgrounds *broke barriers* and developed *group spirit* because:

*... to see someone from a different background talking like you, understanding like you, the same level that you study they study, it broke boundaries and barriers.* (Lea1, M, NL)

### **9. Young refugees and migrants are focused on language learning and employment**

Young refugees and migrants in 9 cases (DE\_GP1, TR, SE, DK, EL\_GP3, CY, UK\_GP3, FI\_GP1, NL) stress the priority of language learning combined with the need for gaining economic sustainability. Findings from the researched cases demonstrate that **language learning** is a strong precondition for refugees to become independent: communicating with authorities and fellow citizens is seen as important for becoming a member in society (SE). This was linked to both studying the language and having the courage to contact people and use the language. Even having some language skills enables participation and communication with locals. After learning basic language skills, one learner (Lea7, SE\_GP1) said that he could now start going to the library and language café to talk to people:

*I am now ready to take that step.*

In some cases respondents mention identity conflicts between feeling a duty to be a 'good citizen' in the host society (not least because this ties in with a legal citizenship status) versus staying attached to important (socio-cultural) values from their country of origin. This conflict is aggravated by mental stress resulting from war trauma, being separated from family member or pressure from 'fast track' integration expectations (DK, NL). Some experiences of discrimination in the host society are also mentioned.

### **10. Being politically active**

Knowledge, attitudes and awareness related to the political-legal dimension of citizenship varies to a great extent across the cases. Knowledge is more often than not drawn from activities offered by the specific programme. Some young people interviewed had voted and were aware of their rights and responsibilities to be actively involved in democratic participation, but others reported never taking part in any kind of political activity. Respondents from Malta for example note that APC is only a concept used by politicians who want to *be voted for* and that the politicians easily forget the value of APC and that they only refer to it when their political position is at stake. Some of them suggest that continued belief in democracy is also at stake because of a loss of faith in current political leaders. They claim that this creates a risk of long term reduction in political engagement. Across the cases, we find some individual answers confirming young people's mistrust and distrust in the citizenship ethics of politicians. Young people doubt or have experienced a direct disinterest of politicians in what they have to say.

### **Text box 2.2. Youth Forum Germany**

An important goal of the Youth Forum (DE\_GP3) is the participation of young people in civic engagement to strengthen commitment within the local district in general and also the sense of community and solidarity among young people. But the most important aim is to generate multiple opportunities for encounters and dialogue among young people of a variety of origins (Turkey, Romania, Bulgaria, Russia, Central Asia, African countries), both amongst the young people and with their environment. The nickname used is: 'Speed Dating of Cultures'. It is about getting to know each other and also breaking down prejudices. The Forum organised 'speed dating' events with the candidates of the political parties running for federal state and national elections in Germany. Young people were responsible for moderating these sessions.

In the interviews, young people in this case express their appreciation of this offer of an enabling environment for practicing APC and they reflect on the changes that they have experienced through their active participation. Summarised in their own words, the possibilities provided through participation in the youth forum 'works' for them:

*That everyone can bring an idea and be listened to. Young people without family support can freely talk about their problems and questions that are important to them are discussed. The problems of the district are discussed together, we get information how to engage politically for example by learning how to demonstrate, we engage through the activities of the YF. (Lea3, M, DE\_GP3)*

And two young people (Lea5 and Lea6, M) conclude:

*In the Youth Forum we can implement projects that are important to us. Here there are young people who really want to change something and who are active. They like to live in the district and it is a good feeling that so many young people come here and enjoy discussing the issues that are important to them. The mix of how the coordinator motivates young people, inviting everybody to be engaged, organising interesting activities, is part of the success. Because the atmosphere is so good, young people bring their friends. We also contributed by collecting money in the city. The district really has a lot of problems and I cannot see any positive side, but the Youth Forum has helped me to change my perspective and I learnt to see what I can contribute. I became more critical towards politics and I have a large network of people with whom I can start a project. With a project I can sometimes influence more than when I just talk to a politician who does not give a concrete answer to my question. (Lea5, M, DE\_GP3)*

*We had a meeting where we had a session about 'positive racism', which I had never heard of before. And now I can see it everywhere. And I also learnt to be more patient, listening to other people. (Lea6, M, DE\_GP3)*

Respondents from the virtual school in Finland GP\_3 and other cases, although not considering themselves politically interested, did express very critical opinions on

several political matters they felt were important for themselves or that they had first-hand experience of. A mistrust towards policy-makers and politicians was apparent; respondents with physical or mental health issues in particular expressed strong criticism towards Finnish social and health care and felt they had not been heard as clients/patients. They felt their chances of influencing the political-legal system were next to non-existent. Yet at the same time this criticism showcased their active interest in society and politics and their own role in it, even if they felt a sense of hopelessness and lack of real chances of influencing issues:

*It's difficult to walk in darkness if there's no beacon anywhere. (Lea1, FI\_GP3)*

In both other cases in Finland, learners were in general either interested in political participation and wanted to know what was going on in politics, or said that they had enough on their shoulders in coping with everyday tasks and no energy to be involved with politics (FG1, FI\_GP1; Lea 8, FI\_GP2). For many learners, political participation meant that they have voted in elections, but some politically aware learners had also chosen not to vote. Some were disappointed in national politics and they were either happy to be part of smaller community, family, religious or interest groups, or they had chosen more direct actions than voting (Lea5; Lea6, FI\_GP2). For some learners APC was about knowing their civic rights and exercising them:

*I am participating as well as I can in various activities. (Lea6, FI\_GP1)*

Even if they were not participating in politics, many shared the need to understand how the system works (Lea1, FI\_GP2) and expressed that it is good to know what can be done if need be: for instance to create civic appeals and sign up for them, to participate in demonstrations, etc., (Lea6, FI\_GP1). However, many expressed they felt they had the same (small) opportunities of influencing politics as anybody else **if they only had the motivation to act**.

This shows similarities with findings from some UK cases, where although some respondents express an interest in voting, only a minority (in UK\_GP2 and UK\_GP4) refer to an active interest in political affairs. One learner in UK\_GP4 denies an interest in voting, but is interested in politics at the time of elections, emphasising the social and communicative context of the process:

*It's only when the kind of family's like sitting together, because my brother listens to the news a lot, so that's when I get interested in it. So yeah. (Lea5, F, UK\_GP4)*

Other learners in UK\_GP2 and UK\_GP4 express an outright disinterest in, lack of understanding of, and or confusion about politics. When it comes to understanding rights, however, several young people consider themselves competent in understanding the law and their rights. For one learner, the basic essence of rights and entitlements boils down to this:

*I know like, but when it comes to rights I'd say that's a delicate thing for me. [...] Because I don't want to be like 'I have a right to do this' because then I'd feel like, I don't know, a bit of someone who feels like he has a pressure over people through his rights and stuff like that. [...] I know I have rights to protect me and I know all of... well not all of them but I know most of them. But that's the main thing is entitlement, I don't feel like I'm entitled to anything. All I really feel like I'm entitled to is just the fact that my family is happy, that's all I want. (Lea5, M, UK\_GP2)*

The attitudes towards political-legal dimensions of APC vary greatly across the refugee respondents in different cases. In Sweden respondents coming from war-torn countries with failing or undemocratic governments appreciate Swedish democracy and felt that fairness and equality were the core issues to successful state-citizen relationships. Furthermore, voting is important to be able to keep the 'right' people in government and avoid becoming corrupted (Lea10, SE). The significance of how the principle of equality had been processed in the programme of the Swedish case and taken in by students was manifested in the students' expressions concerning equality. They talked about how it is good to meet people from different countries and how it does not matter whether you are a man or a woman, but you must respect everyone (Lea6; Lea7, SE\_GP1). Some reflected on the inequality patterns in their home countries, for instance as situations that are not safe for girls to go to school (Lea8, SE\_GP1) and how people do not contribute to sharing responsibility for public goods but destroy them. In Sweden they found that they can be safe, send children to school without fear and guarantee a good future for them. They had also experienced the importance of working together for common goals in the course through joint efforts looking after nature and environment and thus contributing to a common good.

The opinions expressed by learners in the Swedish case differs greatly from those of male refugees from Syria in Turkey, living in small rural communities. Having experienced the outbreak of a civil war as an outcome of a political conflict and having seen the effect of their political decisions on their life, they do not feel secure to be identified with any political opinion that could cause further conflicts in their new

social environment. Focusing on integrating and working in a new social and cultural environment is considered a big challenge by them and therefore they prefer not to be involved in political-legal activities at least until they feel more 'powerful'.

## 2.3 Conclusions on the perspectives of young people

Young people have a lot to say about their experiences of inclusion and the multifaceted barriers they face in their life and with regards to education and active citizenship. This is especially the case for young people who, for a variety of reasons (including long-standing disappointment and disenfranchisement):

*... don't engage in anything and/or won't engage with anyone. (Advice service manager, Edu1, F, UK\_GP2)*

What emerges quite clearly from EduMAP field research is that even if young people's understanding of active citizenship and civic engagement is very much related to their life situations, adult education has an enormous potential to contribute to enhancing this understanding by offering opportunities for practice and reflection. The findings indicate that APC is highly contextualised, with different layers of engagement which may take place on (qualitatively) different levels, dependent on subjective interpretations as well as on socially and culturally defined values. In the end the question remains whether APC should be considered through a model of hierarchy, such as Maslow's ladder of needs, as expressed by an educator in GP4 in the UK:

*So I think if you want to be a citizen, it's like the hierarchy of Maslow isn't it, it's looking at if the bottom part is not there then you can't be up there because that bit there's not working. So to be a good citizen, first of all I would imagine you have to have a roof over your head and you have to have employment, and then maybe you'd want to think about citizenship and how you can.... [...] The bottom part needs to be addressed first doesn't it really. [...] then you might get somebody who might want to participate in this citizenship and all the bits that we would like everybody to be doing really. (Curriculum manager, Edu2, F, UK\_GP4)*

or based on an understanding that engaging with and guiding young people through adult education to fulfill their multi-layered needs leads to experiences which promote more and deeper APC engagement.

Across the 40 cases young people interviewed have expressed their positive experiences related to recovering motivations, habits and engaging actively in society by way of attending an AE course or programme. An educator from the Spanish GP 1 case on labour integration summarises:

*There are many people, especially if they are more adults, who say: 'Coming here [to participate in a course] has given me back to life: I have left home, I have taken a routine, I know I have to be here at a set time, and that I have a commitment every day, that I have to dress up because I have to go somewhere'. And that increases a little their self-esteem and makes them feel good. And many times, maybe you do not get a labour integration but you get that person to recover. (Educator, Edu6, ES, GP1)*

And this is especially important for the older amongst the young as the following statement of a 28-year-old with 'zero expectations' and accumulated negative experiences demonstrates

*I have never thought they would train you and then literally take your hand and guide you so you knew where you could work, see how you work... I did not expect that, I still find it amazing. (Youth, Lea1, M, ES\_GP1, FG1)*

Breaking the cycle of poverty and deprivation and overcoming key barriers such as lack of language skills, difficult family or personal circumstances, disrupted educational paths and resignation are not easy tasks and can only be achieved by taking small steps and by helping young people to develop confidence. In all of our 40 researched cases in the EduMAP project, this is done by facilitating skills development and building competences to deal with issues, problems and challenges that happen in the daily life of these young people. How this is done will be explored in the next Part.

# PART III

## 3 Focus on adult education programmes

### Introduction

One of the main aims of the Horizon 2020 EduMAP research project is to identify adult education programme elements that can be considered as **contributors to successfully enabling and fostering APC of young people in situations of risk**. Led by our research design outlined in the introduction—the consortium undertook to compare the perspectives of young people, practitioners and policy-makers on APC to identify main commonalities and differences in their understandings. In this final research report on field findings of 'Best Practices' the perspectives of young people are captured in form of their experiences in PART II, so that these can become the starting point for further reflections.

In this second part of the WP 3 report, in the **first chapter** we undertake to analyse and systematise cross-cutting findings which enable us to elicit different **conceptual underpinnings** voiced by adult educators, practitioners and policy-makers. The aim is to take a closer look at how these views impact on either the way the specific programme is developed or assessed by adult educators or what challenges providers face in their role of delivering appropriate services.

Before taking a deeper look at the emerging themes from the field it is important to indicate that some programme and conceptual factors and elements are **conditional** to building a foundation for young people to become active citizens. Considering the multilayered vulnerabilities that young people bring with them, it is obviously necessary to first of all strengthen their capacity to re-enter a learning environment. Foundations laid in and through adult education programmes are the starting point for further stepping stones to a fuller engagement and participation, first of all in their closer circles such as family and friends and when able in their communities. To summarise: the findings

from EduMAP research for this part of the final report for WP 3 suggest that it is indeed possible to re-engage young people through different types of learning arrangements and motivate them to continue learning as a stepping stone towards active citizenship. What has emerged across all cases is **importance of combining technical training with personal values education; encouraging participants' personal growth; as well as helping them to recover self-esteem and self-confidence in their skills and abilities**. This is pursued through **highly personalised** education in which contents and methodologies are **dynamic, practical, relevant to everyday life, group-focused and flexible enough as to adapt to diverse individual profiles and interests**.

The **second chapter**, analyses and systematises **programme elements which emerge as drivers for success** drawing on findings from all 40 EduMAP cases. Clearly, learning processes are important for re-engaging young people, for supporting them on the path towards more active participation and for enabling them to develop a deeper understanding of active citizenship roles. Another strong finding is that young people really need the social and civic key competences defined in the European Framework of key competences for LLL<sup>4</sup>, in order to be able to fulfil roles as active citizens. Across all cases, the following interlinked elements have proven successful:

- Matching needs and motivations as well as fostering aspirations to pursue AE
- Identifying underlying causes for disengagement with learning
- Creating a supportive and safe environment
- Establishing relationships built on trust, respect and empathy while safeguarding the autonomy of the learner
- Enhancing social interaction and building social capital
- Understanding the role and importance of a variety of supportive services

In the **third chapter**, focusing more on the **outcomes of programmes in terms of how active citizenship competences are fostered**, findings from across the EduMAP research indicate that different understandings of active citizenship among programme providers shape diverse approaches of pedagogical and social practice. As already

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4 Social and Civic competences: These include personal, interpersonal and intercultural competence and cover all forms of behaviour that equip individuals to participate in an effective and constructive way in social and working life, and particularly in increasingly diverse societies, and to resolve conflict where necessary. Civic competence equips individuals to fully participate in civic life, based on knowledge of social and political concepts and structures and a commitment to active and democratic participation.

elaborated in the conceptual part, there are different underpinnings for the development and design of **pedagogical** approaches by which adult education can contribute to promoting APC competences among young adults. Because the programmes provide important support and recognition to young people, the very **fact of being able to access programmes** can be seen as an **empowering process for fulfilling dreams**. A young Roma student in the Greek GP4 confirms:

*... as long as I participate in this and other programmes, I know that I will receive some recognition and support from my people, and when you have that [support and recognition] you don't need anything more; you are strong enough to continue with the next step, to act as many successful Roma do, to represent your culture and community to others, to teach others through your story.... (Lea3, F, EL\_GP4)*

### 3.1 Conceptual underpinnings on learning for active citizenship—the perspective of programme and policy influencers

Given that the sample of 500 respondents in the EduMAP WP3 field research cannot be seen as representative for the diverse views or extensive debates in different European countries and by different stakeholders about Active Participatory Citizenship (see WP 2.1 for a country related exploration), they do—from a **qualitative point of view**—enable the EduMAP Consortium to explore—from the perspective of practice—the **complex interplay of adult education and active participatory citizenship**. Applying qualitative methods in the field has enabled—the consortium to expand the initial understanding elaborated in the concept note. With regard to the use of terminology though it is important -to take note that sometimes wording is used interchangeably—the terms ‘*active citizenship*’ and ‘*active participatory citizenship*’ are not always considered as differing in our respondents’ answers. In some cases though, a deeper level of reflection might bring an idea of the implications for adult education practice to the surface. For the project worker in the Irish GP1, for example, there are two related concepts, ‘*active participation*’ on the one hand and ‘*civic engagement*’ on the other. These concepts ‘*go together*’, according to a project worker’s statement from the GP, but it is important to her to state in the interview that there are prerequisites for true, rather than tokenistic participation. She stresses that young people need to understand

what participation means, what its impacts may be, and what means and ways might be effective if they want to influence change through their participation:

*I think there's this notion that youth participation is something that a lot of people in services will attempt that, and then when it starts getting too hard they kind of go into the tokenistic kind of space or rushed space because it takes so much more... it takes an awful lot of time to be able to do proper participation with young people. So I think what I see in the participation element is really building the capacity of young people and empowering them to be in a space where they know and understand what participating means and how they can participate. The other part is, once they know how they can participate and what kind of impact and effect their participation can have, that it actually can be outside just their realm, you would be talking about civic engagement. And so how do you use your participation to influence policy, or how do you use your participation to lobby or advocate for other young people. So it's kind of like in two phases, one of them... I don't think you could have civic engagement without young people understanding properly what participation means. (Project worker, Edu3, F, IE\_GP1)*

Before we take a closer look at some of the more specific illustrations of the different orientations it must also be considered that some interviewees, especially from good practice cases in **Southern European** countries, criticise the fact that APC appears as an objective in all **policy rhetoric**, but has no real value for education of young people if the policies for them remain unchanged and unfavourable. Seen from this position and brought forward specifically by the three organisations supporting the transgender Roma- and refugee community in Greece, an open education system that embraces diversity in all its forms regardless of religion and ethnicity could easily supersede any APC education programme. Overall, in the critical view of individual respondents in different EduMAP cases, APC as a concept is approached as a policy-oriented **mechanism** that **serves the needs of the state rather than those who are vulnerable**. This critique is echoed in a similar way by young people from Malta, indicating that there is a high level of distrust on the part of young people—claiming that if APC is not taken seriously on the political level, it creates a risk of long term reduction in political engagement.

The effect of merely encapsulating AC and APC in policy rhetoric only is also seen as related to diminishing or even delaying funding, as a private foundation authority and AE practitioner in Spain commented, explaining how delays in funding negatively impact on young people's real chances of becoming citizens:

*This situation increases the [possibility of] not being able to be a citizen. Being a citizen means that they can have a training place to start with (...) I believe that there is no*

*interest to do things differently beyond good words and this increases this new category of 'precariado' [word play with 'precariousness' and 'proletarian']. Indeed, if we do not prepare these young people to be responsible for their lives, we make them continuously dependent on subsidies. (AE authority, Int3, ES)*

Funding issues are also mentioned by one of the policy -influencers interviewed in Malta who doubts that, in light of the economic and budgetary crisis and influx of migrants and refugees, the EU strategy on APC is effective, especially as NGOs are nowadays seen to be more focused on their survival than on their engagement.

Another important finding from EduMAP field research is that in some cases respondents also mention the influence and impact of European policies on the development of programmes, for example in Estonia. Although the analysis of the active citizenship concept in Estonian state documents and national strategies revealed that the concept of active citizenship in government acts is rare and it is prevailingly not defined<sup>5</sup>, some of the policy makers interviewed were familiar with the concept from some of the national strategies:

*... somewhere in the documents of the work embedded vocational education programme there could be some references to different strategies, these are the sentences from strategies, I cannot say for sure, it seems very familiar, this involvement and active citizens. At the moment I don't remember, if in the text of our programme there is something written about this. (Expert, policy level, EE)*

In Italy one of the official programme directors from an important VET provider refers to the relationship of APC to the eight key competences for active citizenship as described in relevant European documents. For her these are competences that all the students must acquire by 16 years of age. According to her opinion, the poor attention given to these competences is one of the main causes of the disorientation and uneasiness of young people.

### **3.1.1 Orientations**

In Part II of this report for WP 3 we gave space to the perspectives of young people on APC and how their experiences of barriers, especially to accessing adult education,

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<sup>5</sup> The Estonian Lifelong Learning Strategy defines citizenship through application of key competences, social acts use the concept of participation in social life, adult education and hobby education acts do not define an active citizenship concept.

influences their opportunities to fully engage in society. Looking at the perspectives of adult educators and policy makers across the cases we can identify **the following orientations**:

1. AE and APC are intrinsically linked
2. APC as knowing about (human) rights and duties
3. APC as being active in community issues
4. APC as active against social exclusion and discrimination
5. APC as active related to global issues

These different orientations in conceptual understandings, which are captured in the answers to our interview questions from adult educators, practitioners and policy makers, emerge as overlapping with blurred boundaries between them. This diversity in understandings and conceptual underpinnings confirm that the combination of the different models and facets of citizenship<sup>6</sup> into a single European concept of citizenship as suggested by Hoskins and Mascherini (2009) is also prevalent in how AC is understood in the practice of adult education. At least this is what we can observe as the outcome of the field research on 40 GP cases in the EduMAP project. In the Hoskins (2006) suggested model, Active Citizenship is defined as ‘participation in civil society, community and/or political life, characterised by mutual respect and non-violence and in accordance with human rights and democracy’. According to this model, Active Citizenship or Participatory Citizenship encompasses a range of actions, from involvement in participatory democracy (including actions that hold governments accountable), to representative democracy (including actions such as voting), and to participation in the everyday life of the community.

### ***1. Active Citizenship is seen as intrinsically linked to the overall goal of adult education***

It is not always possible to disentangle the outcomes and possible effects of participation in adult education on AC practice because they are very closely related. Engaging in AC obviously has a learning effect in itself, as AC can also be practiced as part of adult education.

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<sup>6</sup> Liberal and communitarian traditions of volunteering and community engagement, the civic republican traditions of political engagement, and the critical citizenship emphasis on demanding social justice through protest.

Some policy actors interviewed from different GP cases who focused specifically on formal education highlight their understanding of an intrinsic link between AE and participatory citizenship. This is true for responses from Estonia, which indicate that AC can be seen as an outcome of being trained or that active citizenship is an integral and compulsory part of the curriculum itself:

*In all our curricula there are compulsory modules, for example entrepreneurship and society and career modules, so we could say that active citizenship module topics are integrated into those modules, and it is a compulsory part of all vocational curricula. (Ministry of Education VET expert, EE)*

In a similar vein, an informant in charge of designing and supervising the implementation of formal AE curricula in Catalonia said:

*It would be unthinkable that we designed an adult education [programme] just thinking about [obtaining] a certificate, a title, and not thinking precisely that the main goal is to support people—especially vulnerable people—by encouraging them to participate and become participants. (Regional AE authority, Pol1, ES)*

And an AE technician specialised in youth work, also from Spain, considers that the Youth Plan does not include APC as a main goal and that it is more focused on guiding young students in their educational trajectories, especially the passage from secondary education to higher educative levels. However, he does acknowledge the link because

*... you will never become a citizen if you lack education, of course. (Regional AE authority, Pol4, ES)*

Another way of expressing the conditionally interrelated aspects of education and APC is to see the role of AE in allowing learners not only to acquire new skills but to **integrate their existing experiences**, skills and capabilities into these learning processes, meaning that they need to be co-creators of programmes rather than passive recipients of knowledge. In the context of language learning, developing APC capabilities involves, for example, learning

*... not just 'this is what you can say when you go to the doctor' but also 'this is what you can do when the medical service that you receive isn't meeting your needs or when something goes wrong.' (Policy influencer, M, UK\_Pol3)*

Basic skills education, including language learning, assumes an important role in helping learners develop APC capabilities, not least because, in the opposite,

*... there is some evidence, to show that if you have lower levels of literacy you're less likely to participate in sort of formal civic activity like voting. (Policy influencer, M, UK\_Pol3)*

## **2. A personally and individually responsible person who knows his/her rights and duties**

Responses categorised under an 'individual' orientation stress an understanding and the idea that APC is about having knowledge about rights and duties often related especially to the labour market, but also to other issues.

Answers mirroring this orientation came specifically from respondents in Greece and Italy. For example, one of the policy-makers in the Greek GP2 case said that APC is also about '*claiming what is rightfully yours*', meaning that young people need to learn **how to make demands** and not simply how to follow the law. Programme organisers support this understanding by establishing and offering legal support services and other support to learners. This essentially entails knowledge of their needs and planning concrete activities and includes that young people also understand how a different cultural system is set up. The orientation is well exemplified by the response of one policy official who claims that achieving transgender equality requires activism at the local and national levels. While the course focuses on empowerment, it also strongly supports and encourages the vital work of grassroots activists through art, and also encourages Trans people to run for political posts:

*... for example our government is one that is of the people, by the people and for the people. Trans people have a right to run for office and the right to be well represented by our elected officials. Those who serve in political offices are in a position to make a difference in people's lives, introduce legislation that can improve the lives of their constituents, and set an inclusive agenda. Elected officials have an opportunity to be a part of the decision-making mechanisms of our country.... You can inspire your local community and give visibility to trans artists by holding an art show. Ask local artists if they will help you identify a venue to hold the event and plan it... but [you need to] make sure that you think about how to keep the art work safe. Publicise it well and consider holding a special event for the opening of the show. You can include widely varying types of art, including paintings, drawings, photography, sculpture, prints, film, spoken word and more. (Pol1, F, EL\_GP2)*

Respondents from the GP, targeted at young people not in training, education or employment in Malta suggest that APC is essentially about learning in a 'real life civic context', for example influencing decisions that have real consequences and have an impact on the lives of young people; how their school or programme is run, about their school or training budgets and decisions regarding their local community. This is a shared position among the educators as well, who also add that this approach helps to develop self-efficacy of young people.

Respondents from the Turkish GP cases point to the variability related to the abstraction levels of the interviewees. In the context of working with refugees for example, language or the **lack of it**, respectively, as well as the **lack of knowing about one's rights**, is considered as one of the **largest barriers to APC**. In these cases adult educators are seen to have the responsibility to give appropriate guidance so that learners acquire the necessary competences to practice active citizenship in their specific contexts.

In Portugal some educators suggested that APC is about understanding one's limits as a citizen. This essentially means to understand your 'space' in society and respect other people's space. For some of them APC is a dynamic feature which should evolve following the progress of modern societies. According to them the reinforcement of the idea of building solidarity and inclusive societies unleashes rising expectations of citizens in their rights and freedoms as well as the enforcement of civic participation as an integration via a social project that is intended to be equitable, binding, inclusive and fair. For one educator respondent education for citizenship is thus a tributary of values, morals and ethics. Another educator also suggests that an education exclusively oriented on knowledge cannot guarantee that the subjects of this education are both competent in performing professional duties and socially able to manage the space of rights and duties that society provides them.

The last statement draws attention to the fact that even if the orientation is categorised under the individual orientation it does already contain notions of the following orientation in which the community is actually seen as the space for further engagement.

### **3. A personally and individually responsible person who is interested in being active and participating in issues of the community**

For the majority of the educators across the EduMAP cases, APC is about making the connections between individuals' learning and the potential for collective social goals.

For some of them these outcomes depend on the underpinning values, principles and approach of any learning—whether as part of a programme, part of action research or part of a collective experience. It is about ‘working both sides of the equation’ to build ‘a more active and engaged civil society and a more responsive and effective state that can deliver needed public services.’

One educator in the Italian case in particular mentioned that APC is based on how decisions are made by the individual as part of a broader social group, and how these decisions

*... affect the life course, but also the life course of other peers who also need to make similar decisions. (Edu3, F, IT)*

In the Estonia work embedded vocational training programme some of the respondents also understand APC as an active engagement, involvement to community and policymaking and as a quality of being knowledgeable and aware of the things in society, and not cut off from society. For them it includes the right to receive lifelong education, and is considered in the wider perspective of human development in general.

Some of the stronger orientations on community engagement can also be found in some of the cases focusing on entrepreneurship and economic sustainability, as for example in the GP1 case in Greece, where one trainer in particular pointed out that in the curriculum, **solidarity is a key concept signifying the individual's social responsibility towards other people and society in general**. Thus, responsibility is not something the individual only directs towards the self but also towards others, that is, towards the broader societal community. A similar attitude is reported from the NL case in which the founders of the programme all refer to a social aspect and where the co-founder's (PoI4, M, NL) communitarian understanding of APC is echoed by the Programme Manager (PoI5, M, NL) who feels that voluntary work, which is well-established in this country, is important, particularly for people who are in receipt of social benefits:

*Whether you have a job or whether you're on social support you should be able to contribute to the community. Because if you are on social support, it's the taxes of a lot of people that is coming to you, right, then how would you be able to kind of give hand or help.*

The community orientation and how it relates to adult education is well captured by a policy expert at national level in the UK who emphasises the collective aspects of APC. Education plays a key role in developing capabilities for APC, largely by allowing learners to develop greater confidence levels and a greater sense of agency, particularly at times of change:

*Raymond Williams had this lovely description of why adults turn to learning at times of change, he says 'they look to understand what's going on', make sense of it, to adapt, 'to be able to adapt to changes around' and 'to shape them'. And any sensible idea about democratic engagement is going to go through each of those processes, but the golden aim is to arrive at people with a confidence and agency to shape change collectively with other people. (AE Policy expert, M, UK\_Pol4)*

#### **4. A personally and individually responsible person that is aware of and interested in being active against social exclusion mechanisms, including racism and discrimination**

Some of the responses from the field research indicate a rather strong social justice orientation, which usually also includes a reflection on the necessity for using critical thinking and addressing structures and relations of power and working to overcome them. According to one educator interviewed in the GP in Cyprus, active citizenship should be defined more broadly to encompass active learning for political literacy and empowerment, addressing structures and relations of power and working to change these, where necessary, in the pursuit of social inclusion and social justice agendas. It also relates to how people can promote community cohesion and social solidarity, thereby strengthening civil society as well as empowering individual citizens.

Because of a strong focus on strengthening the identity of young Roma students as well as find ways of addressing discrimination, the GP2 in Hungary can also be considered as following a social justice orientation. Although the expression APC is not used explicitly, the main aim of the programme is to create experiences of being engaged by directing students to do volunteer work in the community. A strong aim is also to create agency and to help other students in their life. Through a mentoring/ tutoring, social sensitisation and policy research methodology active citizenship is fostered.

*... our most important goal is to educate assertive people who have an impact on their environment, who will be active, who take part in it, who want to shape it, want to make our environment better, who want to stand up for themselves and have an opinion. In this*

*context, volunteers working in our organisation could be called the definition of active citizenship. (Programme coordinator, HU\_GP2)*

An important finding though, emerging from the response of a project worker in the Irish GP2 case, is about the caution that needs to be taken when encouraging young people to use critical thinking to become aware and articulate barriers to participation. An adult educator warns that this form of structured facilitation and empowerment towards participation involves a responsibility on part of practitioners to give young people coping mechanisms for dealing with the impact which these processes might have on them:

*... I was talking to a young person recently who was just telling me how overwhelmed she [was when she] started realising what was going on. You know even we do a lot of work around media and critically think about the media and all that stuff, and she was just saying when you just realise and you just feel completely overwhelmed and you think 'what am I supposed to be doing with this' and she ended up really scared. And it figured [in] a lot of anxiety and panic attacks and all. So then there was actually... you know, it is irresponsible to start doing critical thinking if you're not going to equip them with how do you take care of yourself, how do you mind yourself, how do you work with others, how do you use the concept of solidarity to feel stronger and all of that. (Project worker, Edu3, F, IE\_GP2)*

### **5. A personally and individually responsible person that is aware of and interested in being active in social solidarity—also outside national borders**

Accounts of orientations that include an interest and an idea of solidarity on a global level are sometimes mentioned by respondents from different cases, but do not surface in a strong way. In some accounts of young people an interest in engaging in projects outside their local boundaries might be mentioned (AT, DE, FR) but because as a rule young people's mobility is restricted either for financial reasons or because they feel safest in their surroundings, they need guidance and support to look further. On the other hand, according to the views of educators from Portugal, the concept of citizenship today tends to refer to other spaces within and beyond nationality. In some cases global themes and issues are introduced in the programmes, young people are motivated to speak at international conferences (IE), or exchanges and excursions are organised by the schools (DE\_GP3, FR). In some of the language and integration courses respondents mention that although they enjoy this multicultural setting, this also has a potential for conflicts, highlighting the necessity to prepare educators for working in a multicultural learning environment.

### 3.1.2 Examples of views on the interconnections of AE and APC

#### Example 1: Excerpt from the Austrian case

The rule of the Production Schools as regards the concept for implementation of inclusivity clearly states that the objective is to **enable young people to actively take part in the Austrian job market**.<sup>7</sup> It is worth noticing that the use of the term *Teilhabe*, as explained by an officer of an education authority during an interview carried out in Germany for the context analysis phase, is used differently from the synonym *Teilnahme* (participation) and implies a conscious activation and willingness to take part. It will therefore be translated into English as *active participation* to underline the terminological difference. Against this backdrop, it can be inferred that conceptually the Production School offer defines **APC as active participation in the job market**.

On the other hand, the pedagogical approach of the Production Schools reveals that **other dimensions of APC are also taken into account and cultivated**. Although it is not explicitly mentioned at conceptual level, the providers' mission statements conversely refer to it. As one programme coordinator emphasises, the role of the Production School is not limited to the professional training of participants, its mission is rather to encourage their personal development, so that they can actively contribute to society.

*Of course, getting a job is a very important component for being part of the society, in order to be recognised as a member and to make a contribution [...] but the programme addresses the person as individual.* (Programme coordinator and local director, Pol5, AT)

The local director of another provider defines APC in terms of **social participation**. The concept finds an implementation in relation to the cooperation with public entities or in the organisation of social initiatives, such as helping elderly people, or campaigns of litter prevention. The promotion of diversity and of an inclusiveness approach aims to foster specific learners' attitudes. The conception of APC as **civic engagement** is also endorsed by the third provider.

*We create the opportunity that makes the participants feel useful [...]. We have families [Note: in the community] [...] who do not manage to paint a room or cut wood for the winter time. So, learners help this family cut the wood for the winter and bring it*

<sup>7</sup> Sozialministeriumservice NEBA (2014) *Konzept inklusive Umsetzungsregelungen*. p. 4 Retrieved from <https://bit.ly/2l7OyDi>.

down to the cellar. [Note: the lesson learnt is]: *'I have been able to help' and that is a tremendously good feeling [...] this creates new perspectives.* (Programme coordinator and local director, Pol5, AT)

Practitioners point out that participants firstly need to acquire awareness of their capacities, and of the possibilities before being active. The exercise of APC is thus implemented to different extents:

*I am in the conditions to say that civic engagement is being able to stand up and say 'I can make at least a whole working day.'* (Trainer/Coach, Edu1\_AT)

This aspect is confirmed by participants who often bring, as an example of their active participation, the fact of being at school, or being able to wake up in the morning and follow a schedule. Others relate it to a social dimension, such as meeting friends or being part of a sports association or helping others. A few examples are reported about their personal approach, such as being focused or interested in looking for an internship.

### **Example 2: Excerpt from the Romanian cases**

In Romania all policy-makers and educational authorities interviewed were familiar with the APC concept, however they did not apply it in their day-to-day work. As components of APC, two aspects stood out:

- First, 'active citizen' implies being aware and informed about citizen rights and responsibilities.
- Second, it is about citizen initiative and civic spirit. A policy-maker (Parliament member) remarked that APC is about putting the citizen in the centre, and any policies or programmes for encouraging APC can only serve to 'activate citizens', to encourage them to take the initiative.

Policy-makers remarked that the concept is not so easy to implement, and Romanian citizens are

*quite poorly informed about their rights, obligations, sources [of information], because everything is tabloidised in here.* (Local educational authority, Pol3)

The main barrier to attaining APC, especially for vulnerable groups, is rooted in the poor education system. Pol 3 remarked that not only does education fail to educate active citizens, but it also fails to enable young people to properly read, write and access

information. As a result, many school graduates are actually functionally illiterate (recent studies place this figure at 42%). For him, the first step for a young person to become an active citizen is to get a better level of education; the line of action should start from early school years, not far into adulthood.

Another policy-maker remarked that it is not in the best interest of the ruling class to educate active citizens, as they could then challenge people and parties in power. Thus civic education and competences are not actually encouraged by government initiatives. Civic education and civic culture is part of the curriculum in primary and lower secondary education, but a comprehensive framework for APC and citizenship education—encompassing initial and adult education, formal and informal—is missing.

Respondents put forth different perspectives on what is APC and what it means to be an active citizen. What is common to the different conceptions and definitions put forth is that responses tended to be **focused on a context, or related to a vulnerable group, or vulnerable people and a process of becoming**. Also, most respondents tended to bring up diverse competences in characterising active citizenship. No strictly generalised definitions were put through as absolutes, though in some cases and in relation to a contextualised definition, some respondents would remark more general level features, such as the ‘active’ towards ‘passive’ dichotomy, or that we are speaking about a ‘process’ rather than a series of features. The importance of taking responsibility is synthesised by the director of RO\_GP1 as follows:

*Being an active citizen means ‘(t)o equip them with the tools to be able to participate actively in society and to be taken seriously as valid, appreciated, part of society.’ Which means we have to get rid of—I am now very frank—of this ‘Ohh, little poor, they were in an orphanage...’ This is not a face-to-face eye-level conversation. This again has the potential to victimise them, again it brings them into a receiving position, again this is a passive structure and not an active one. (...) Active citizenship is an attitude, it is active citizenship. And that is a huge challenge.*

Some definitions maintained a dual focus on the citizenship component and on personal self-development. For instance, the director for partnerships, funding and communication of RO\_GP2 remarks that in the first instance, active citizenship is something that should be promoted by the state, as it is in the interest of the state to have ‘active, responsible citizens’. Thus, primarily, being an active citizen is about assuming responsibilities and duties as a citizen—for the state—but also for the environment and the planet (such as recycling). Second, it means being the main actor in one’s own life, being autonomous,

independent, taking initiative. Each of these takes is connected with certain competences ideally possessed by active citizens.

Some definitions are more sensitive to the context of where active citizenship manifests, and speak about ‘community’ rather than the more generic ‘society’. A project manager in an NGO for minority inclusion remarked that an active citizen appears as such in the frame of a community-led organisation. An active citizen is aware of what is happening and able to act in full awareness of the situation, especially when there are issues and problems experienced by one’s group. A community and collective frame also enables one to see active citizens as change agents—they give an example, and they can also mobilise the community when there is a need to take the initiative (Project manager, NGO for minority inclusion). On top of that, like in the case of ethnic and cultural minorities, APC involves affirmation of cultural identity (as a group, a community), which are additional reinforcing factors for self-esteem and inner acceptance of one’s identity for the members of that group. (Director, Roma empowerment NGO)

A senior researcher in a lifelong learning organisation in Western Romania argues that we should not venture at all to define active citizenship or what it means to be an active citizen outside of a context. The content of it, the skills that define an active citizen will always differ, but the important part is to **see the context and the problem, such as the problems experienced by a particular vulnerable group, and from there build a route to solve that problem constructively and see what kind of competences and opportunities are needed.** She linked this conception of APC with a ‘route audit’ (RO ‘*audit de traseu*’) approach to developing APC, borrowed from the health domain. In health, route audit means focusing on the patient, taking note of what they have been through, and then building a route of what it takes to reach healing. Likewise, everything starts from putting the vulnerable youth at the centre and looking at all the aspects needed to take the target group towards the identified goals.

### **Example 3: Excerpts from the UK cases**

One common issue raised by several AE practitioners, across the different GPs in the UK, is whether APC in the fullest sense involves certain **prerequisites**, which may be difficult to achieve for some vulnerable young adult learners. The director of UK\_GP1 (Edu7, F), for example, understands an active citizen as someone who is well-rounded and ‘a contributor’ to society and

*... is happy with themselves ... knows where they want to go and how they want to get there, and once they do get there absolutely wanting to and enjoying relationships with fellow man. (Edu7, F UK\_GP1)*

She believes, however, that ‘you can only do that once you feel good about yourself’. In a similar vein, the curriculum manager of one of the organisations running UK\_GP4 references Maslow’s model of a hierarchy of needs as relevant when it comes to APC:

*So I think if you want to be a citizen, it's like the hierarchy of Maslow isn't it, it's looking at if the bottom part is not there then you can't be up there because that bit there's not working. So to be a good citizen, first of all I would imagine you have to have a roof over your head and you have to have employment, and then maybe you'd want to think about citizenship and how you can.... The bottom part needs to be addressed first doesn't it really. [...] then you might get somebody who might want to participate in this citizenship and all the bits that we would like everybody to be doing really. (Curriculum manager, Edu2, F, UK\_GP4)*

On the other hand, this educator also warns against assuming an automatic relationship between ‘being a vulnerable adult and not engaging’. In these examples, the picture that emerges is that APC is highly contextualised, with different layers of engagement which may take place on (qualitatively) different levels, dependent on subjective interpretations as well as on socially defined norms.

**Working to challenge the impact of poverty and deprivation**, including limited aspirations of young people, is also a key theme for mentors in UK\_GP1:

*... there is sometimes a very low horizon set for young people from those backgrounds and the issues to try and empower them to widen those horizons, to get involved in things that they perhaps thought weren't for them. (Mentor, Edu2, M UK\_GP1)*

### **APC and remedial state interventions: ‘promoting fundamental British values’**

In UK\_GP2 and UK\_GP4, particular reference is made by AE practitioners to the duties introduced under the Counter-Terrorism and Security Act 2015<sup>8</sup> for schools and colleges in England and Wales to take measures to prevent extremism and radicalisation (in

<sup>8</sup> Section 26(1) of the Counter-Terrorism and Security Act 2015 imposes a duty on educational institutions in England and Wales ‘to have due regard to the need to prevent people from being drawn into terrorism [...] which includes not just violent extremism but also non-violent extremism, which can create an atmosphere conducive to terrorism and can popularise views which terrorists exploit. It is a condition of funding that all further education and independent training providers must comply with relevant legislation and any statutory

short, 'prevent' duties) and to promote so-called '**fundamental British values**' in all their programmes and activities. These include 'democracy, the rule of law, individual liberty and mutual respect and tolerance for those with different faiths and beliefs' (HM Government, 2015, p. 5). The requirement that educational organisations promote these values as 'British values' has been controversial from the point of its implementation. The controversies regarding this intervention include concerns that prioritising 'British' values signifies a political retreat from policies of multiculturalism, but also about the appropriation of the values themselves as specifically 'British'. Some practitioners in UK GP2 echo such concerns, expressing their dislike for the term and concept which was in their view based on elitist and divisive perspectives that risked denying young people the right to their unique identities enshrined in international law:

*I really, really dislike the idea that we have to teach British Values, I think it's in itself a racist term and I think that creates vulnerability as well because it creates a distrust between cultures that make up the DNA of our country. And that's something to be very proud of, like if I walk through London and you can hear 7 different languages, that has to be the most multi-cultural and culturally diverse place in the world. (Tutor, Edu2, M, UK\_GP2)*

On the other hand, despite their dislike of the term and concept, some see the 'group of qualities that Ofsted seem to want to call British values' (College principal, Edu4, M, UK\_GP2) as important and linked to active participatory citizenship skills. An educator in UK\_GP4 also refers to the statutory duty to promote 'British values' but points out that these values and principles are embedded in courses in different ways depending on tutors' approaches:

*... every course in the college will refer to the Prevent agenda that the government has, and the British values and will emphasise, you know it's important to vote for example because we live in a democratic process. And obviously tolerance of each other, and the rule of law, and individual liberty... (Curriculum manager, Edu2, F, UK\_GP4)*

As we can see in the contextualised examples, understandings and conceptualisations of APC vary considerably among the AE practitioners and policy influencers interviewed in all EduMAP cases, confirming the findings from desk research on broad research covered in the deliverable of WP 2.1 of the research project. In line with the context and

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responsibilities associated with the delivery of education and safeguarding of learners.' [HM Government (2015) *Prevent Duty Guidance: for further education institutions in England and Wales*, p. 3]

content of specific programmes and the groups they address, as well as practitioners' own professional and organisational standings, educators and practitioners with different orientations focus on either '**different dimensions**' of APC or on '**how to organise the learning process**' of young people, enabling and promoting their personal growth and positive experiences. Despite a large diversity in conceptions, there are some common emerging themes among practitioners' accounts across all EduMAP data, which will be synthesised in the following chapter.

## 3.2 Programme elements of adult education which are successful in preparing young people for active engagement

### 3.2.1 *Matching the programme with needs and motivations of young people and fostering their aspirations to pursue AE*

An overall key finding emerging from the range of GP's studied in EduMAP field research is the importance of having a match between learner needs, motivations and aspirations with programme content, methods and contexts of delivery. However, how this match is achieved depends on a variety of factors and what works in one context and for one learner may not work for another. A series of broad parameters characterising the programmes' **social and educational approach** emerged as important and applicable across the diverse GP programmes.

The **broader parameters** emerging across all cases are:

- relevance and contextualisation of learning to match the needs, motivations and aspirations of young people;
- flexibility as a key quality which enables an optimal match;

The ability of programme providers to offer, as much as possible, a personalised approach as regards the terms of contact and interactions between practitioners and learners.

Within these overall broad parameters, the individual GPs have a contextually different focus, which is reflected in diverse statements about needs, motivations and aspirations of their young adult learners. Without attempting to go into details about individual needs, motivations and aspirations, the next three subchapters draw upon

the range of country contexts, learners' stories and GP programmes studied to outline a series of key themes. These themes emphasise the overall importance of accounting for young peoples' needs and aspirations, and how motivations make a critical difference to learning outcomes.

Needs, motivations and aspirations are as diverse as young people in their respective difficult life situations and their predispositions to learn and be active. A cross-cutting finding emerging from all cases relates to the responsibility and care that programme managers, educators and anyone else involved with young people take to **create a balancing act** between **boosting young people's self-esteem and confidence** and **encouraging them to develop aspirations** on the one hand, and representing, in a mediated way, the **realities of competitive educational and work environments**. In order to help young people develop realistic expectations of what they can achieve, in the cases researched in the EduMAP project, a **step-by-step approach** seems particularly useful.

The importance of supporting learners in developing aspirations that match their needs and abilities is emphasised by an advice service manager in the UK\_GP2 case responsible for supporting young people at risk of disengaging from education, training and employment and providing careers advice:

*There was a young person with severe learning difficulties and she was advised to apply for a nursing degree. And she can't even get to us on time, can't remember what time she's meant to be here, she can't remember when she's got an appointment. And I know it's like you do want the best for all the young people but that wasn't really appropriate. It wasn't one of my team. It wasn't appropriate advice. We supported her to do the application but we knew she wouldn't get in, but because she'd been told that we had to do that piece of work. But it just felt like... it's like you're setting them up to fail, and that's not good for their confidence. (Advice service manager, Edu1, F, UK\_GP2)*

### **1. Addressing multidimensional needs**

A key **emerging theme** is that young people's **needs** are not uniquely related to education, but rather multidimensional, **encompassing learning, social, emotional, as well as basic maintenance needs**. In some European countries, addressing these varying needs might involve the work of either one or several professionals alongside that of adult educators in a more traditional sense—e.g. support workers, social workers, youth workers, personal advisors, or (for example in countries such as Germany or Denmark), social pedagogues. An extremely effective educational programme will be

of little use to a young man who has to work night shifts to survive, or a single mother with 24/7 childcare responsibilities. Equally, some young people enter AE programmes after abuse, trauma, or deep emotional discomfort. None of these can be generalised, and cases abound in variety, but the bottom line is that AE programmes have to put as **much weight on learners' conditions of vulnerability and exclusion as they do on the quality of the educational programme.**

With respect to **educational needs**, a key take away is that the **prerequisites for developing APC competences are multidimensional**; they are rarely bound to a unique category such as cultural or legal competences. What does vary is the intensity with which certain competences are either **required** by learners, or **cultivated** by successful AE programmes.

For example, for all UK-based GPs, there is a focus on promoting socio-economic alongside socio-cultural skills and competences, with political-legal competences often playing a more implicit role. Encouraging engagement in (or preventing disengagement from) education, training or employment are underlying aims for all programmes, along with promoting learners' confidence, resilience, social and communication skills while cultivating self-reliance and autonomy. These attributes are generally considered key prerequisites for active participatory citizenship by respondents across the UK data, while at the same time being identified as something which the learners, through a range of factors associated broadly with notions of (and varying degrees of) 'vulnerability', are particularly in need of.

In Romania, employability skills were central to the approach of the two VET programmes studied. The data indicates, however, that for AE to support young adults in leading an autonomous and independent life, it needs to offer more than job-specific competences. Rather, AE needs to take an **integrated view of socio-economic and employability competences**: To lead financially independent lives and access good jobs, young people need (apart from job-specific technical competences) **also social, communication and civic competences, cultural sensitivity as well as attitudes and values that drive behaviours in the workplace.**

With respect to their **social and job-related needs**, uncertainty regarding their own choices, **low self-esteem**, and **lack of self-confidence** are typical for many of the interviewed young people. Their needs can be covered by a wide array of **supportive** services, including vocational counselling, career guidance, and mediation on the job market but also psychotherapy support, or particular assistance to recover from trauma

and abuse. GP1 and GP3 offered to refugees in Turkey, for example, stress that work-related practice observations, health care, legal advice, psychological counselling, financial assistance, rights advocacy, as well as activities and training related to social cohesion and awareness must mutually support each other.

In Finland and Austria new legislation (VET) and funding allocation is effectively tackling the problem of drop-out, with policies in place in both countries for providing a study or apprentice place for all youth after compulsory education. Different preparatory programmes are trying to serve as a safety net for those who drop out or need additional support allowing their full participation in society. In case of young people in situations of risk this usually involves finding a suitable training (Director, AT\_GP1) or study option (Educator, Edu6, FI\_GP1). Guidance services and programmes that allow young people to understand their options are needed to enable young people to make suitable choices and develop realistic expectations, for instance in cases where young people lack information about paths, opportunities and allowances available to them or are unsure about whether they meet the access criteria for certain courses.

Another example on professional needs is given in the Finnish GP2 case in which learners in the prison education setting highlight the **importance of authentic workplaces** and connections to the world outside the prison. Some of the learners had lived a life dominated by substance abuse before their prison sentence and lack many work-related basic skills, as well as coping mechanisms for stress and new social situations. Being able to practice these skills in supportive surroundings had been essential for them and was seen as one of the strengths of the programme.

Finally, with respect to **financial and maintenance needs**, support in forms of meals, pocket money, as well as learning allowances have an essential role and for some young people can make the difference between being able to attend or not. When offered in a carefully designed system they can cover the real needs of young people. A good example is provided by RO\_GP1, where supportive services are employed in a way that encourages young people to take responsibility for their own actions. For example, housing and meals are offered for free, on the understanding that without these, young people that typically take RO\_GP1 courses could not afford to attend. However, young people are responsible for cleaning their rooms and are often invited to cook for themselves and others. Pocket money ratios are allocated depending on a student's results from a daily evaluation, through the PIIC system (Punctuality, Initiative, Hygiene and Behaviour). The PIIC system was devised several years ago,

through discussions with employers who emphasised the aforementioned attributes as significant in employment contexts. The RO\_GP1 team compiled and expanded this into a feedback system, where each young person receives a grade from 0 to 3, given by each activity leader—from life skills classes to domain-specific practice. Based on the weekly points achieved, the student receives a higher or lower amount of pocket money.

Supportive services in general play a key role for the success of programmes across all cases. How they are accessed or set up within programmes depends on a complex set of factors. This will be further explored in other chapters of this report.

## **2. Attending to interests and motivations**

The degree to which learners are likely to benefit from a programme tends to be directly linked to their interest and motivation to attend. Romania offers an interesting illustration of **why motivation is so important**. There were a plethora of EU-funded programmes offered free, and even some financially incentivised AE courses for Romania's most vulnerable populations in the past two decades. Many providers found it difficult to reach their target numbers, and even those who managed found that participants were often less interested in the content but rather in the financial compensation or the achievement of a diploma. Providers interviewed for the research in Romania considered that these diplomas were often not used by the young people involved, leading to no significant positive impacts on their lives or their competence levels. Similar instances have been reported in many other country contexts. In the Austrian example some educators mention the lack of general motivation in learners, who in some cases enroll to find an alternative to staying at home, and to react to a particular life phase of apathy. Because the course lacks relevance or significance for potential participants, many young people are first and foremost driven by **extrinsic motivations**: the compensation for attending a course (where available), the diploma, the fact that it is free, the consideration that it may one day prove to be useful. For VET programmes in particular, the prospect of a certificate at the end of the course, which can increase young people's chances to find a good job, provides a key incentive.

Answers from the field research in Turkey (where assessment systems are not established) show that most learners in the programmes researched were attending these courses to pursue a career in the vocational field of the courses afterwards and therefore they needed to receive a document demonstrating the significant time and effort they invested in this programme. Respondents suggested that:

*A certificate would be very useful for us whether we stay here or return to Syria because we would be holding an evidence of a professional skill. (Lea11, F, TR\_GP3)*

Which is also seen as a necessary requirement by an educator:

*The biggest problem is the lack of a diploma, because one needs a diploma so that they can receive an official work permit to open a salon. (Edu5, F, TR\_GP3)*

Overall, a key question for improving the relevance of AE programmes emerges: **How can young people's intrinsic motivations to attend an AE programme be developed and utilised?** It is important to acknowledge that motivations are not straightforward factors that influence independently the choice to take an AE programme. Motivations are better regarded as processes which are built before as well as during a course. For instance, some young people had a strong motivation to take a course at RO\_GP1 given their interest in being cooks or waiters; but others had more vague interests, and discovered their interest while actually taking the course.

The EduMAP field research data points to the fact that the **person's self-image and future aspirations** are strongly connected to study motivation. Some young people feel that they are not able to influence their own lives, and a low education level is linked in many learners' lives to low self-esteem, which reduces their motivation. Thus, **tackling hopelessness** is a major issue for many who have faced unsurmountable difficulties at a young age. For these young people, self-confidence can be built by learning new skills and realising their own potential. For example, the model of GP1 in Spain offers (according to the coordinators of the programme) fast and accessible training, which contrasts with the much longer time (1—1.5 years) of formal education courses. Especially for young people with a lack in basic skills, at risk of social exclusion and those with family responsibilities, this level of time commitment may be problematic:

*In Spain, formal vocational training and other [AE education programmes] from the European Social Fund have been on the rise, but there is a vulnerable social group that could not access (...) Why? Because they haven't [approved] a minimum secondary education (...) So our educative offer was adapted to this need. (Programme coordinator, Edu1, ES, GP1)*

In turn, coaching participants in relation to transversal competences such as **work-related motivation and attitudes, time-keeping, teamwork** (among others) has

helped many learners recover their self-esteem, dignity and emotional strength, which in turn has positive implications for their capacity for active participatory citizenship.

Young learners throughout the research tend to be the most motivated when programmes tap into their strong interests, long-held aspirations, passions or desired professions. What this means for programme content will vary according to each young person, their context, as well as the type of programme. When such strong interests, goals or aspirations are identified, AE programmes can further support a young person to:

- identify competences needed to achieve these aspirations;
- lay out potential routes, steps or structures involved;
- help them build confidence in themselves and their abilities to reach their goals;

link them to people, institutions or places which can provide further information and support, etc.

### **3. Transmitting the benefits of a programme**

Findings indicate that vulnerable young adults overwhelmingly perceive their AE programmes as beneficial even if they often have yet to articulate the details of these benefits. For instance, many learners in RO\_GP1 perceive the programme as a means to get a job, or more broadly as a key ingredient to lead an independent and financially secure life. Young people express this drive in different ways. For example, a young person who had to choose between two AE options explains how he made his choice, in discussion with managers at the orphanage where he was living:

*Lea 4: I said to myself that from here I can become more of a fulfilled human being (Ro: 'om') than I could from there.*

*Interviewer: What did they tell you? Do you remember?*

*Lea4: That in a way, I'll get to live more independently here. (Lea4, M, RO\_GP1)*

For others in the same programme, the AE course was a means to avoid poverty and difficult life situations—a safety net. Another young person from GP1 talked about his experience of leaving the social care organisation and wanting to be independent and rent a flat. He was under 20 at that time. He did not make it, thus he realised he needed to learn and train more to ensure a better future livelihood for himself:

[Now] I can get a better job, and lead a better life than last year, and I can afford more things. So this is why I came back here, because here they teach you many things.  
(Lea1, M, RO\_GP1)

In these cases, young people are already aware they will benefit from the programme; their motivation can increase and they can become more attentive, mentally present and dedicated to learning if these benefits are discussed with them and eventual steps are taken to personalise the programme or parts of it to maximise the benefits for each of them. It is for these learners also that it may be beneficial to **showcase the results of the programme for past cohorts**. Young people are often motivated by **role models**, the example of other people who took a course and went on to have a desirable outcome, job or financial status.

In conclusion, AE participants need to become aware of the way the programme will benefit them; they may come with very vague intentions and ideas, or motivated by extrinsic benefits (diploma, compensation). In either case, discussing openly the role of the programme in their future life and profession can make a difference for how the young people see the programme; it may help them understand better what they need from it; how to go about getting the best out of it; or, a potential learner may even discover this is not the right course. But even then, they may be made aware and directed to more suitable offers that can make a positive difference in their lives.

#### **4. Fostering aspirations to pursue AE**

Aspirations are defined as strong aims to reach a highly desirable state, condition, or life and professional context, where the individual feels that their aptitudes and interests are promoted in the best way.

Aspirations are important factors in AE routes to APC, as they can give a young person motivation and drive; they may assist them to think strategically about the future, see the steps needed to reach a stated goal and stay on track as they progress on that route. The content of aspirations is very varied, and so are the ways in which a programme can enable a young person to reach out to them. For instance, a VET course may provide a very direct route for a young person to gain the competences required for a desired profession. A language and integration course, on the other hand, may pave the road to a life or professional goal that is not directly driven by the course, but where the language and communication competences have an important share.

### Text box 3.1. Fulfilling aspirations

#### Example: RO\_GP1 Centre for education and vocational training

When asked to think about the future and what they wanted to do, most Roma young people interviewed in a marginal, poor neighbourhood of Bucharest spoke about covering their basic needs, doing a job, oftentimes any job, to earn enough to put some food on their or their family's table. Upon further probing, however, they mentioned aspirations in passing as something of the past, something on which they had given up; or something that they still potentially cherished or held dear, but which they now realistically considered to only be a dream. For instance, a Roma mother was prepared to take any job to earn some money and thought that cleaning was the best she could aim for. After several rounds of questions, she remembered that she once did have the dream to do manicure or pedicure, but she gave up on this. She also had a serious impediment to getting a qualification: she held just a primary school diploma, and knew she lacked the credentials to enrol in a course and thus aim for a better qualified job. Now all she wanted was an easy, unqualified job that could give her enough time to care for her kids.

Significant education gaps, lack of qualifications and opportunities were also experienced by this young Roma boy, 18 years old when interviewed. When asked about what he wanted to do in life, he first indicated that he was open to accept a job, any job:

*Anywhere, not only on construction sites, but anywhere. Also in a cleaning firm, anywhere. I am not picky to say I just want to work on a construction site, but anywhere, in a bread factory, anywhere else. (Lea1, M)*

On further probing, he did speak about the occupation that he really aspired to do:

*The occupation I always liked, and I'm also good at it, is butchery. But if I went to the butcher's to get hired without a diploma, nobody would employ me. It's no use to know the work and be good at it if you don't have the diploma. [He asked] 'Do you have a certificate?' No. 'How many classes have you graduated?' Four. 'Well, no, we are not interested.' He said that I need minimum 8 classes. He asked me for both a certificate and school, and I have nor a certificate nor school. I said I have 4 classes, but I am good at it. He told me—'it's no use if you're good at it if you don't have the diploma.'*

What these examples point at is that under the pressure to cover basic needs, some young adults will be content with the minimum they think they can realistically achieve. If they did once have a heartfelt goal or aspiration, they have abandoned it because they either think it is unreachable, or because they feel unable or ill-prepared to achieve

it. Giving up on or failing to progress one's aspirations is associated with one or a combination of several factors:

- lack of confidence in one's own capacity to reach aspirations;
- significant gaps in education and training which may be considered difficult or impossible to overcome;
- lack of awareness as to the steps and activities needed to get closer to reaching aspirations;
- lack of opportunities to pursue aspirations.

In this chapter, we explored how AE could contribute to people's aspirations as a way to build interest, motivation and engagement in the course, and to enhance the educational experience. What emerged was that while identifying aspirations is important, there are two further important connected aspects to consider:

- Awareness of steps, conditions, structures and own competences needed to reach aspirations.
- A young person's self-perceived capacity and confidence to reach their aspirations.

On this basis, we identify three major routes to use aspirations for improving learner engagement and motivation:

### ***Route 1: Identify aspirations and help expand them through AE***

Some young people could not identify any personal or professional aspirations. For many of them, it was rather more important to aim for an occupational future that was perceived as within reach based on their skills and capacities. Many young people considered their capacities to be limited, and as a result, felt they had limited choices.

For example, the GPs in Spain demonstrate how—supported by a whole system of external guidance and orientation—many young adults managed to expand their educational opportunities. The support system which is provided by public services and institutions would identify situations in which young people could benefit from a different educational experience after failing in formal education, for example vocational training to reintegrate in the labour market. In this sense, the role played by the fluent collaboration between educational institutions, private organisations and a whole network of well-connected resources is remarkable. The ones mentioned by informants included youth centres (in Catalonia, some of them are known as *casas de joves* and

centros de día), youth guardianship foundations, regional youth plans, day hospitals and social services. The following excerpts from some interviews with young people give examples in which external guidance services helped them to find their way through with new educational opportunities:

*I was doing ESO, but I repeated first and second years twice each. There was a woman who helped the people who had repeated and gave me the opportunity to do a PFI [VET] and since I like computer science, I enrolled here. (Lea1, M, ES\_GP3)*

*I used to spend too much time at home, I wanted to do something to keep myself active and since I really liked hairdressing I said 'I'm going to take a [hairdressing] course.' The course I wanted had already started and I could not register on time, so the girl [at the reception of the training institute] told me 'Why don't you sign up for this one that is free, at least you are doing something, and you are not like that at home.' (Lea1, F, ES\_GP1\_FG2)*

*My [social] assistant considered that I needed to clear my mind and that's how I started [the GP1 hairdressing course] and in the end I liked it. (Lea3, F, ES\_GP1\_FG2)*

What AE can do in these cases is to **encourage young people to expand their areas of aspiration and choice**, or what Arjun Appadurai (2013) calls 'the capacity to aspire'. According to Appadurai this capacity is socially and culturally determined; social and cultural norms and examples of people in one's close circle dictate an upper limit for one's aspirations horizon; people do not think they can or deserve to aim for more. Two critical aspects can be approached through AE programmes:

- support young adults to improve their self-esteem and confidence in their capacities; and
- help expand their social circle, expose them to positive role models, especially people that come from the same or similar circumstances and have managed to work through significant difficulties to change their life for the better.

### ***Route 2: identify possible steps, structures and competences so that young people can reach their aspirations***

The Turkish GP3 case is a good example on how supporting access to different courses offered in a specific non-formal setting encourages learners to search, test and find their way: In this programme, learners participating in the hairdressing course also participate in other courses and seminars on female reproductive health, children's rights, and women's rights (FG2, TR\_GP3). One learner suggested that before participating in the

hairdressing course (which had made the biggest difference for her), she had attended several other AE programmes:

*I brought my children so that they can enroll in the Arabic course. Then I saw that there was a Turkish language course that I can attend. Then, I got registered on the computer course and that is where I met my hairdressing teacher. I asked whether the fact that I was old [she was 29 at the time] would be a disadvantage. She said it had nothing to do with my age and I joined the course. (Lea9,F, TR\_GP3)*

Whereas in the Turkish GP3 case the key element seems to be the provider's strategy of keeping in touch with former learners, other cases in the EduMAP field research demonstrate a variety of support opportunities with pathfinder functions, such as guidance, counselling, excursions or the promotion of volunteering. The Finnish GP3 case strongly suggests that a positive learning experience helps spark learners' motivation and aspirations for progressing their learning. This may play a key role in closing the circle between learners' needs, motivations, aspirations and the identification of a good programme able to support these. In many of the researched cases in the EduMAP project we could observe that once young people were on a path of enjoying learning and of positive experiences, they often wanted to move on to further learning and other activities.

What has been specifically underlined as a part of a stimulating environment by UK\_GP3 students is that the college offers support and opportunities for progression and further learning. For many learners, their ESOL class is the foundation (or building block) that would enable them to progress to further learning or employment. The college offers a range of courses in different occupational areas at different levels. The career support department provides continuous advice and support services for the learners.

For other young people, tough living conditions and other difficulties may lead them to give up their aspirations for more approachable professional goals.

AE programmes can help young people re-connect to their aspirations; work with them to identify the competences needed and the steps that can be taken to reach their aspirations or identify ways to overcome critical gaps in compulsory education.

This is best captured in the image of a 'seamless journey' (Project director, Pol2, F) in GP4 in the UK. The aim of this programme is to develop a pathway to employment, education or training for vulnerable young adults. Both AE practitioners and young people identify the programme's approach as a key towards its success, which is **individualised and designed to meet learners' individual needs and to enable**

**them to progress at their own speed.** The programme works extensively with young people on a one-to-one basis, meeting as often or as little as needed—some young people will come in three times a week, others once a month, to check their progress and make sure they are still on track. The programme will continue to support them for 6 months while the young people are in work or education. Support is available, for example, if a job does not work out for the young person and they leave after a short period. The young people can get back in touch and receive support to update their CV and apply for other jobs, ensuring that, ‘they’re not back at square 1’. (Personal advisor, Edu3, F, UK\_GP4)

***Route 3: Encourage and strengthen life goals and aspirations that promote personal development and fulfilment, such as the arts and creative activities***

Finally, there are aspirations that correspond to hobbies or cultivating artistic or creative qualities, which may not correspond to a professional goal; these however can enrich a person’s life and build competences that tie in with those needed for APC. For example, a young man attending the RO\_GP1 course spoke about his goal of becoming a waiter, but also his passion about music. He had a band and he performed occasionally, however, he did not see himself becoming a musician as a main profession:

*I care about my music dream, but to fulfil my dream I also need to earn money. And right now I could not afford this. But I do sing, with my friends, at events. I will never give up on music, music is everything for me. But as usual, you also have to do a job to be able to live, because you can’t live out of music alone. To live out of music you need to have very good studies, to graduate from the conservatory, to obtain a professor qualification. Else, just playing in a band, yes, you can play, but not always you will have events. (Lea1, M, RO\_GP1)*

What this example illustrates is that aspirations are not necessarily linked only to future professions; rather, they can enrich young people’s lives and promote competences beyond employability. In an AE programme, young people can be encouraged to pursue their aspirations realistically, whether professional or for their own personal fulfilment, and thus be empowered to make and be responsible for their own choices.

**3.2.2 Identifying underlying causes for disengagement with learning**

Underlying causes for a young person to be stranded in a situation of risk can be hard to detect and might take time to surface, even if support provisions and systems have

been put in place. Findings from EduMAP research indicate that although young people may be aware of the disadvantages of their life situations, they often lack (sufficient) information about the personalised and tailored support available to them. For example in the Austrian case, young people need to find a vocational orientation, identify the most suitable path for this, and subsequently gain relevant skills for future employment. Examples of difficult life circumstances mentioned by learners on this programme include experiences of migration, living in care, bullying at school, suffering from cognitive, psychological and behavioural problems, as well as personal and family-related problems. In most cases, they lack role models who might provide a 'social anchor' for them. Yet, although practitioners recognise that learners on the programme either have or are continuing to experience such difficulties, they may not have full insight into the real extent of young people's troubles. In many cases, identifying the causes of young people's difficulties takes time and requires a relationship of trust to be built during and through the learning processes:

*But [Note: to understand] what is behind it and what problems there are behind it, what has happened that cannot be even seen, in my view, this requires a good relationship. What happens is that sometimes participants join in, how to say, yes, they are fine, and then, after three months, hui, yes, what a hidden side they disclose! (Trainer/Coach, Edu25, AT)*

Another underlying cause for difficulties can stem from negative learning experiences in the formal education system. Learning from the perspectives of young people (e.g. in Spain, Netherlands, Austria) who explicitly describe the **formal education system as dysfunctional** and in some ways even **as a cause for failure**, elements that have to be improved in compulsory education become visible.

### Text box 3.2. Helping learners find their vocation

#### Example: ES\_GP3 Computer repair and maintenance VET

*I use to be quite a bad student, I must say, and I'm still pretty bad, but here in this school things changed a lot because they do not focus so much on studying, but on advising you and helping you in what you want to do. It's like something totally different from ESO, which is simply studying, studying, studying. (Lea2, M, ES\_GP3)*

He explained that he took some time off from ESO because they obliged him to repeat the course 'so I said no, I can't stand it anymore.' He did not like that they made him 'study all the time' without considering what his vocation was. After he completed the course, he felt motivated to continue studying so he enrolled in a post-secondary vocational training on 'Microcomputer equipment and networks'. He did not like it because it focused too much on programming instead of on what he was really interested in: repairing IT equipment. He repeated the first of two years and then dropped out. When asked if he had the chance to talk with somebody about his preference of having a course focused on repairing equipment, he answered in a resigned way:

*I don't think they could do much [in the school] because orders always come from above, they wouldn't have listened to me anyway. (Lea2, M, ES\_GP3)*

His words reflected an apparently common belief about educational institutions as highly hierarchical and unchangeable, in a similar line to one of the practitioners on the course.

Lea4 said he did pretty well during the first years of ESO, but then it became too difficult:

*First and second [years] were like very easy. And third and fourth [years] were a lot of theory and I could not go forward, it was like I stayed far behind, it was like doing one step forward and two steps backwards. (Lea4, M, ES\_GP3)*

In the Austrian case some interviewees even blame the formal education system or the system of society in general for traumatic experiences. The formal education system is considered to have a high access threshold which not all young people are able to overcome leading to their exclusion. Reflecting on the demands and pressure rising from how modern society is organised, trainers and policy makers point to the 'other side of the coin':

*Whatever the impression, I think that it also has to do with the job market. Due to industrialisation or actually automation, there is simply less need for unskilled labour, and that's why then someone falls out of the system. On the other hand, they are too fit for protected employment. So, they just kind go into this disability area. (Trainer, Edu4, AT)*

[the problem is] *how societies look at adolescents. This is always the problem that young people are totally challenged. They are required to conform [to certain standards], and I think that this picture often does not fit together.* (Regional policy officer, Pol7, AT)

One trainer and local director describes the vulnerable situation experienced by learners in terms of security. Participants face disadvantaged and insecure situations and attempt to identify what resources they have or can develop to cope better with this life phase. They decide and set their own standards and objectives for achieving a more secure life, namely free from risk. Determining what is a secure life cannot be imposed from the outside, instead, each learner has to find his/her own definition:

*I believe that the ability to be self-determined, self-responsible, able to secure one's existence, one's own existence, is the basis. [...] I think that everyone defines his/her existence differently. And yet, for me it is really important they secure existence, without fear for their lives, in order to survive.* (Trainer/Coach, Edu25, AT\_GP1)

### **3.2.3 Creating a supportive and safe learning environment**

Not only have young people experienced diverse difficulties in their lives, for example by lacking a supportive family environment or by being bullied or stigmatised, but for many their experiences related to learning have also not been overall positive. Therefore, it seems crucial that young people are not forced to re-enter an environment which might trigger memories of negative experiences. Creating a **positive learning environment** as one of the main factors for success is also an important finding that has emerged from EduMAP field research across all cases. For example, in Finland a learner from GP2 reflects as follows:

*I think that they always have a really supportive atmosphere there. There was never slugging off or bullying while I was there. There's really relaxed and good atmosphere and it's nice to learn those things there...* (Lea11, FIN\_GP2)

Another example from the Austrian case states that **empathy, understanding, and a great deal of flexibility in the programme's structure and among the staff** are key ingredients for creating an enabling learning environment. This point is particularly shared by participants, who confirm that the school allows them to experiment, to choose what to learn, and take their time, without pressure on their performance—something which is different from their experiences in the formal education system. This

autonomy and capacity to take decisions contributes to making them more responsible for their actions. Respondents in GP2 in the UK mention that what makes the setting unique for learners and practitioners is the sense that the college and the people in it **act like a family**, where people can be treated as individuals rather than part of a big mass of learners. Overall, the unique draw of this GP is considered to be strongly linked to its **small community and family-like setting, an atmosphere of open doors, and a place where young people feel appreciated as individuals who, like a jewel, are precious and unique.**

In the Greek GP 4 case for the homeless some learners also talked about their **fear of participation** in learning situations and how this emotion can be a challenge because of the risk involved in exposing a weakness or revealing a fault. Overcoming this fear needs courage and young people take it head on, because *'if we do not participate, we probably will not learn much'* (Lea, EL GP4). Also from Greece (GP6 Transgender intervention), some learners from the transgender community mention what makes the course a good course is that it provides a **safe space for reflection without prejudice**. Educators from the same case mention many different ways of creating 'safe spaces', ranging from enabling young people to engage in educational and extracurricular opportunities like making crafts, practicing photography during the course time or allowing time for 'hanging out'—giving the young people a safe space to talk to mentors (volunteers/staff), play pool or football, talk about their day and eat dinner together. Alternatively, the course itself may include certain standards for trainers to support learners' comfort levels by using low-risk activities, reassurance, and a plan for building incremental success.

### **3.2.4 Establishing relationships built on trust, respect and empathy while safeguarding the autonomy of the learner**

Another cross-case finding surfacing so often as to be seen as a conditional element and factor of success and blending in with the requirement for a safe and accepting environment are experiences with **positive relationships** among practitioners and young learners. The positive influence of **committed, empathic, respectful** practitioners, teachers and educators is a key finding of all cases researched. On a scale from becoming friends to setting up participatory opportunities for young adults to be truly included and feel respected and valued as individuals, we found—in the field—a whole mix of positive experiences reported by learners. Some young people

are aware that they may be socially vulnerable because they lack friends or are even rejected by their family. This latter notion is mentioned specifically by some of the young people in Italy. Others noted that being vulnerable means being left alone in a void—an embarrassing situation, like being left out by a friendship group, being ‘un-friended’ on Facebook, being rejected by parents or being excluded for various reasons from the group they want to belong to.

In many cases, teachers, educators, coaches and their positive attitudes towards the young people are as important as the course itself and learners appreciate the enabling steps created for them. For example, in Spain a learner was actually surprised about the dynamic methods and his ability to gain autonomy during the learning process:

*Lea 1: I thought it would be a kind of normal [course], that it would not be that dynamic (...). I thought it would be more boring, more of reading a book and all that...*

*Q: And what do they do here, which is different?*

*Lea1: Well, it's everything ... You can do anything at any time, you can be working on one thing or change to another ...*

*Q: Whenever you want to?*

*Lea1: Yes! In other words, you're the one who control yourself, what you do at every moment, what you want to study... (Lea1, M, ES\_GP3)*

He said he liked everything from his GP3 experience, ‘the class and the environment’ and that his life had improved because he didn’t use to follow a time schedule and also because he feels better:

*Since I started here, my life has changed a lot, I feel happy and my feelings [are good]. (Lea1, M, ES\_GP3)*

In the Finnish GP1 case another example accounts for profound involvement and taking care of the student’s life in and outside of the school was strongly emphasised by both learners and educators:

*[...] here we participate in the student's life outside of school a lot. By that, I mean if someone has a problem with some public service, we will do a lot to try to influence these actors outside the educational establishment. (AE practitioner, Edu4, FI\_GP1)*

In this case all interviewed students agreed that teachers go a long way to help them with various challenges and needs. The students describe their teachers with earnest admiration and provided examples of their commitment:

*The teachers have been very understanding and helpful and they have taken into consideration the special needs I have... and availability. (Lea6, FI\_GP1)*

*She helps in everything, applying to school, or if I get a letter I don't understand, then I ask her and she always helps. If I send her a message she always answers. (Lea4, FI\_GP1)*

At the same time, what is emphasised by many experienced educators in the Finnish GP2 case is that providing support should be done together **with** the learners, not simply 'for' them. This approach relates to another important pillar inherent in the programme, which is the strong focus on guidance. Teachers in the programme are expected to have a strong guidance counselling mentality. Providers considered it ideal if personal counselling begins from the first contact to the student and only ceases when the student leaves the institution.

Using relationship building as a key to success could be considered a model of good practice with the potential of being transferred to other contexts. This is demonstrated by GP1 researched in the UK which has at its core **a mentor-mentee matching process** and which interprets the **matching process itself as key to the programme's success**. According to the founder of the model who brought in his own personal experience of what works, and who was supported from a variety of key individuals and organisations, the **relationship between mentor and mentee is critical to success** and, taking on board the advice of the Centre for Excellence on mentoring and learning from North American models, the programme does all it can to ensure there is a **shared** interest between mentor and mentee upon which a relationship can be built.

*... we try to match the mentor to the pupil very carefully, and I think the young people respond well to that as well. So it's not a random process, it's not just a case of '8 pupils, 8 adults, just go and get themselves together', we try and match them appropriately based on how the young person is, what they might like to do, the issues that they've had, the career aspirations that they have and so on. And we link that with the mentors very carefully. And it might be for example we're able to match a mentor who has come from a similar background, or who has similar career aspirations. So it's not a one-size-fits-all, it's very much a tailor-made approach, a bespoke approach, and I think that's important. (Pol, UK\_GP1)*

The majority of adult educators interviewed in the different cases in Greece also mention the importance of respecting young adults as learners and as individuals by establishing good relationships. In Greece this obviously impacts on how courses and programmes are set up, with **participatory strategies** being applied according to which learners have the opportunity to set the agenda, have space for self-directed learning, are asked about their needs and learning process and where their learning style is taken into consideration.

In some cases, exemplified by reflections of learners in the Austrian case, the relationship between learner and educator is so important that young people often consider the coach to be a reference person for all the activities in the school. In some more problematic cases, changes are not perceived positively, and can impact in a negative way on the individual development within the school, as reported by the interviewee:

*The only thing I have to criticise is just the rotation. It may be related to the internal dynamics in the modules, that's why. Only I would find it good that coaches are responsible for certain teenagers, rather than modules [...]. Simply switching to a complete stranger you may not even like [Note: can lead to] completely losing the structure. Structure is very important to me. And I've just lost it and that makes my everyday life here a lot harder. (Lea4, M, AT)*

A trusting relationship can be seen as a basis for developing self-esteem, being able to be in touch with needs and emotions. Many young adults speak quite openly about this experience how they changed from being shy to more open through the support of a trusted educator. Both cases in Spain in which educators facilitated spaces for participants' self expression in order to know themselves better, manage their emotions and acquire positive values evidence the positive impact of educational programmes that include this dimension. Especially in the Spanish GP2 case, learners mentioned an array of positive experiences:

### **Text box 3.3. Positive relationships fulfil the need to be seen, respected and valued**

#### **Example: ES\_GP2: Leisure time monitor training**

Learners give accounts of how the course helped them to understand themselves and others better:

*I did not expect that we had to talk so much about us, you know? I did not expect that we would have to open up so much.*

*I suppose that if you know yourself you can teach some values to a child better ... thanks to this course you instil values that maybe you did not have. For example, we were talking about the issue of sex change, that is, things you may have heard about but that you are not very well informed, so here they explain it to you, you know? (...)*

*So at the time of observing children, always keep in mind that they can have another way of thinking, different from others. If you know yourself better, it will be easier. (Lea1, M, FG2)*

*GP2 gave me self-confidence so I could say, 'Wow, I really can do it!', you know? (...) the course gave more than content and theory (...) the course coordinator knew how to make me and my classmates feel valuable, she could see things in yourself better than you did. And then each classmate could see something positive in you that you couldn't as well. Then you would say, 'if 30 people are saying I have something positive, then it must be true.' (Lea2, F)*

Participants liked the personalised attention they got from educators, even if it was to set limits:

*I like how he connects with us, how he informs us, he puts limits, we need some of that too! Because with educators changing all the time we were a bit rebel and we would go over anybody. (Lea3, M, FG2)*

Emotional education helped participants to improve their self-confidence and outgoingness, as expressed by various participants, including two Muslim women who shared their experiences:

*At first, we were very shy, we didn't speak and little by little we have been able to speak a bit more. (Lea4, F, FG2)*

*At first I was shy, because I am usually shy, but when we were with [name of the favourite educator] she explained things so well, she makes you move and everything.*

*She makes you smile!*

*Yes, yes, if you are sad, [she makes] you feel more confident. (Lea10, F, FG2)*

Another aspect is reported by a learner in the case example from France who admits that he had learnt to change his habit of thinking from negativity to seeing everything with a positive outlook:

*I am less and less pessimistic. I usually see only negative things. I wasn't thinking it is possible. I met the educational manager and it was the person who interested me. When she spoke to me, I didn't see anything negative. I came to test it. I set up a workshop to be a trainer myself. I prepared a workshop by putting the positive and negative points. When I spoke with my trainer she told me to see only the positive. That's the most important thing. It changed the way I see things. (Lea, FG1, FR)*

### **3.2.5 Enhancing social interaction and building social capital**

Experiencing trustful relationships in a safe learning environment is not only the basis for overcoming some of the negative experiences that have been part of young adults' lives, it is also seen as a stepping stone by adult educators and practitioners to establish and sustain other relationships, therewith even enabling young adults to begin to **build social capital**.

On a higher level, not only individual relationship-building as a main factor stands out as a finding, moreover the potential is mentioned that invariably unfolds from an emotionally embedded feeling of being accepted and supported as a human being in a situation of risk. In the case of GP6 in Greece, for example, positive relationships have even shown to increase the resources available for residents to begin and sustain recovery. A number of educators, educational and supporting staff (clinicians, psychologists, employment counsellors) recognise the impact of professional relationship with residents and use opportunities to talk with them. They also encourage and support residents to establish and sustain positive social networks by providing therapeutic support and skills training to aid the development of relationships. They further support residents to identify and build upon their positive and reliable relationships and consider ways of increasing access to information and communication technologies, for example Skype, and online social networks.

Enhancing social interaction in order to build social capital is of even more importance for refugee learners who are often in a socially isolated situation by way of cultural norms and values not shared among refugees from different countries nor by the host country. For example, in Turkey the courses as well as the supportive services established by the GP1 provider also helped the refugees psychologically on another level. For many

of the individuals who suffer from negative psychological effects of civil war and forced displacement, these courses have meant support and solidarity:

*We saw people who cared about us, who valued us. That gave us hope. (Lea3, M, TR\_GP1)*

*If nothing else, we met people who supported us, who struggled to help us which is more than enough because we didn't see this anywhere else. (Lea7, F, TR\_GP1)*

These courses were the first sustained social interaction for not only many refugees but also for the educators and other NGO workers with one another.

### **3.2.6 Implementing a learner-centred and practice oriented activating methodology**

As already mentioned in the introduction, originating from the compulsory education system many young people have had some exposure to formal education, but not necessarily with positive experiences associated with the type of learning that is prevalent in the formal (school) sector. For various reasons, many young adults have not completed any type of formal education, sometimes due to a lack of motivation, sometimes for lack of mental or physical capacity or because they do not have a supporting environment. More often than not young people in situations of risk and vulnerability appreciate an approach that **is more practical than theoretical**, which enables them to be active rather than just to sit, read and study. A good programme therefore contributes to the development of competences (composed of knowledge, attitudes and skills) by carefully establishing, together with the learner, a chart of what is needed. In the Finnish GP2 case the interviews with prisoners confirmed many of the key points of the competence-based educational approach that their teachers, counsellors, supervisors and criminal sanctions authority officers had emphasised in their own interviews. None of the interviewed prisoners had completed any previous upper secondary qualifications before studying in prison, although some had started and quit different degree programmes many times before. Competence-based learning seemed nothing short of a revolutionary experience for many of our interviewees:

*I'm a bit like I can't learn anything from books. It's more through doing. I've learned so much in a week. It would have probably taken me half a year if I had to read books and try to figure out stuff. The learning has been fast. (Lea2, FI\_GP2)*

Students also emphasise how this type of learning opens up opportunities to prove that they can do things well if given the chance. In some cases, this had sparked such a strong motivation to learning that it had led to the completion of qualifications in record time. As many pointed out, this was the first time they were able to enjoy studying. Some brought up their learning difficulties and neurodevelopmental disorders in relation to their studies,

*... but when there's all kinds of ADHD and stuff [...] I can't really sit in class and stare at the blackboard, what's being drawn there. Now, when I can work with my hands and want to, this is really the best. (Lea3, FI\_GP2)*

Findings from the good practice case in Cyprus confirm that successful learner-centred approaches to teaching involve developments of spatial, social, intellectual, and emotional dimensions. As one educator suggests, spatial adjustments as simple as arranging desks into a circle rather than rows or encouraging students to sit in a different place each class period, can help facilitate the real work of effective instruction, and perhaps even advance the higher goal of transformative education with which APC is associated. Such an approach prioritises student interaction, active engagement, and ownership of one's own learning over long instructor lectures and the passive reception of information. The embodied practice of these principles supports the development of autonomy, critical reflection, and critical thought that are central to the demands of democratic citizenship, is the view in this specific case. Also mentioned as a central element is that course content needs to be relevant to the everyday life situation of the students. This is something which different resident groups reflect upon and which is to be considered as crucial for the success of programmes.

### **3.2.7 Understanding the role and importance of varied supportive services**

As already mentioned above, not only do financial and maintenance needs stand out for young adults in difficult life situations, but a whole array of supportive services can also be seen as a precondition to the successful implementation of AE programmes. In some ways all cases demonstrate some type of supporting system, even though the range and focus differs. At one end of the spectrum, the Turkish GP1 case embeds the vision of the organisation into the support service meaning that the provider is interested in **how the programme can transform lives rather than in the number of people it**

**reaches.** As a result, in the providers branches, child protection officers, psychologists, family consultants, health instructors, dieting specialists, youth workers, specialists for the disabled, and translators work with flexible job descriptions alongside the instructors and education coordinators, and all of these directly or indirectly, contribute to the 'education of refugees' in order to help them become strong individuals. Against this background, all the refugees registered with the organisation are **both learners and consultees** at the same time.

The Austrian example is also characterised by a strong focus on the **supportive measures** and services offered to their learners. Financially, participants receive an **allowance** to cover living expenses (the DLU, provided by the Public Employment Service (AMS)), and, if needed, they can receive an additional allowance for course-related costs, such as travelling expenses. Although some learners and one programme coordinator have brought up the issue that the provision may be a counterproductive mechanism for the school, attracting young people without a genuine interest in the school activities, it is nevertheless a valuable incentive to ensure an inclusive and equitable education offer. It is judged that the risks can be mitigated through a more accurate motivation assessment through **youth coaching** and during the coaching/counselling sessions. With regard to psychological support, coaching/counselling is an integral part of the education offer of the school, and its personalised character makes it particularly efficient for the learning development and outcomes of participants. The programme provision succeeds in supporting young participants in the development of their capacity to recover from difficulties and to cope better with their disadvantaged situations, as proved by learners' answers. Moreover, as suggested by one practitioner, resilience can also be conceived of as the capacity to identify and set standards to secure life from contingencies. In particular, thanks to individual coaching, the programme takes into account the diverse and various conditions of each participant and **elaborates a targeted and tailored personalised development plan** enabling each learner to become resilient towards their own current difficult situation.

In the case of Italy, some trainers consider **vocational guidance** the most important supportive service because it is a means of assisting young people to make appropriate and well-informed educational choices that will enable them to develop their potential and to have access to work opportunities that are compatible with their interests and abilities. One trainer also suggested that it can also help to instil confidence and positive attitudes, to derive fulfilment from their chosen areas of learning and work and, most

importantly, to foster motivation for lifelong learning. One of the young people also mentioned that e-guidance needs to be developed, as it can provide individual and personal guidance to young unemployed people via various communication channels like video-chatting, telephone, SMS, e-mail and Facebook.

In the Spanish cases, most AE stakeholders interviewed recognised the importance of accompanying young adults on their educational trajectories through **orientation services as well as individual or group interviews (before, during and after the training programmes) and implemented supportive services** accordingly. However, there were references to limited time and resources to fully dedicate to these supportive services, which might need improvement. Social networks and particularly instant messaging services were also mentioned as a useful resource to keep track of participants' experiences. One of the supportive services most positively valued to ensure young people's full immersion in the learning process (without having to worry about the costs of learning) were **scholarships**, although they were also difficult to implement due to procedural delays or lack of resources. Future AE programmes might benefit from a well-structured scholarship plan that can alleviate, at least partly, young people's economic concerns as well as functioning as a motivational element to pursuing their studies.

Respondents from some of the Greek cases point to an imperative need for supportive **psycho-social services**. Language learning represents a key integration challenge, with such skills necessary for effective functioning in the community and the workforce. Against the backdrop of great need for adult education and language programmes, however, are issues of capacity and replication of successful models. As three of the young adults suggest, access to **health services** are equally imperative. One respondent originating from Egypt reports that refugees and migrants sometimes feel overwhelmed or confused and distressed, and may experience extreme fear and worries, outbursts of strong emotions such as anger and sadness, nightmares and other sleep related problems. Initially, immediately after arrival in Europe, some people may, like this respondent, feel elated. Many are affected by multiple losses and are grieving for people, places and life left behind. As the migration service official also suggested, many migrants may feel fearful or anxious, or numb and detached. Some of them have reactions that affect their functioning and thinking capacities and therefore undermine their ability to care for themselves and their families and cope with dangers and risks. One AE practitioner states that it is important to realise that many stress responses are

natural ways in which body and mind react to stressors and should not be considered abnormal.

An important emerging finding across the EduMAP cases is that supportive services can be organised in different ways, either as an integrated part of the programme (as is demonstrated in Turkey GP2) or set up in form of a well-functioning network (as in the Finnish\_GP1 case).

### **Text box 3.4. Organising supportive services**

#### **Example 1: TR\_GP1 VET programme for Syrian refugees**

##### **Integrated Approach**

The provider in the GP1 case in Turkey offers a wide variety of activities and this has contributed to the success of its education programmes as well as its ability to help refugees become active citizens. This has been the strategy of the organisation from the beginning:

*... we thought then that we need to create a centre for Syrian refugees which could fulfil 70% or 80% of the needs of these individuals all at once. We thought that we could later improve it and make it more comprehensive. But the point was to create a single address for them to go to for help which can help them efficiently. (Pro1, M, TR\_GP1)*

This approach only works if the different units work in a closely coordinated manner instead of working as separate from one another in the same building.

*We know that the most assured way of reaching the Syrian refugees is through financial support. But once they are here for it, they get to see all these other services. When we invite them for a birth-control training, for example, no one shows up. But once they are here and once a relationship is established, then we can tell them why it is important, etc. This is the advantage of our integrated services approach, it helps us with reputation, recognition, convenience and the ability to provide services to refugees that are not necessarily in high demand. (Pro1, M, TR\_GP1)*

#### **Example 2: FI\_GP1 VALMA Entry to vocational training and education**

##### **Integrated approach plus wide-spanning network cooperation**

GP1 in Finland states that the key element of practice is the successful interaction of different services provided in-house (e.g. student health services) and by external partners with the provider's programme learning contents and the individual learner's needs. One of the most valued elements is the possibility for flexible transitions between different programmes, which may be beyond the realms of formal education. Students may also move to the programme from rehabilitation programmes, work trials, etc., and vice versa. Many transitions take place within the same organisation but also happen between different organisations.

The educational providers' networks are an important factor in enabling these transitions. The importance of wide-spanning network cooperation was a recurring theme in all educational practitioner and policymaker interviews:

*If you think about the educational provider, they work in close collaboration in their own region with Centres for Economic Development, Transport and the Environment, Regional State Administrative Agencies, comprehensive schools, job centres, social and health authorities. They have very close networks there [...] and then there's cooperation with other public authorities, from guidance to education [...] (Ministry adviser, Po14, Finland)*

### Example 3: FI\_GP2 VET in prison

In the Finnish GP2 case, the challenges are higher, but equally conditional to securing a sustainable support system. Our interviews indicate that to be able to operate educational programmes successfully in a prison, cooperation between all stakeholders inside the prison and beyond needs to be carefully maintained. Having prisoners take part in education inside prison is one thing, but to ensure continuity of educational pathways, educational providers need expertise and partnerships with other stakeholders and organisations:

*... grateful faces, that's the thing... but that requires results and that's teamwork with labour activities and others, so that we would get those results. (Educator, Edu1, FI\_GP2)*

A typical example mentioned in our interviews involved a prisoner who had started studying while sentenced in prison, but who needed to complete his education outside of prison. Moving from a controlled prison surrounding to freedom is a delicate phase of transition where a lot can go wrong.

GP4 in the UK is another example of **successful networking to secure supportive structures for learners**: The programme has developed an extensive network of contacts in the local area, which means that they are able to support the young people beyond what is immediately available within the programme itself. They can refer young people to other organisations or receive referrals in turn, signposting them to specialist services, for example regarding addiction issues or housing problems. Building relationships with other organisations to ensure the sustainability of support once the programme has ended is taken very seriously:

*This contract will come to an end ... these people will still be here, and ensuring that you're building that support for them so that they can continue ... the young people will still be there and be needing support, so making sure that the stakeholders and the other partners around are continuing to do their support where need be. (Programme manager, Edu1, F, UK\_GP4)*

In France, the responsible person for setting up a strong relationship network within the business sector describes how such networks play a strategic role in the E2C schools' ability to secure internships:

*It is a specific feature of schools to have a strong link with the business world. The refresher course is ok but at the end of the nine months the students must be made autonomous. So that they can be citizens and find work. We are working on their pro project and the company's research. As soon as they enter school, they are asked what they know about the business world, there are those who know where they want to go and others who do not. We're going to work on the pro project. We're going to take them on an internship to discover a profession. Those who know will be asked to confirm with internships. For the others we will try to take them to an area. After three weeks, he is asked to go to the company. This allows the seed to be planted. It's all about upgrading but working on the project and moving forward to integrate training or employment is essential. They are quickly put into companies. We are building a network of partners because we have not identified the candidate's profile. (Business officer Edu5, F, FR)*

In other examples from EduMAP (SE and DE\_GP1), case workers are crucial for bringing together all the different types of support. Although most models seemed to work quite well, respondents especially in refugee situations indicated that due to high numbers in 2015 and heightened demand thereof sometimes provision of supportive services was lacking adequately trained and equipped staff.

### **3.3 Examples of programme outcomes and how they build APC competences**

As elaborated in the *EduMAP concept note*, adult education can foster different dimensions of citizenship, such as 'socio-cultural', 'political-legal' or 'socio-economic'. It is well known that learning for active citizenship is a 'lifelong' and 'changing' process, which cannot be successfully completed in childhood or early adulthood. Participating and engaging actively as a responsible citizen depends on adequate policies on ALL levels and for ALL individuals and groups in society. Enabling elements range from formally established participation rights at municipal level (for example in Spain) through regular annual national reports on civic engagement (Engagement report in Germany), even to financial support (e.g. by making social associations exempt from taxes). The youth sector in many European countries has established formal democratic participatory

structures such as child and youth forums for the inclusion of young people's voices in decision-making. And fuelled by the UN-Convention on the Rights of the Child, which has been ratified by 191 countries in the world, the right to participation of children up to 18 years of age has in some cases impacted on structural developments for inclusion and participation in many countries on a global scale.

Although young people in situations of risk are the least likely group to be considered active citizens (according to findings from an empirical study by Hoskins & Macherini in 2009<sup>9</sup>), in many countries of Europe facilitating social engagement and inclusion of vulnerable young adults takes place through different types of youth and adult education and learning (e.g. vocational education, basic skills classes, second-chance education) in both formal non-formal and informal settings. What we can see confirmed in all of the 40 cases researched in the EduMAP project is that 'a range of learning environments and settings' are conducive to encouraging active and participatory citizenship.

While a whole range of success factors can be attributed to the specific and contextualised set up of a programme, the key finding across EduMAP empirical field research also is that a **provider's conceptual underpinnings** about APC **does have an important influence** on how APC-related competences are fostered and promoted, but the **routes offered to shape the learning process towards gaining these competences can be both implicit and explicit** or somewhere on the scale in between or even alternating throughout the same programme (Endrizzi & Schmidt-Beblau, forthcoming). In the Irish GP2 case for example the development of APC competences can be found as a key thread running through the organisation and all its activities. And the GP1 case in Germany, focussing on formal youth integration courses for refugees, illustrates that the route to AC can also be designed in the form of an extra-curricular content.

From the analysis of the French cases we can conclude that the French Second Chance System (E2C) is clearly seen as an example where adult education may promote citizenship as an 'ideal'. However, this is relevant for the development of young people's competences (knowledge, skills and attitudes) only to the extent that citizenship is not an explicit objective of a set of [formal] lectures but, rather, a component of all activities, especially in form of practice such as volunteering, internships or project work. In the French context understanding what citizenship is about could rank as an

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9 Hoskins, B. and Mascherini, M. (2009). Measuring Active Citizenship through the Development of a Composite Indicator. *Social Indicator Research*, 90: 459—488

implicit objective in the broader context of acquiring an understanding of values and practice regarding democracy and living together. But it also includes education and training as well as access to the labour market. In the E2C context therefore coming to an understanding of the broad values of the French system (qualification as entry requirement for a job, attitudes regarding employment, soft skills...) is clearly the ultimate justification of the existence of second chance schools according to the opinion of the interviewee (Consultant, Pol4, M, FR).

### 3.3.1 Cross-cutting findings

- With a focus of EduMAP specifically on social and active citizenship competences, a key finding is that ALL GP cases **in a variety of ways create environment for young people which are conducive to developing key competences**. According to the European KCF these competences are defined as the basic set of knowledge, skills and attitudes which all individuals need for personal fulfilment and development, active citizenship, social inclusion and employment (as described in Recommendation 2006/962/EC of the European Parliament and of the Council). Most researched cases focus on employability, implying the capacity of young people to function in a job, become entrepreneurs or create other forms of economic sustainability.
- Pedagogically, Youth and Adult Education Learning (ALE) systems demonstrate a rich variety of routes for young people to be engaged actively. All researched cases demonstrate that young people in difficult life situations, and **considered vulnerable, often need more support through additional services** to equip them appropriately for full participation in civic life, based on knowledge of social and political concepts and structures and a commitment to active and democratic participation (Key competence 6). To be successful they need appropriate and sustainable policies to be able to work under favourable conditions.
- In most case examples active citizenship learning is only **implicitly embedded in the learning provision**, although it is often **mentioned explicitly as an aim** in the mission or vision statements of the programmes. Civic learning, referring to all information and activities that affect young people's political beliefs, ideas of the world, and actions as members of communities, is in most cases (except for specific youth-related cases) transferred in informal ways, such as in volunteering and opportunities for visits to cultural or other engagement spaces. In the **integration programmes** (DE\_GP1, DK, SE, TR), civic education is also part of the **formal** integration curricula under different names.
- All AE programmes targetted at refugees and migrants (and to a lesser extent the integration courses in DE\_GP1 and DK) operate with pedagogical approaches based

on the idea of **competency-based principles** which means that the pace of learning is adjusted to the learner's needs. Learning soft skills such as presenting, communicating in a team or time management are an important component of all programmes. A mix of vocational competences, internships or employment skills (including running a business or creating a cooperative, connecting and acting in the community) is often well-received by learners. There are clear statements around the contribution of the programmes to building self-esteem and options to be more active and engaged.

### 3.3.2 Findings from individual cases (focusing on different dimensions)

#### 1. Focus on activating the socio-cultural dimension of APC and contributing to social change

(Germany: GP2; France; Spain: GP2; Greece: GP2 and 6; Ireland: GP1 and 2; Sweden; Turkey: GP2)

First and foremost, findings from the field research indicate that for young people who are already engaged, active citizenship is about **action** and about changing any barriers to being more active. Interviews with young learners reveal that their capacity to reflect on what it means to be an active citizen depends a lot on their previous practice and experience. This capacity is strongest in cases where young people have positive experiences of being an agent of change in their own lives. In the Irish cases, the interdependency between the programme and the attitude and aspirations of young people is demonstrated eloquently: Young people who took part in GP1 make strong connections between participatory citizenship and 'changing things'. One young woman, referring to the barriers she has faced as a young person from a minority ethnic background, explains how her self-image as an active citizen is linked to participation in the project. In the following excerpt, she outlines actions which for her are linked to achieving change (not just for herself, but as she explains later in the interview, also for others):

*... it's tied to who I am as a person, as a fighter, as that person that wanted change to society. So the project was a way for me to bring up this subject to the table, it was a way for me to kind of like talk about it with other people that would have thought it was different. It's also a way for me to liberate myself basically from... because I think... I know for a while that even in my career I am going to face these challenges and stuff because of who I am, so what [IE GP1] did for me is like, it's smoothing the path for me when I get there. So I know that if I'm working on this project it's going to change things within our society, it's going to change things in the work environment, therefore when I*

*get there with what I want to do it's going to be smoother. So it was kind of a... that kind of instrument for me. (Lea1, F, IE\_GP1)*

Another young woman similarly describes APC practice in the context of the project and beyond and emphasises the responsibility she feels towards the next generation of ethnic minority young people:

*... one thing I started noticing myself do more was... so I volunteer with this youth club and I actually made it like... I took it on as a responsibility for me to like encourage them, every one of them every day, I'm like 'What do you guys want to do, why do you want to do it? OK it's going to be difficult; what steps are you doing?' Because whenever I started talking to loads of people I started to realise [...] I thought it was just me who faced it, or it was where I was living or whatnot. But the more people I talked to the more I realised it was actually like everybody had felt, or dealt with it, in different ways. So that was one way I think it really impacted me, I was like 'No, what happened to me doesn't necessarily need to happen to the next generation.' (Lea3, F, IE\_GP1)*

The case of GP3 in Turkey also is a good example of how the **focus of the provider** influences the type of courses given to contribute to a specific focus: the organisation's work on awareness-raising takes place through various short-term activities. The aim is to promote learners' awareness of rights and responsibilities, based on human rights. This enables a systematic study of the social and political elements of being an active individual. In this case, the programme has actually led to socio-cultural activities. Three committees were formed by the refugee learners: one for young people, one for women and another for representing the neighbourhood. The Women's Committee is the most long-standing among these and has been active for 2 years. This committee works to inform more women about their rights in Turkey and about the various initiatives that they could benefit from, including AE programmes. The more recently established Youth Committee, a follow-up from a course on social inclusion that had been run about four months prior to the research, works to serve the same information and dissemination function for Syrian refugee youth. (Edu3, TR\_GP3)

GP1 and GP2 in the UK, as well as the case in France demonstrate how programmes mitigate against limitations and barriers created by the living conditions of young people in various ways. This includes supporting not only the development of skills and competences, but also providing opportunities and resources in the form of **new experiences** and **relationships**. In GP2 in the UK, for example, enrichment activities

involve trips to theatres or key sights in London, which many young people have never visited despite having grown up in close proximity to them. Similarly, mentors in GP1 (UK) help expose young people to socio-cultural activities and experiences which leads to

*broadening [their] horizons and giving the clear understanding that there is a world out there that they're entitled to access. (Teacher, Edu11, F, UK\_GP1)*

Just as learning strategies to promote APC can be more or less explicit, some support activities also take a more implicit form. This is the case in GPs in France, Denmark and Germany where internships, excursions and volunteering are part of the repertoire of support alongside programmes.

In the Greek GP5 case with a focus on vocational training, but using a critical thinking and action type methodology APC is seen as a medium rather than an objective. As one of the educators suggest, APC is not a singular concept, but it entails a vast array of what she calls 'symmetrical competences' like social economy management, diversity management, customer rights management, behaviour management, identity management, etc., that demand a learning process that shows how one can solve real world problems. This can be a highly effective means of developing expertise:

*... is an enquiry-based approach to problem solving... it is intuitively appealing as a way of developing knowledge in the context of vocational education. (Edu2, F, EL\_GP5)*

Another educator also suggests that putting rules into practice by applying them in real-life scenarios allows the learners to gain valuable experience to the point where, over time, they were able to treat rules as 'guidelines', working around them if a 'better' result would ensue from an alternative action.

*... in the case of the dry stone wallers [an exercise that was performed in one of the work camps] the 'rule' was that walls had to be built to a straight string line. The 'better' result was greater speed (faster walling) and efficiency (less wastage of flat stones) brought about by knowing when to ignore the rule. (Edu3, M, EL\_GP5)*

According to some learners 'decision-making' was probably the most important competence they achieved. Some claimed that acquiring decision-making competence included activities, in which they, individually or in groups, became involved in a process of inquiry and knowledge production relating to a specific problem and learned through inquiry rather than through simple transmission of knowledge from the teacher.

In the Danish case, students generally considered language learning as their main goal. Those who had participated in **volunteering** activities thought that it was a good way of learning Danish, meeting ordinary Danish people and learning more about society. (Learners, FG1) For the most part, internships and work placements were appreciated and students reported having benefited from the experience. Two had managed to get a paid job and one student's internship was very closely connected to their previous university studies. **Internships** were mostly appreciated for language learning, social skills and future job prospects. (Lea3, FG3, FG2) Additionally, learning was enriched through other subjects which improved language skills and provided a broader foundation for life in Denmark.

In the case in Malta, one of the trainers considers that cultivating resilience among young adults means giving civic engagement a more central role within the curriculum rather than viewing it only as an extra-curricular or complementary activity. In this way, the rich synergies between trainees' curricular and extracurricular experiences can be utilised to

*... more fully exploit the educational potential of co-curricular activities. Invest heavily in elevating what trainees learn for example by volunteering and through political activity....*  
(Edu1, M, MT\_GP1)

In general, throughout the research, refugees are seen by practitioners to benefit from enrichment experiences that lead them to host cities' main arteries of cultural life, such as museum visits or trips to the theatre, to musicals or the cinema. In this context, coordinators of GP3 in Turkey have expressed the idea that a one-day external activity can sometimes be more effective than a month-long course.

Case 1 in Turkey highlights some of the programme's collateral outcomes: firstly, the courses teach learners Turkish, thereby providing learners with a key basic skill required to lead an active life in society. Language learning is also a prerequisite for and element within VET courses. Secondly, attending the courses enables refugees to socially interact with other people, make new friends, and escape social isolation. In case 1 in Turkey, the courses can also serve to challenge many learners' long-standing cultural views and prejudices, as observed by one language course educator:

*The classrooms are mixed-sex which made some of the learners uncomfortable in the beginning as they were not used to mixed-sex settings in public. After a while, however, they got used to it and started communicating with their classmates. When I, then,*

*suggested that it could be possible to divide into single-sex classes, they declined saying that it was unnecessary. (Edu1, M, TR\_GP1)*

Crucially, attending the courses also supports refugees in developing self-confidence:

*I had to quit my education at primary school and always felt incomplete. I wasn't sure I could do it. I thought of quitting the course in the first week because I was afraid. But my teachers showed me that I could do it. I finished the course as one of the top students in my class. Now I know that I can do anything. (Lea5, F, TR\_GP1)*

The second case researched in EduMAP from Ireland is presented in Text Box 3.5 below in more detail as it is one of the positive examples selected **spanning different dimensions** as well as **levels from national to international**, and directed to a **diverse group** of young people. This GP demonstrates the **full potential of adult education and learning based on needs of young people in situations of risk**.

### **Text box 3.5. Fostering APC through socio-cultural activities and sports**

#### **Example: IE GP\_2 Socio-cultural/sports-based informal education programme**

GP2 in Ireland consists of a range of projects, groups and events that take place at a volunteer-led non-governmental organisation spanning the fields of socio-cultural and socio-political learning through sports education in Ireland. The young people taking part in the programme are diverse both in age and ethnic background. The majority are ethnic minority young people, including those who arrived with their families from other EU countries, refugees and asylum seekers. Irish traveller young people are also represented. The organisation works at local, national and international levels, using sports as a vehicle to promote social and cultural inclusion and counter racism and other forms of discrimination. The programme involves a variety of activities run by the organisation on an ongoing basis. These include:

- a weekly football activity session open to all but attended in majority by refugee, migrant and ethnic minority young men, with a range of supportive services alongside (e.g. mentoring as well as support in welfare personal development, and socio-cultural integration);
- a weekly football group for young women, again with supportive services alongside as above;
- a variety of socio-cultural and sports events, workshops and groups (e.g. young leaders development programmes, youth exchange programmes, anti-discrimination workshops in schools delivered by young people);
- support through mentoring and peer mentoring.

A key principle of the organisation's activities is to provide platforms for young people to experience solidarity with others in similar circumstances, which leads to cultivating **resilience**. The organisation is volunteer-led and there are fluid boundaries between 'educator/facilitator' and 'participant' roles, with the programme following an intergenerational approach: young people often join the events and groups as teenagers when they may be mostly 'participants', but gradually they may take on roles as co-facilitators of sessions or events, as peer mentors or as young leaders representing the organisation at conferences or other events (both in Ireland and internationally).

As a result, the design of its activities and projects strongly relies on processes of capacity building and skills transfer whereby longer-standing and more experienced members (taking the role of 'educators' in an informal sense) support younger members to take on more responsibility—for example leading parts of the sports-based training sessions or organising activities as part of a youth exchange programme. Coach and activities leader Edu2, M, explains how the design and planning processes involved in activities promote *soft skills* among young people which they might not be conscious of:

*... the youth exchange... it's a lot of planning that goes into it and in terms of... it's not just something that people just come and just run a programme, this was over 7 days, it took us over a week just to be planning this and meeting up at the office from 9am till sometimes 9pm just trying to plan ahead. So in terms of the organisational skills, like punctuality or this and that, like those soft skills that basically just help people.*

However, the programme also functions (through its links and networks and through the (peer) mentoring activities) as a 'gateway' to other training and skills development opportunities, which could include workshops on team and leadership skills, coaching qualifications and ongoing support for young people who play semi-professionally in clubs or are trying to move into professional footballing careers. With respect to the latter, there is an important welfare aspect, whereby GP2 helps young people with ambitions to embark on footballing careers to make choices that support their welfare, health, as well as their ongoing personal development (e.g. their further education and training prospects). As professional football is a very competitive and commercialised field, mentoring and support may focus, for example, on ensuring that talented young people sign up with clubs that will look after their welfare, or that they engage in training and education that will provide them with alternative career paths (after, alongside or as an alternative to a sports career).

## **2. Focus on activating the political-legal dimension of APC**

Not many of the EduMAP cases have an explicit focus on this dimension. However, across the cases, for example all programmes directed to the integration of refugees, provide modules related to socio-legal citizenship issues and there are some interesting

themes emerging from the qualitative data gathered. In GP3 in Germany, eight young people participating in the compulsory youth integration courses were asked about their views on how orientation courses supported their understanding of rights as future citizens. Respondents indicated that they found the course useful for learning more about political and cultural values and systems, the constitution and laws but also about rights and the meaning of democracy and freedom. Two learners considered the language level too difficult to be able to follow the content. One other learner got new information about the education system and appreciates the value of freedom in Germany and that everyone can express their own opinions.

When comparing outcomes of this programme with the answers of young people from migrant backgrounds in the German GP Youth Forum a possible conclusion is that knowledge and information only provides the first step in the process of becoming more actively engaged in citizenship issues. For example, one learner from case three emphasised how the youth forum enables him to put forward concrete suggestions for improving local concerns, and that the opinions of young people are taken into account.

The GP case in the Netherlands is another example of a programme that includes refugees among its explicit target groups. This programme uses the innovative approach of learning through a 'boot camp', which promotes the transfer of skills between more experienced and newly recruited learners. A key aspect of success here is **creating opportunities for practice** which enhances skills for active engagement that are related to community tasks, for example public speaking in front of an audience or interacting with learners from different nationalities. In this programme, the following aspects are considered as critical for the successful development of citizenship competencies:

- The educational approach promotes learners' self-motivation, commitment and resilience.
- The programme is training people for a specific industry and includes a six month internship which greatly improves the learners' socio-economic capacities.
- The programme's 'master classes' expose learners to the reality of working in a technology organisation. (Guide, Edu3, F, NL)

The programme setting, a space for social enterprises, provides opportunities for learners to network and make new contacts, enhancing their social capital.

As the programme progresses, learners take on the role of guides for the next cohort of new learners. One learner commented on how this increases the confidence of the guides who are:

*... put on the spot where they have to like teach us something, lead their class, present an algorithm class and stuff like that. So I think that is pretty much the bit where they are forced to become more comfortable with public, social situations where you need to present or you need to be assertive. (Lea4, M, NL)*

A board member of the provider observes that a critical element of APC and engagement is being able to communicate with the local community and to develop

*genuine connections outside of their own ... which I really think are the most valuable thing to integrating, to finding career opportunities.*

She says that she sees some people

*choose this programme when really they're not interested in computer science, they're not interested in becoming a developer but they just so desperately want to integrate or have opportunities or connect. (Pol2, F, NL)*

Across the EduMAP cases what emerges as a finding is that programmes with a stronger holistic (including all 3 dimensions) conceptual underpinning are more likely to include the political-legal aspects of citizenship, including building competences that link with community-oriented activities. Some young respondents from different cases consider that education for political participation needs to be embedded within the curriculum of programmes and involve all disciplines, not just the social sciences. This is important in order to reach larger cohorts of learners and to engage insights and models from diverse fields of study. One trainee from Malta expressed that:

*... we need future engineers, natural scientists, business people, doctors, journalists, and artists who are both competent in their professional roles and also are active, effective citizens. (Lea3, M, MT)*

The Swedish case demonstrates the importance of **social encounters** for supporting a feeling of 'belonging' among refugees, beyond the acquisition of language skills. Refugee respondents bring accounts of how the progress with learning Swedish through courses and their experience of mixing with Swedish fellow workers at the workplace had lowered the threshold to communicate with the locals, and in addition many highlighted the importance of friendships with fellow students:

*this course has made me be in contact with Swedish people. (Lea4, SE)*

*I gained love of my classmates. (Lea3, SE)*

Casual conversations about the way of life, traditions and culture in Sweden and in their home countries, which extended beyond the classroom into the workplace, were valued by learners. These social encounters were mentioned as the most important outcomes of the course, together with language learning itself. The importance and meaning of learning the Swedish language had reached a different level due to everyday contacts with Swedes at the workplace—where language was needed for communication and connections with locals—not just to achieve a ‘level’ or get a certificate. Another factor that is highlighted through accounts from the Swedish case is that the content of learning about environmental issues and the internship had given them access to authentic working-life experiences and opportunities to socialise with Swedish workmates.

Citizenship capacity may also be developed through activities such as volunteering. A number of countries in the project have a long tradition of not-for-profit associations engaged in citizenship education provision, aimed at helping young people at risk of social exclusion or living in deprived neighbourhoods engage in actions aimed at the community. One Dutch policy maker (Pol5, M, NL\_GP1) feels that voluntary work, which is well-established in Holland, is important, particularly for people who are in receipt of social benefits:

*... whether you have a job or whether you're on social support you should be able to contribute to the community. Because if you are on social support it's the taxes of a lot of people that is coming to you, right, then how would you be able to kind of give hand or help. (Programme Manager, Pol5, M, NL\_GP1)*

The local director of an Austrian provider defines APC in terms of social participation or civic duty, such as helping elderly people or campaigns of litter prevention. The promotion of diversity and of an inclusiveness approach aims to foster specific learners' attitudes:

*We create the opportunity that makes the participants feel useful [...]. We have families [Note: in the community] [...] who do not manage to paint a room or cut wood for the winter time. So, learners help this family cut the wood for the winter and bring it down to the cellar. [Note: the lesson learnt is]: "I have been able to help" and that is a tremendously good feeling [...] this creates new perspectives. (Programme coordinator and local director, Pol5, AT\_GP1)*

In Denmark the *Venligboerne*, translated in English as “friendly neighbours” -movement, began in response to the government’s increasingly hard-line asylum policy. The *Venligboerne* -movement has spread to all parts of Denmark currently consisting of 111 local or regional groups with over 80 000 “members” (<http://www.venligboerne.org/>). *Venligboerne* volunteers have taken an active role in social integration of the newcomers and Danes. Moreover, participating in volunteering is credited in administrative processes when applying citizenship or applying for higher education (Volunteer, Pol4, DK).

### **3. Focus on activating the socio-economic dimension of AC**

(Romania: GP1 and GP2; Spain: GP3; Greece: GP1, GP3 and GP4; Italy; Malta; Cyprus; Estonia; Latvia; Finland: GP1 and GP2; UK: GP2 and GP4; Netherlands; and Turkey: GP1 and GP3)

Some programmes are embedded into a conceptual understanding of APC that sees the **empowerment** of young adults to become active citizens as being accomplished first and foremost by helping them **access employment and financial independence**. All VET-related cases to a certain degree have this vision and also many European or national funding schemes are driving providers towards focusing foremost on employability competences. In Turkey, for example, there is a strong emphasis on being an independent and self-sufficient active citizen and this is considered in every area. The VET education programmes are selected on the basis of which option is likely to lead most easily to paid employment. Financial independence is seen as a **crucial factor for helping individuals become active citizens**. The importance given to Turkish language courses reflects the same concern, helping refugees become able to navigate the social life in Istanbul on their own.

*They are all from very low socio-economic backgrounds in a country where they don't know the language, the system, the institutions. And they don't have extensive rights because they are not formally refugees. So we either let them live as passive burdens on the public, or help them become able to take care of themselves. (Pro2, F, TR\_GP1)*

### **Text box 3.6. Adult education contributing to socio-economic citizenship**

#### **Example: TR\_GP2 Women entrepreneurs**

The most distinguishing characteristic of this programme is definitely the clear emphasis on entrepreneurship. The programme does not only aim to train women to merely produce certain products, but also to oversee the complete process starting from planning, obtaining the raw materials, optimising production, establishing advertisement channels, finding customers and delivering the product. As such, this programme is unique when considered in the context of vulnerable groups and individuals in Turkey. To reach these goals, the programme was carefully designed to include many modules on entrepreneurship, marketing, time management, leadership, body language, organisational management, etc.,—in addition to actual tailoring and planning trainings. While the VET training is provided by the local educators who have been working in the sector for many years, other modules are taught by academics from prestigious universities.

A crucial aspect of the programme is how it directly combines vocational training with employment. Women who attended this programme were able to join the cooperative established by the first cohorts of women who had completed the programme. Of course, the cooperative does not provide a monthly salary or guaranteed income to its members. However, it does provide an outlet in which women can use the skills developed through the programme and earn an income through selling their own products on a national scope. It needs to be highlighted that the provider who has many strong and wealthy businesswomen as its members, maintains a close interest in this cooperative and keeps providing support and advice on economic matters.

The programme has an emphasis on the *economic and financial independence* of women. It also includes social events such as trips to museums in neighbouring cities to 'empower women socially'. It aims to challenge the patriarchal constraints placed on women by traditional cultural norms which could be interpreted as imprisoning women in their homes:

*'A woman's place is her home, her job is her family'... We want to challenge this understanding. We want women to see that it is they who will determine where their place is and it could be anywhere. This project aims more than anything to make women understand their potential and be equipped to use it as they wish. (Pro1, F, TR\_GP2)*

Another important factor is that the programme attempts to attract the attention of significant companies and other third parties on the project. For instance, a phone company was the sponsor of the initial phase of some production of the cooperative that was invited by the provider. Later on, more connections were made through the assistance of the provider and in time the cooperative started making its own connections and learned how to come up with marketable ideas and find potential buyers. Second, the success of the project is also related

with how it involves ‘institutionalisation’ and ‘sustainability’. The most significant component of this is the cooperative company that was established and run by the women. Through this institution women are able to conduct business on a national scale. What is more, legally, **the cooperative belongs equally to all its members**. The cooperative constitutes a strong motivator for new learners to join the courses and it is a strong means for the former students to implement what they learnt and even make a living. Therefore, the cooperative also provides a strong degree of sustainability to the project for the coming years. Third, the organisation doesn’t consider the project to be a one-off education programme. Instead, they continue their interest in and support to it by providing advice, helping the cooperative to make new deals and find new customers, providing personal mentorship to former and current learners.

The approach taken by the Turkish GP2 provider and the necessity to reflect on economic sustainability is confirmed by reflections of young adults interviewed in the case in Malta, who claim that the majority of participants would opt for the traditional employment sectors (e.g. retail, security, public service) or the ‘usual’ jobs (e.g. clerks, sales assistants, hairdressers or soldiers). To broaden opportunities, they suggest that career advisory and job centre services present in each district should be provided to direct learners towards seeking opportunities in less traditional sectors or better still, consider establishing co-operatives.

The necessity to establish economic alternatives to stable employment is confirmed through accounts from educators in the Greek GP6 case, working with homeless young men. Although motivation is a priority, some educators claimed that there is no clear evidence that homeless youth lack motivation and/or are opposed to or are actively avoiding mainstream employment. Rather, most homeless youth do have records of employment, and have had more than one job, though their employment histories are precarious. When they do get jobs, it is usually low-wage, part-time, dead end work at the margins of the economy; employment that rarely provides a living wage, or an opportunity for future upward mobility. In fact, because of the marginal nature of the jobs street youth are able to obtain, many report unfair treatment by employers, including racism, sexual harassment, and in some cases, not being paid for work done (this is more often the case when payment is under the table). These are the issues that need to be brought forward before any action is taken to develop APC. One educator suggested:

*For many, the experience of mainstream employment is not necessarily a positive one. When we ask them ‘What skills did you learn at these jobs?’ They respond based on the*

*point of view they have. It is not always about the money. Some youth may suggest that in their last job they learned that people really don't have any morals and the world truly sucks; another that he was starting to be optimistic for a while but that whole experience taught him otherwise... etc. (Edu2, M, EL\_GP6)*

An important aspect to be considered under the socio-economic dimension is delivered by findings from the Spanish GP1 which aims to facilitate the labour integration of young people in so its educative actions are mainly addressed to promote participants' socio-economic competences. AE practitioners have realized that—to accomplish this aim—**socio-cultural** as well as **emotional aspects** are equally relevant and a necessary starting point when working with people at risk of social exclusion. Despite the diversity inherent in this social group, many persons in situations of risk often share feelings of low self-esteem, low motivation, insecurity and lack of habits, to name but a few, which need to be addressed at the very beginning of the training process in order to ensure successful results. Emotional preparation was especially emphasised by one educator who dedicated part of the training programme to promote humanistic values:

*We understand that the most important is the human being: not what he[*sic*] does but how he feels, how he is, how he listens, how he takes care of himself. (...) Once he is motivated and has energy—a progressive but fast [process] too—it's surprising to see how in two weeks time, they have positively changed [their attitude] so much. (Educator, Edu3, ES, GP1)*

#### **4. Strengthening the participatory element of AC**

Findings from EduMAP field research indicate that part of a successful process towards active citizenship is organising participation and leading or guiding learners to participatory engagement according to their knowledge, needs, interests and contexts.

Emerging from the findings across all the cases is the pattern that different conceptual underpinnings from programme providers and designers influence the importance given to establishing either opportunities for participation or practical arrangements for learning participation. What emerges as one of the strongest findings across EduMAP cases is, **that if true (as opposed to tokenistic) participation is not part of the conceptual understanding of a programme, practically also opportunities for learners will stay limited.** This is demonstrated and also critically reflected for example in the case of the youth integration courses for refugees in Germany.

According to the formal Concept for the Federal Youth Integration Courses, a successful integration occurs through **professional integration**, in addition to **social inclusion in the host society** and **political participation in society**. The official view is that possibilities of integration, especially in the long-term, are considered to be higher if young migrants have a vocational qualification. This perspective is confirmed by the local programme coordinator for the investigated provider of the Youth Integration Courses. But He/she also observes that the conceptualisation of active participatory citizenship (APC) within the Youth Integration Courses framework is rather limited to **education for getting a job**. Education is deemed instrumental to enter the job market, either in the form of *Ausbildung* (vocational education), or *Schulabschluss* (high school diploma), or *Berufsbildung* (professional education). For the other mentioned dimensions there does exist in the concept of the Federal Agency for Migration (responsible for developing the curricula of the courses) the opportunity for more practical activities during the 600 hours, but this again is limited to professional internships. There is no mentioning about other forms of engagement. The focus therefore seems not to be on the individual participation and contribution of those people to society but rather on their productivity:

*... Well, it is also understandable. This is the priority, but actually you cannot just start and say: I'm now going to learn to speak the language perfectly, and then I will get a chance for active citizenship. And this is also a certain short-sightedness among the initiators of these programmes. It should be implied from the outset; it should actually be incorporated so that it is also part of the content and the topic. And this would be a success factor. And at the moment it is only arbitrary. (Pol2, DE)*

In relation to APC, the Concept for the Federal Youth Integration Courses refers to voluntary engagement. It is conceived as a special contribution to the participation and active participation and integration of young people with a migrant background. Through their voluntary commitment, they can discover, use and develop their own skills and thus gain self-confidence. They can socialise and strengthen their motivation for future engagement. The role of personal commitment and engagement is also highlighted by a teacher:

*So the personal commitment of the individual, I would say [it should be] changed, maybe put even more emphasis on it. We have the opportunity here at school [...] to suggest them in concrete: 'Do that. Try to go into sports associations.' Everything is said, but that's all. (Teacher, Edu1, DE\_GP1)*

Comparing the two cases GP1 and GP3 in Germany, it is notable that in the GP3 Youth Forum case, which has been created by the provider with an explicit aim to provide a field of action for learning through AC, this is mirrored in the answers. In this case and in terms of promoting Active Citizenship, the perspectives of the Youth Forum coordinator, the provider and the participants do not differ too much. Therefore we might conclude that the programme elements seen as critical for creating an enabling environment for young people to experience positively their potential influence is 'working in reality through practical experience'. When interviewing some of the young people involved in the GP3 it becomes quite obvious that they do appreciate this opportunity and they can also reflect on the changes that they experience through their active participation.

*I came here and learnt that it is really fun to discuss and be critically. I wanted to be engaged and here I can implement a lot of projects. (Lea 6, M, DE\_GP1)*

In the same vein, the informants from a participatory AE school in Barcelona explain how their way of organisation empowers people as active participants of education and life in general. The school is organised through teamwork, in assemblies that promote active participation and horizontal relationships, classrooms based on collaborative methodologies and collective intelligence. As one member says,

*Here we learn to participate by participating. Nobody is going to teach us in a class how to participate, no. We learn it while doing it. (AE authority, Int3, ES)*

Another positive example of how to organise participation is also given for Barcelona at the city level. Political technicians working for the Integral Plan for the Roma People in the Catalan government (*Generalitat de Catalunya*) highlighted the participatory nature of the plan, especially in its most recent two editions, which were based on scientific evidence from diverse studies as well as by proposals from the Roma people. These were collected by various means according to a carefully designed methodology, including meetings with associations and community leaders, going to neighbourhood meetings and through an online platform, so everybody could give feedback and approval:

*We have gone to the [locations] in order to present (...) very concrete [actions], in accessible language for the communities and they have been able to make their contributions on that, to see if it was related to their daily life, right? Because sometimes there is a lot of distance between politics and people's lives, and we wanted to overcome this by going to the [locations] (...) and by [promoting] an open and long participation process through various means: oral, by raising hands, or any way that a person can*

*express their point of view on those policies. And try to reach women, men, different ages, non-literate Roma people as well as Roma university students, that reality in all its diversity was present. (Regional policy technician, Pol6, ES)*

First and foremost though, participation is important, so that learners can develop a strong 'sense of belonging' so that as in the UK\_GP2 case '16—18 VET programme' they consider the school their 'second family' and most of them feel motivated to organise meetings and activities, take decisions and discuss ideas to improve the school as well as the neighbourhood. Indeed, the school is strongly rooted in the history of a working class neighbourhood, including its various struggles, from claiming for the metro service and avoiding the demolition of a historical building, to information campaigns against racism or gender violence, as mentioned in the school information. He explained 'participation is not [about asking] "What do you think?" but it is [to say] **"let's decide it together."** This changes the perspective a lot, it's not about consulting but deciding between all.'

Findings from the Irish GP1 points to another difficult issue, that is brought to light in the context of ethnic minorities, but which could be relevant to other young people in a minority situation who may find it particularly difficult to become established:

*There's one particular group that I'm working with quite strongly, fabulous youth group, they're absolutely amazing, they're doing great stuff and they're engaging really well at a European level and they're great. But for them to climb the various steps that you would need to get to in order to establish themselves to a point where they're sustainable and to the point where they might be able to do the more meaningful work. They wouldn't be able to pick up on social issues at the moment, it would be very much... they come together because it's really valuable for them from a sort of a cultural point of view, but what if one of them was in trouble in any way, they don't have the resources or the training to be able to deal with that. (Pol2, IE\_GP1)*

In this context, particular problems reported are a lack of capacity building, training and support to overcome hurdles, for example in the area of organisational governance. Overall, a key message from practitioners and policy makers is that young people need **'both' opportunities and spaces** relating to their specific experiences as ethnic minority young people and access to mainstream participation spaces:

*... the young, minority ethnic young people aren't going to talk and integrate in groups about the stuff they're going through, you know not the stuff they're going through from their experience of being minority ethnic, they're not going to talk about stuff that's*

*happening at home, they're not going to talk about intergenerational issues. They'll tend to, if they're in an integrated group they're going to talk about being the same as everybody else in the group, when they're with other minority ethnic young people they'll talk about their shared experiences, you know. So our argument is that we need both.*  
(Youth services policy expert, Pol2, IE\_GP1)

In GP2 in the UK, understanding the multi-dimensional impact on learners of growing up in an area affected by social deprivation and poverty, and reflecting on how this affects their capacity to engage in APC, takes a central place in AE practitioners' approaches and attitudes. This becomes clear from the statements of both learners and practitioners, with young people appreciating that their strengths are recognised and that they do not feel judged, but 'pushed' in a way that motivates them. The inclusion of socio-cultural activities which help connect young people with their city in new ways also contributes to broadening their horizon and giving them a wider perspective on resources they can access.

*... like there's never been a time when someone said 'you're this, you're that', everyone always supports each other, everyone's mates with each other, everyone's just always got everyone's back* (Lea1, F, UK\_GP2)

The findings from GP2 in Hungary—which focuses on supporting students from the Roma community to access higher education—exemplifies a strong participatory element, considering that it actually operates in a hostile political and social environment. The managers of the Roma colleges, though, are convinced that the basic principle of integration is strengthening of Roma identity and to work for the Roma community, expecting students to contribute to reflect on personal identity, solve social problems or consider issues of worldwide relevance. Therefore they attempt to interpret the Roma issue in the wider context of social processes, and to undertake solidarity with organisations or movements that are fighting or which are at odds with exclusion, discrimination and intolerance.

*One of our summer camps was organised with a title of anti-racism, during which we tried to encourage them to have an active citizenship. There was also some action organized with posters. (...) We do not have such a project element, but there is a compulsory volunteer activity where students can get good experiences in non-governmental organisations, teachers and disadvantaged organisations. We have also organised a movie club on this topic. We are now trying to bring it to the public, to work with the concept of empowerment, to be able to act as a community and to make their community.*

*We see that one and a half or two years have been needed to recognize this, to organise programs themselves, but the process is well visible. (Educator, HU\_Gp2)*

Amongst adult educators in the GP4 in Greece, there is consensus that APC is not a taught or teachable competence; it is a process of learning how to value oneself and add this value to your community. The programme does exactly that by providing the young women with enough skills to understand what they can do and how they can reach their goals instead of ‘implanting’ false dreams and goals into their minds, which they cannot achieve. In GP1 in the same country, solidarity is a key concept in the curriculum, signifying an individual’s social responsibility towards other people and towards society in general. Thus, responsibility is not only something which individuals have for themselves but also towards others, i.e., the broader societal community.

### **3.3.3 Summary of findings—routes to success**

There are numerous routes and elements in all 40 GPs researched which support the promotion and cultivation of APC attitudes, skills and values. While individual elements relate to specific target groups, contexts, histories, types of provision, funding provision and other individual factors of the programmes, the following key commonalities can be identified across the range of cases:

#### **1. A holistic and integrated social support and pedagogical approach, centred on the learner:**

The programmes tackle social and vulnerability issues through a diverse range of supportive services and educational aims through a practical approach. They refuse using vulnerability as a label and instead consider and respond to the unique needs and interest of each participant. They recognise and tackle very diverse challenges arising from young people’s experiences of barriers which contribute to their vulnerability.

#### **2. Offering an environment conducive to practical learning:**

Most programmes offer opportunities which are very practical and expose young people to ‘real’ working environments, but with attention to the needs resulting from their specific experiences of vulnerability. In all cases practical work is combined with building basic skills and competences such as learning to work in a team, being punctual, respecting a schedule, etc. By following this principle, programmes create more than a strictly

educational setting; rather, they create an environment where the interaction between learners and the programme staff is a continuous source of competence development. In some programmes young people are involved in organising community events, moderating discussions or producing tangible outcomes which contribute to their self-esteem, sense of achievement, social and soft skills.

### ***3. A well trained, multidisciplinary education and support team or access to supportive services:***

The teams in each GP case cover different areas of intervention and support. Providing technical training as well as counselling or other guidance services (such as those of a case manager), which serve different and individual needs is either an integrated part of the programme or secured by well-functioning networks with other organisations and services. One of the strongest points across the cases is the ability to either rely on the capacity of an entire team to attend to needs (rather than only on AE instructors) or to develop a strong network of contacts in the local area which enables programmes to support young people beyond their own capacity. This also includes developing collaborations with and coordination among AE practitioners.

### ***4. Building mutual trust and respect between the learner and the educator***

Developing individualised approaches is critical in order to form meaningful relationships with young people based on trust and reassurance that the programme can help learners move forward. This support enables young people to start developing self-confidence and self-belief which are critical for their capacity to take on positive and active roles in society.

### ***5. Contextualising APC competences in ways that are relevant to learners' personal backgrounds and/or professional aims***

Contextualising learning so that it is relevant is not only critical for stimulating the motivation in light of multifaceted difficulties of young people but it also contributes to the gradual development of APC awareness and understanding. One example of this is well demonstrated in the Irish case which supports political empowerment in the context of racism and discrimination by enabling young people to be able to share their experiences, but it is also mentioned in many of the cases as an important factor contributing to success.

## **6. Offering opportunities to practice active citizenship in all its dimensions and related to young people's experiences and life situations**

The more opportunities there are for practical experience the easier it is for young people to develop knowledge attitudes and skills to experience agency and be able to contribute to change based on a human rights perspective. This is deemed especially important for refugees and migrants because integration programmes are often focuses mainly focused on a fast track aim for economic employment. Many of the cases in the EduMAP research highlight good ideas and approaches for practice especially related to being engaged in communities through social and cultural activities.

## **7. Learning in diverse and multicultural groups in a safe environment**

A multicultural group setting contributes to fostering intercultural competences, social responsibility and understanding that we ALL belong to one global family, where the safeguarding of the common good, based on democratic, social and solidarity values are at the centre of learning, and diversity and inclusion contribute to tolerance and opportunities for personal growth.

## **8. Well qualified adult educators and practitioners**

Educators need to be well qualified in participatory practices to support young people in their process of empowerment and dealing with discrimination and racism.

In order to be able to contribute to various APC competencies of learners AE practitioners and professionals need to have a strong orientation for practice-based course provision. Across the EduMAP cases practically all educators have a professional foundation in training, education or social psychology. A huge challenge has arisen from the fairly new group of refugees, as their educational needs can sometimes only be covered by additional engagement of volunteers who have not been professionally prepared. This is a new challenge for all type of AE programmes providing programmes to refugees and stated both by the educators and the learners. On the other hand, since the flow of refugees in great numbers is a new and unexpected phenomenon, finding educators having previous experience with refugees has been difficult. In some cases informal type further education and training is offered.

### 3.4 Challenges in implementation

This chapter describes challenges encountered in the provision of adult education programmes, at three levels:

- Challenges associated with the mediating role of AE
- Challenges associated with special contexts such as those addressing refugees and asylum seekers and in prison education; and
- Cross-cutting challenges related to multiculturalism and gender

As a result of work package 2.1 a conceptual review has already been undertaken by the EduMAP consortium elaborating extensively on discourses, definitions of adult education and lifelong learning and concepts of active citizenship including a review of European Legislation.

It was concluded that both formal and non-formal programmes in AE as well as informal learning have been increasingly acknowledged as contributing to “overcome social exclusions and facilitate the engagement of young adults”<sup>10</sup>. Based on findings from Saar et al: 2013 (see list of references in WP 2) basic skills and remedy programmes, second-chance education, retraining, vocational programmes, non-formal and informal learning and selected higher education programmes were identified. These five types of programmes were therefore used in EduMAP for roughly categorising the different good practice cases, acknowledging at the same time that some programmes can cover different aspects of various categories.

In the following chapter—analysed through the lens of the specific challenges all programmes face—and focussing on the cross-cutting findings from the field research, what emerges very clearly as a main issue is that to be successful in the task of fostering vulnerable young people’s engagement as active citizens the **main role** of a provider and the delivered programme is that of a **mediator on different levels**.

Findings demonstrate how adult education providers can be caught up in the challenge of having to mediate between different roles and expectations: those generated by policy requirements and/or societal developments (e.g. digitalisation, globalisation, climate change, growing social divide and social injustice etc.) on the one hand and needs of individuals on the other, and also related to the responsibility to

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10 Kersh, N, Toiviainen, H: 2017 p 8: Broad Research on Adult education in the EU, Deliverable 2.1, June 2017

reflect on their own visions and mission and the further development in ever changing contextual conditions for their work. Designing programmes on the intersection between different sectors such as youth-, employment-, social-, citizenship- and vocational-, amongst others, demands mediating competences of providers and adult educators and practitioners. Mastering this challenge well is a precondition for adult education programmes to successfully enable, foster and promote the development of diverse competences that young people need for fully exercising a right to active participatory citizenship.

Thus, the first section of this chapter identifies three main challenges related to the mediating role of AE:

1. Striking a balance between national curriculum frameworks and contextual implementation
2. Dealing with conflicting interests of 'learning for life' and 'learning for work'
3. Engaging employers and confronting prejudices

Two further sections focus respectively on challenges specific to prison education and those related to AE for asylum seekers refugees and migrants; and on challenges that apply in multiple contexts, related to learning in multicultural societies and gender equality.

### ***3.4.1 Challenges related to a mediating role of AE***

#### ***Challenge No. 1: Striking a balance between national curriculum frameworks and contextual implementation***

One emerging theme from the field is that especially providers who receive funding for implementing programmes set up on a national level and driven by other policies than adult education such as integration, employment, youth or social policies all face major challenges with regard to their sectorial 'identity' which stems from being in a mediating position between national policies and laws and designing and implementing a programme that should meet the needs of individuals and the requirements of a local context. This is exemplified in reflections from the Finnish VET context.

### Text box 3.7. Curriculum as mediating formula

#### Example: FI\_GP1 VALMA Entry to vocational training and education

Adult education organisers (both VET and basic education) have a statutory responsibility to follow the national curriculum as framework for local curriculum that is adjusted to local needs. The national adult basic education, VALMA and VET curricula outline the importance of local collaboration in implementation.

National and local curricula interact with the practitioners who utilise them and who refer to them as sources of information. An organisation providing adult education is expected to **follow the national policies but to also adjust to the local conditions**, such as the number of learners and their learning needs and develop activities based on the self-evaluations of the organisations (Curriculum for Adult Basic Education 2017). However, the guiding regulations do not explain how this should be done, which information sources should be used or which stakeholders are considered necessary, leaving space for interpretation and local implementation. It seems that many issues that are taken for granted at policy level (use of statistics or openly available documents) are quite distant for grassroots level actors. The different municipalities who are the main organisers of the education programmes have different resources for adult education and a lot of freedom to decide on how to spend the allocated funding due to municipal autonomy regulations. (Source: R.Q.3 report)

Whereas the interlinkage between policies and programmes will be analysed more in depth in the policy part (PART IV) this chapter highlights some of the cross-cutting findings resulting from the identified challenges and their direct impacts on practical programme implementation for providers.

#### **Challenge No. 2: Dealing with conflicting interests of 'learning for life' and 'learning for work'**

Seen from the perspective of the provider, adult education and the specific values connected to its delivery are embedded in historical and cultural roots. In many of the EduMAP cases, values are transported in the vision and mission of a provider or resonate in attitudes of the professional staff. For example the Nordic AE tradition dating from nineteenth century and the universal compulsory school are founded on humanistic philosophies trusting in each person's potential for growth and development. In Finland teachers and guidance personnel share the positive attitude and think highly of education as a key to equip individuals with skills and attitudes that they will need as active participatory citizens. In Sweden, Finland and Denmark the extensive public

acceptance of AE's value for personal and societal development is still a guarantee for a continuum of publicly funded provision of AE.

While the Nordic countries still invest considerably in creating favourable social, political and financial conditions for adult education provision, in other European countries—including the UK and Ireland—massive cuts in funding for education programmes have already created a high level of challenges for adult education providers. A general macro-trend can be detected in **all** European countries though, that labour market policies have taken a toll on another potential focus which is one of '*learning for life*'. Instead, learning skills that help young people to get a job has become the top priority, also for most funding programmes. This is not to be criticised as such, but it also means that adult education is **not** in the **driver's seat**, despite the fact that the rhetoric about its importance to promote active citizenship in diverse European documents is more pervasive. The relationship between labour policies and adult education is crucial for the survival of programmes and courses to be able to fulfil their mediating role between catering to the real needs of young people for earning a living and their broader needs for being supported in their role as active citizens. What is emerging though from the VET-related cases in the EduMAP research is a tendency of labour policies and immigration policies to set up a system of tying benefits to obligatory participation in courses under exclusion of the aims for supporting learners in their active citizenship role.

The accounts from three cases (Sweden, Italy, Spain\_GP3) researched in the EduMAP context and targeting different groups highlight different effects of an exclusively labour market oriented focus for adult education programmes.

### **Text box 3.8. Mediating between demands of labour policies and learner centred education**

#### **Example 1: SE Work oriented integration training**

The AE provider was not happy with the strong emphasis on socio-economic competences in the integration courses. According to folk high school ideology there is so much more to being a full citizen and being able to take responsibility (Educator, Edu5, SE). The job centre (as the client) expected the schools to focus on **labour market competences** and they felt this expectation conflicted with their views. However, they also acknowledged that for many of their students the primary goal was to get a job, which they had to accept as a genuine aspiration [*Reflektionsseminarium*].

The job centre also had control over access and the recruiting process which also conflicted with the education provider's traditional way of conducting teaching to meet the students' needs. The educators wanted to get more control over the recruiting process and worked hard to achieve consensus with the job centre on this issue. They had disappointing experiences of the job centre sending students to class who were either too highly educated and not interested in working in the forest or students who had no schooling at all (Educator, Edu2, SE\_GP1). Both the educators and the employer wanted to have influence on the recruiting since it was found out later on that job centre's interest was to recruit those students who were still far away from the job market (Educator, Edu6, SE).

Some of the refugees had experienced that they were "sent" to the course by their case worker without really knowing what they should expect from the course. Some expressed that they did not learn much (apart from developing language skills) especially related to job market competences. This was in connection to the disappointment of not gaining employment after the course:

*I can't say that I have reached my goal. When I will get a job I have reached it. (Lea9, SE)*

#### **Example 2: Italy VET for young unemployed**

With a Labour Policy reform in Italy in 2016 came a new service system based on building customised courses aimed at acquiring the necessary skills for effective placement and relocation of the unemployed in the job market. The recipients of income support benefits are obliged to participate in personalised vocational training and community services. In case of a breach of duty they are subject to penalties ranging from curtailment, suspension or exclusion from benefits. Italy has endorsed a *dual strategy of adult learning* (): On the one hand, for the groups in situations of vulnerability, achieving adult learning objectives is postponed until the economy grows, and the negative effects that ensue are mitigated by the state with the strengthening of social policies. On the other hand—developing and increasing the skills of high skilled workers—the individuals and companies autonomously provide for investment in training and are supported by the state both through opportunities for tax deduction of expenses, and through public interventions to support research and innovation.

APC however is absent from these priorities. For funding Italy relies heavily on ESF funding, but has identified a lack of focus on social inclusion, gender equality and young people in situations of risk in the ESF 2007—2013 programme.

To conform with the policies the VET training provider has developed a course to be delivered in only 24 hours consisting of 3 Modules: M 1—Techniques and tools for job search—Rules for access to employment and employment services—Analysis and market strategies; M 2—How to formulate a curriculum vitae and an effective letter of introduction—Personal branding—How to deal with a selection interview; M 3—Rights and duties of the workers administered. The course uses some innovative learning techniques (Smart Agent; Digital Training pills) and also uses critical thinking methods (Training Gym) to foster soft skills that are useful in work situations. This demonstrates that it is up to providers to find the spaces for them to act out their mediating positions.

**Example 3: Spain GP\_3 ‘Computer repair and maintenance VE’**

An AE authority in Spain addresses the fact that funding has become scarce, discontinued, highly competitive and based on quantitative evaluation standards that might collide with some organisations’ vision. This situation is especially highlighted by an educational authority from a private foundation who denounces that there is “an obsession with labour integration” that put both training institutions and young people under a lot of pressure in order to reach the quantitative performance expected by funders: the maximum results in the shortest time.

*I think that is perverse because the [labour] insertion of one day or one month counts too much (...) We cannot pretend that with the current difficulties present in the labour market the more fragile ones can easily get a job at sixteen years old (...) [when] people who have university studies after five and six years of training, may have difficulties too (AE authority, Int3, ES)*

A policy expert interviewed in the French case of Second Chance schools (E2C) reflects on another aspect of the effect which the strong focus on labour market requirements has and on the question of its sustainability around the issue of young people in situations of risk (Pol4, FR):

*Q: What is your evaluation of the second chance schools as a model?*

*A: For me the key is: Don't send them too fast to the labour market. Most of the time they lose the job. [Gives the example of young person in conflict with the employer]. Keep them as long as you think it is necessary. Fast integration alone is not success, if it is fast it must also be sustainable. Checking whether people after 6 months are still in the job, that is not a valid indicator. Even studies that follow people for 6 years they found that after that time only 25% were still in a job.*

*It is ok to say work, work, work—but it is not only that. Second chance is too much biased towards finding a job.*

Young people in situations of risk want to work and achieve autonomy. The challenge and difficulties for providers of finding employers willing to give these young people a chance in work embedded placements, internships, apprenticeships or giving them a long term work contract, trusting their abilities for personal growth are mentioned in all cases of the EduMAP project.

Listening to young learners' voices (PART II), it is obvious that from their perspectives participation in adult education is also seen rather as *instrumental for finding work* than being an aim in itself or an aim for becoming an active citizen. For example, many of the EduMAP good practice cases show that the majority of young people interviewed claim *that finding work makes them feel secure* and is the *most important priority* for them. Some respondents in Portugal for example stress the fact that knowing how to develop your CV is the most important element in taking your chances with employers. It is not about "the paper" they receive but about the skills that the paper reflects, and this is something they do not learn during the course of the programme. Findings from the Swedish case manifest the challenge for the provider to also accept participants' views and perspectives. For many refugees, getting a job had been the main driver of participating in this particular course. However, only three of the interviewees had a contract after finishing the course and although students appreciated growing language skills and contact to peers, not being able to secure a working contract was seen as a failure. Other students, however, mentioned the economic gain from the internship as a step towards the self-supportive life that is one of the criteria of societal integration in Sweden (the salary was double compared to the allowance they received during the course days).

Considering this need for participating in the world of work, the challenge related to *finding adequate (in numbers and matching) employers* to offer either work placements, internships, apprenticeships, work related experiences or even a training opportunity in a vocational profession is a serious one. Providers are very conscious about the challenges related to engaging the job and employment sector to collaborate for the benefit of the young people they have in their educational programmes. The cases are very diverse and showcase different solutions, ranging from specialised staff employed for building personal relationships between the provider and employers' network such

as in the French GP (second chance school) to making employment an integral part as in Spain GP1.

The difficulties in engaging employers are significant, considering that many vulnerable young people engaged in AE cannot easily cultivate employer relationships on their own. Regarding the effects of not having **social networks**<sup>11</sup> a youth worker in GP1 in Ireland describes the particular barriers facing ethnic minority young people in a context where *knowing someone*, or social capital, is often what opens doors to opportunities and resources:

*...even for me as an Irish person, for example I was trying to link a guy into a basketball club very recently. And I rang about 8 basketball clubs and none of them would...most of them didn't reply to me because it's mid-season and all this sort of stuff and they've all these rules and regulations. And my point is, you just need that person for...whether it's a job or a sports club or whatever it is, you just need that person who is willing to kind of take people on in whatever realm, you know. And that's what I mean I suppose by 'word of mouth', you know. Initially trying to build a relationship with a club or whatever it is and then, the young person then, when they go into that job or club someone then can recommend them on, you know they can say 'well Mohammed worked in the shop here for 6 months and he was a very good worker', you know. Because people are reluctant to use complete strangers. (Youth worker, Edu5, M, IE\_GP1)*

This is echoed by the project worker for IE\_GP1, who as a practitioner with a migrant background often finds herself in a position where ethnic minority young people seek her support and perspectives (see below):

*... we have zero social capital in this country and everything works with social capital in Ireland, so when you don't know people it's extremely difficult. So we're trying to build a social capital for them... (Project worker, Edu3, F, IE\_GP1)*

In a wider sense, young people participating in IE\_GP1 also highlight the need for wider-scale changes in the educational system (including at compulsory levels) to adapt to the challenges young people face in the present and the future, in the context of what one educator (Project worker, Edu3, F, IE\_GP1) links with Noreena Hertz' concept of 'Generation K'<sup>12</sup>. One young woman considers there is a resistance within the system to

11 These themes are further elaborated in EduMAP WP4 report on Communicative ecologies in adult education.

12 Based on a study of British and American Teenagers, the concept of Generation K relates to young people now in their teens and early twenties being particularly concerned and anxious about the impacts

allow bottom-up change through engaging with critical questions of young people. She emphasises the need for the education system to correspond with the demands young people face in the outside world:

*...we need an education system where young people are very active in it and critically thinking through the curriculum and what they're doing. And that's why we also have a lot of youth unemployment, because we don't get practical stuff, you know, the education system needs to change, we need to move. What the work sector is demanding from us is not what we're getting. You feed us the theory, we don't want just the theory, I want to go outside and know this is what, you know. (Lea1, F, IE\_GP1)*

Although every case example has specific challenges linked with their specific target group, it is obvious that the difficulties of engaging employers are most pronounced in the case of young people with a criminal record (FI\_GP2)

### **Text box 3.9. Engaging employers**

#### **Example: FI\_GP3 VET in prisons**

The situation is considerably better in open prisons, but not without challenges. In order to prove one's competences, prisoners must learn by working at real working sites or at simulated sites that correspond to real world examples. Without a national strategy and institutionalised models, it can be very hard to engage employers to offer chances of work-based learning to prisoners. Too much depends on educational providers and individual staff members.

This also emphasises the importance of internships and practical training in vocational education from the inclusion perspective. From some educators' comments it became clear that finding placements for the students and collaborating with employers in general is often challenging. Vulnerability is not an asset of marketing the students to employers, therefore local alliances and contracted measures are needed. For instance, in the prison VET case educators called for public actors' interest to secure the internships for prisoners. The municipalities could do this by placing conditions on contracts when they outsource jobs to external service providers that were previously conducted by municipalities themselves.

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of global economic crisis, increased existential threats through terrorism as well as rapid technological development.

### **Challenge No.3: Unconscious discrimination by employers**

In some of the researched cases, an emerging theme related to AE challenges that affect young people's chances of finding employment concerns the sometimes deep-rooted prejudices about their abilities to contribute to the work force. In the Irish GP1 case interviews conducted by young people with professionals from a range of sectors, including HR officers, revealed an awareness among (some) employers that there may be '*unconscious discrimination*' (Lea1, F, IE\_GP1). A key way of addressing the issues they have experienced is not *shying away* from naming *ugly truths* (Lea2, M) as part of the communications of the project (mainly a video resource). As part of their role in uncovering discrimination the young people are also acutely aware that they may contribute to improving conditions for the next generation of young people, to whom they feel a sense of responsibility:

*...my goal from the film isn't like 'oh if you're not going to hire us you're a racist' it's more 'don't...' they shouldn't be starting here, and you shouldn't be starting back here, it should be even playing field for everybody* (Lea2, M, IE\_GP1)

The case proves that if taken up consciously in the framework or guidance relating to the programme and reflected on, enabling young people to give voice to their experiences can build their motivation to also become more active and engaged in their role as citizens.

In this context, the project both relates to APC barriers and constitutes an example of practice of the political-legal dimension. The young people in this example demonstrate specific barriers based on their lived experience as ethnic minority young people, such as a 'foreign sounding name' impacting negatively on responses to applications, or being overlooked in a waiting room before an interview because the interviewer did not expect them to have a different skin colour. The young people identify a *key gap between what anti-discrimination laws* in Ireland should cover and the *reality* where hiring practices all too often remain opaque or hidden:

*If they don't want to hire you they have their ways, even though there are like in Irish law there is like the nine protecting grounds, one of which is race [...] but the only way realistically you could sue somebody because of like race discrimination that way is if you got their [interview] notes and it said—I'm sorry to say this—but I didn't hire her because she's black' and no-one will write that, that's never going to happen. So there really needs to be like sort of a better way, some way to improve the system, because the*

*system is not working. [...] like there are laws there but they're just not working.* (Lea2, M, IE\_GP1)

### **3.4.2 Balancing learner centred education with other requirements**

The Learner Centred Education (LCE) approach is reported by all adult education GP cases in EduMAP as one of the main drivers of success. Nevertheless, or moreover *because of this*, a couple of common challenges arise for programme delivery stemming from systemic conditions of how formal education structures are set up. Across the EduMAP cases, the following main challenges for programmes emerge from the field findings:

- 1 Barriers created through requirements for standardisation in relation to the formal education system
- 2 Securing sufficient human and financial resources for LCE
- 3 Creating a friendly learning environment and providing flexible programmes

#### **1 Barriers created through requirements for standardisation in relation to the formal education system**

A good example of how barriers are created by standardisation requirements is constituted by the Irish GP1 case. One of the interviewed policy makers mentions the specific ways in which the post-compulsory formal education funding system can pose a barrier by starting courses at a certain level and barring easy access to courses of the same level at a later point. In the context of learners who have limited English skills, for example, this means that:

*...one does no-one any favours by taking them on a journey that they're simply not ready for linguistically, simply with regard to their comprehension. And that's neither about who, what or where they come from, that's got nothing to do with that. The same would apply to a literacy student for example.* (Policy officer, Pol1, F, IE\_GP1)

In the same line—but expressed more from the perspective of a learner centred approach—the potential conflict created by state requirements as opposed to learners' educational needs is pointed out by a senior manager in the UK\_GP2 case. It is another testimonial of the dilemma for providers to somehow find a solution that offers sufficient support to young people and prevent drop-outs while operating in a system regulated by central government rules.

### Text box 3.10. Mediating between Government requirements and individual learners' needs

#### Example: UK\_GP2 16-19 VET programme

The college attracts many learners who have had difficulties in mainstream education, including some with behavioural problems. In this context, there are efforts to keep the vocational pathways on offer relevant to the college's learners. This includes considerations to offer some more 'hands-on' subjects such as construction-related trades or floristry in the future, which would support learners who struggle with academic subjects to still pursue a vocational path. However, in this context the college is also restricted by central government requirements that learners aged 16 to 19 study key English and Maths qualifications. For some who have struggled with these subjects in school, having to continue with them can be a challenge. This is echoed by an advice service manager for young people in the local area who are at risk of disengaging from education and training (Edu1, F, UK\_GP2), who describes that the requirement to study these subjects (especially as often the case, as re-takes of low-grade GCSE exams) can put some young people off engaging in training altogether:

*...it takes away the focus if you're trying to study something else as well. I mean I know they're important, but for some young people it really puts them off. It's about looking at that young person as an individual. And eventually they might get to their GCSEs, but they might not be ready yet (Advice service manager, Edu1, F, UK\_GP2)*

This issue is described as one example of a further education landscape characterised by overly restrictive and prescriptive rules and regulations from central government, which AE practitioners and providers more generally encounter on a regular basis in their work. Another issue for the college is the wish for more flexibility in the way assessments are conducted, allowing a more individualised approach '*when the person is ready*' (Edu4, M) rather than methods which are chosen above all for their capacity to be standardised.

The Spanish GP3 case addresses additionally the lack of flexibility and freedom to adapt programmes to changing situations. This is aggravated by a problematic macro-political situation between the Spanish and Catalan governments.

### Text box 3.11. Mediating between Spanish and Catalan government requirements

A GP3 educator was very critical with the succession of recent education reforms (PFI) from the Spanish government that, according to him, has tended to oversimplify standard education levels and “tame” kids, unnecessarily increasing the number of hours dedicated to Maths in the detriment of other lessons. He thinks PFI has been a strategy of the Catalan government to counteract the negative effects of the LOMCE (*Ley Orgánica para la Mejora de la Calidad Educativa*), a very unpopular education law known as “Ley Wert” in reference to the Ministry of Education who promoted it, José Ignacio Wert. The educator’s opinion needs to be understood in a context of increasing political tension between the Catalan and Spanish governments, in which one of the most disputed issues has been Catalonia’s autonomic right to decide on its own educative strategy and the discretionary interventions made by the Spanish government now and in the past. Fieldwork also identified some AE practitioners’ discontent with what they felt was an excess of regulations and lack of flexibility to adapt AE programme requirements to a diverse population with changing needs:

*...I understand that the [Education] Department has to regulate in order to grant quality education; its role is to look after educative standards. But what we and many adult educators have asked is to have a bit of flexibility in our curricula because we are too constrained by compulsory schedules and lack free hours to dedicate to those needs we have detected, for example, how to use a mobile phone. But we can’t do it. If only we had, let’s say, 10% of a professor’s annual time available, each school could decide which project to focus on and we could adapt to our students’ changing reality and needs (...) but the current curricula does not allow time for this (...) It would be great that they allow us some oxygen to work. We ask this to work better, not less, to work according to what people ask from us and need. (AE school authority, Int2, ES)*

## 2. Securing sufficient human and financial resources for learner centred education

In the Danish and Cypriot practices (to mention only 2 of the EduMAP cases highlighting the issue), any type of job placement or internship creates a huge demand for additional human resources. In Denmark respondents talked of a *never-ending and time-consuming task* to keep contact with every single student (35 in the Danish case) and with the employers. Findings from Cyprus indicate that adult educators also have to draw limits and coordinate well with other sectors, especially when it comes to courses for asylum seekers who are additionally entangled in immigration laws regulating their employability.

## Text box 3.12. Cross-sectoral demands for adult educators

### Example 1: DK Young refugee integration programme

In the Danish case the young refugees' group was a new target group in the language centre, since the provider previously had more "adult" groups of people who come to Denmark for work or family reasons. However, the young refugees, according to educators, fell sort of between legislations as they still (although already 18, which is the normal Danish school leaving age) needed for example support for becoming autonomous and taking responsibility for their learning as well as learning about other aspects of living in Denmark. This affected teachers who were worrying about how to deal with the individual needs of each student. Even with the support from the municipality (responsible for housing, allowance and job placements) the teachers, who spend hours with students and not just meet them for one hour or shorter encounters, became more involved and receptive to their many needs. For many teachers it seemed challenging to draw a line and to protect their own resources and boundaries as professionals even if they had volunteers providing for some of the acute needs of the newcomers.

### Example 2: Cyprus Migrants Centre

In the Cyprus 'Migrants centre' case the legal requirements for asylum seekers to be contracted is complex and complicated. For example, during the first six months from the date of submission of the asylum application, asylum seekers are not entitled to work. After the 6-months period, the employment of the asylum seekers is allowed only in some sectors of economic activity and only for blue-collar jobs (fishery labourers, agriculture labourers, etc.). A company/employer willing to recruit an asylum seeker must be authorised to employ foreigners and a contract of employment must be stamped by the district labour office. Section 21B of the Cyprus Refugee Law provides that a person who is recognised as a refugee receives equal treatment as the citizens of the Republic as regards wage-earning employment<sup>13</sup>. In other words, refugees have the same rights as Cypriot citizens to employment, hence there are no restrictions to any particular sector and there is no need for the labour department to approve and stamp a contract of employment between an employer and a recognised refugee. Employers, however, do not treat them equally, and the refugees cannot complain as they do not know where to go for submitting a formal complaint. Few of them know enough Greek to go around.

Although the role of AE is to assist asylum seekers in understanding the laws and supporting them in employment-related issues, practitioners also suggest that their work is limited to what they do in the classroom. They cannot and they do not feel prepared (in the role of advisors) to engage with the young people in any other means but for education, and they indicate that other services exist to which their learners should be referred to.

13 This corresponds to directives at European level which requires countries signatory to the UN Convention on the Status of Refugees: Art 17.1 "The Contracting State shall accord to refugees lawfully staying in their territory the most favourable treatment accorded to nationals of a foreign country in the same circumstances, as regards the right to engage in wage earning employment."

What these cases demonstrate is that independent of the context, **learner centred education is highly dependent on human resources and engaged actors**. This also shows that the challenge of shouldering all support needs of young learners cannot be faced by adult-educators alone, on top of their teaching load, especially considering that it is not only important to find adequate support that matches the needs of individuals, but also to follow the process closely. Funding obviously plays a central role and where this is lacking adult educators find themselves exposed to new dilemmas.

In the Finnish GP1 case the effects of poor funding and a lack of resources are reflected as follows:

*...I have familiarised myself with a lot of plans from other educational providers as well [...] and how they always mention that we are flexible and individual and all. But I won't guarantee that if it's on paper that it actually always works. (Educator, Edu8, FI\_GP1)*

### **3. Creating a friendly learning environment and providing flexible programmes**

Creating a safe and supportive learning environment is also one of the most important and cross-cutting factors that have been identified for successfully engaging young people. Three major challenges are highlighted by educators across the diverse cases in Greece:

#### *Resistance to change*

Sometimes attitudes have to change before permanent learning can take place. To achieve this, courses might have to be designed so that young people can explore and discover the benefits of the new strategies they are asked to learn:

*Most young [Roma women] attend my courses because they have a specific need or want to solve a specific problem. Often what they want is something that will make them more effective and providing the APC module works well so far. But I constantly need to make sure I tell my audience what's in it for them. I always need to tell them what they're going to learn and how it will help them. (Edu1, EL, GP4)*

#### *Fear of participation*

Many young people talk about their anxiety exposing a weakness or revealing a fault in a learning setting. However, they have a strong wish to overcome this fear. An environment based on building self-esteem through positive comments and empathy is used by many educators. Two concrete examples of how to create a friendly atmosphere are given from GP3:

*You have to begin working on this [anxiety] right away. Have relaxing music playing when they walk through the door. Grab their attention with an eye-catching graphic or a slide on a screen at the front of the room. Greet them warmly and make them feel welcome. (Edu3, EL\_GP3)*

*When they walk in the door, give them a card with a funny quip or an observation appropriate to your topic or a question they can respond to in an unusual way that brings out a personal experience as a trainer. (Edu2, M, EL\_GP3)*

### *Strongly established habits and tastes*

Young people in situations of risk also have habits, attitudes and behaviours that have helped them to survive. Therefore, introducing new learning concepts and expecting change too fast can create hostility and resistance rather than foster motivation. A positive learning environment which is sensitive to taking the time needed is stressed as important by educators:

*Keep it cool and make sure the winds of change are soft and gentle—that's when learning happens. (Edu4, F, EL\_GP3)*

In the GP1 case in Finland the issue of how to best combine the dynamic elements and flexibility with a calm and stable learning environment for all is also addressed. As one student explains:

*...then after four months it changes and there's new people, that was a bit difficult sometimes, when you have to change groups all the time. But normally there was no problem. (Lea4, FI\_GP1)*

Many of the practitioners shared the same concerns. Otherwise students do not seem to share their educators' worries and have very few negative or critical comments about the programme. On the contrary, the students are notably positive about their experiences in the case.

## **3.4.3 Specific challenges**

### **1. Catering to a diversity of needs**

Learners considered 'vulnerable' by programme providers and policy makers come with a whole range of needs. The diversity of needs is mirrored for example in different

programmes with a range of aims in Finland. Before four previous preparatory education programmes were combined into one in 2015, the programmes were set up to cater to individual needs of young people: one of the programmes aimed at preparing youth to strengthen skills and plans needed to *complete an upper secondary VET degree*; another provided *preparatory and rehabilitative education and guidance to the disabled* (special needs); a further was a training for *immigrants to prepare for upper secondary VET studies*; and the fourth about *home economics*. Combining them into one created a whole set of additional challenges for the provider, including not knowing the student mix until shortly before the start of the courses.

Practitioners have differing opinions whether the vocational education system reform in Finland which focuses on on-the-job-learning and providing an even more flexible process for students could potentially be problematic for those students who might rather benefit from a more structured schedule. Keeping the aim of fast transition in mind, there were also opinions in favour of making the education even more flexible and suggestions that all educational content could be optional (GP1). It was also pointed out with regard to providing flexible transitions, that the selection of available degree programmes needed to be broad enough. Guiding students to programmes in-house (within the same education institution) is considered much easier than trying to find suitable education from other providers, since creating networks and mapping suitable pathways is a demanding exercise (and the funding schemes create rivalries).

Another major challenge emerging from different good practice cases of EduMAP is related to the **length of a programme**. Most of the programmes are not full-time, but remedy-type for a certain period of time. The duration across the researched cases ranges from a couple of weeks to 3–4 years. From some of the interviews we can conclude that local policy makers and programme directors think that the time needed to achieve positive change can easily be underestimated:

*when we wrote this programme [...] we knew it would take a lot of time but I don't think we even realised how much time some of these learners need to get from A to B. (Local authority project manager, Pol2, F, UK\_GP4)*

In Finland as a rule, the programme should only last one academic year (students in special education excluded). After one year, students should be ready to continue to further education. Yet, for students who are in more vulnerable situations, the goal is not easily attained as one experienced educator mentioned:

*...we monitor these things quite closely in our own region and I must say that with some, the problems are so multiple that things won't be ready and one's life clear after one year of [the programme]. (Educator, Edu8, FI\_GP1)*

The same is valid for many immigrant students' development of language competences. Often one year is not enough to reach the level needed to succeed in upper secondary VET.

## **2. Gender Equality and gender roles**

Research findings across all 40 cases point to a sensitivity around 'gender issues' by AE and course providers, even though this issue does not always surface in a strong way in all cases.

How values on the 'role of a woman' constitutes a barrier to young women's opportunities has been partly explored in the chapter 2.1 in this report.

For AE programmes this constitutes a challenge. The cases which report the greatest difficulties are often the ones addressing learners from countries with still very conservative and ideologically (stemming from religious practices) strong values attached to the expected role of a woman. In some cases husbands, father or mothers in law for example do not give permission to young women in their families to attend AE programmes. In Turkey for example the programmes were adapted to make learning possible by opening the classes for single sex learners, appointing women teachers for the female learners, trying to connect trust-based relationship with the families in the field. One of the educator's accounts:

*It has been one of the most difficult challenges to try to convince the men in the house about the merits of such courses. (Edu4, F, TR\_GP3)*

And also trainings on gender issues are offered to men with limited success:

*One of the coordinators said while they invited 1000 men to one such recent training event, only 100 of them showed up, which was, 'while regrettably low, still something.'*  
(Pro1, M, TR\_GP3)

In many other cases across the project a barrier for access to AE courses is stated to be child care obligations of young female learners. In order to overcome this programmes either create child care possibilities (TR\_GP3) or schedule courses, when children are in school (ES GP1). Further difficulties are highlighted in the Spanish GP 1, including reflections that this would become even more difficult outside the programme:

*It is quite dramatic; some young women come with very young children. Maybe during the training they are able to cope with it. Then, when they start doing internships, things get tougher. And in case of being hired, then it is all too complicated. We make things easier to them while they are here with us, but then, when they enter the labour market... [we can't do anything for them] (Educator, Edu6, ES, GP1)*

In Finland and other Nordic countries where gender-equality is assumed to be an inherent part of the value system interviewees state that this makes it more difficult to make visible and tackle the gender-related problems. It seems that as long as the regulations and documentation both at national and institutional level are in order, the organisation management and staff consider that things are under control. The principle of treating people equally, “the same”, despite their background or gender is the typical attitude and way of conduct in Finnish education as reported by educators and educational authorities. Furthermore, considering the gender aspect is part of each law amendment process and therefore quasi an “automatic” procedure in public administration.

### **Text box 3.13. How home parenting can undermine equality principles**

#### **Example: Finnish context**

In Finland the social service system favours the choice of parents, typically of mothers, to care for small children at home by providing allowances for home parent. The allowance is available until the child turns three. However, the problem generated by this generous support for home parenting is when the social service case workers and integration training providers lack awareness of some of the migrant mothers' need for basic education and Finnish language. The problem has been acknowledged at policy level and politicians have initiated some discussion about the equality aspect of the lengthy allowance for home-parenting during the current government period. If a young mother has many children and stays at home three years after each child's birth, the mother can end up living inside her home for years on the allowance and losing contact to the local environment. This practice allows some ethnic groups to maintain practices and self-definitions that are against the society's equality principles and code of law thus undermining the importance of these values.

Another problem related to gender equality in (adult) education is educational and occupational segregation according to gender. Even if Finland is considered to be one of the most equal countries when it comes to educational opportunities, the labour market segregation is still considered a problem. In some cases the “traditional” gender

division in education may explain interrupted studies in certain fields that are distinctively gender specific (Government proposal 2017). Whilst equality issues are often thought to be related only to women's education, in Finland there has been a notable drop in boys'/young men's participation in upper secondary education in recent years. A policy maker suggested in an interview that a wider approach to study methods and concepts of knowledge, skills and competencies used in the programmes may increase the educational level of young men and contribute to more positive attitudes towards education, thus diminishing the risk of marginalisation. (Ministry adviser, Pol9, Finland; National education authority, Pol8, Finland.)

In the UK context with regards to **gender**, some AE practitioners suggest an **intersection** with other factors, such as **ethnicity** or **class**. This includes observations about gender-stereotypical views and behaviours by Edu4 in UK\_GP4 regarding interactions among young men and young women from both within and outside of local traveller communities, or research cited by the college principal in UK\_GP2 (Edu4, M) regarding educational disadvantages affecting young men from white working class backgrounds:

*...there was some research done, yeah there was some research that started but never really got off the ground looking at white working class underachievement, and the difference in [local college] which is just up the road, the difference between the white working class boys and the whole group was about a 30% difference in terms of attainment. It was big. (Edu4, M, UK\_GP2)*

Aside from educational achievement, other vulnerability factors are also described as sometimes having a gender dimension. For example, AE practitioners in UK\_GP2 consider young men in their programme and in the local area more widely at a particular risk of involvement in crime, while unplanned parenthood has been a risk affecting the life chances of young women more significantly – a key consideration when a nursery was set up on the same site as the college by the founders of the programme. Educators as well as one of the learners also indicate the persistence of stereotypes in terms of career choices, for example one of the young women describing struggles in being the only girl in a sports class at another college and in her attempts to find a local football team catering for girls of age group (despite the presence of a men's premier league football club in the area). Another potential source of gendered vulnerability are (as yet, not frequent) incidences of sexualised bullying on social media. In UK\_GP1, AE practitioners also make reference to the importance of young people having mentors as

role models to match their own gender. This point is also echoed by a project manager for a mentoring project for young refugees interviewed as part of Strand 1 research.

### 3. Virtual learning environments

Although in this chapter we are focussing on challenges cutting across several cases and contexts, in the EduMAP project one case in the Finnish context only GP3 was researched as an example of a fully virtual programme. Therefore, we can in no way draw general conclusions. The case demonstrates first of all that a virtual learning environment can be one solution for overcoming barriers to adult education. It allows flexible learning independent of time and place. For young people with severe social anxieties or mental or physical health issues it may offer an important option when they are unable to attend contact instruction (in a class room) and are thus at risk of becoming socially excluded. However, both educators and students themselves noted that independent study methods require **self-discipline and self-directedness**. The educators and the student counsellors in particular reported how much of their work contains following and checking on the students' progress and inquiring after them (Educators, Edu1 and Edu2, FI\_GP3). The required **learner autonomy** may be too challenging for some learners for whom the virtual mode might otherwise be suitable or even the only realistic study option. In a virtual environment with no face-to-face contact some students who have difficulties in progressing simply postpone finishing their studies or may easily opt to drop out. Overcoming this challenge requires developing **counselling** and other **supportive methods**, perhaps even different versions of the programme or platform, so that the students' individual educational needs can be met. The product owner and teachers had been discussing the **motivational elements** that could be added to the platform such as smileys, automatic spurring and other elements.

In other cases, the use of digital elements, blended approaches or complementary opportunities show that there is a huge **potential for methodological innovation** that is attractive to young adults. A blended-learning approach for developing all training activities is reported as positive from the GP in Portugal. Interviewees mention benefits such as **self-paced learning**, tests and quizzes, monitoring and feedback and consider the advantages of this approach to be important as affecting also the trainers and the learning process itself. The positive outcome is also confirmed in the Italian AE case, by a learner reflecting on the *Digital Training Pill technique* used in the courses:

*...all other methods and tricks look boring and out-dated. This is because we can have access to the pills not only in the classroom but anywhere we want, through our computers and smartphones, and because we can communicate the material among us.*  
(Lea5, M, IT)

#### **4. Prison education**

Educational provision tailored for people in prison brings manifold challenges as findings from the Finnish case show. Prisoners are **screened based on various risk assessment models and other criteria, which in some cases, overshadow the need for education**. Another factor that hinders prisoners' access to education are the prison location and regional availability of educational programmes. Finland is a vast country compared to its population and this is reflected in everyday activities in prisons that are situated furthest from larger cities and services. Therefore, inmates in different prisons have very different opportunities to take part in education. One of the most pressing issues in education in prisons is **how to ensure equal educational opportunities nationwide**.

VET offered in prisons is **competence-based**, but not all education can be easily brought into prisons. Organising accreditation through vocational demonstrations to assess competences of students is in many cases practically impossible in closed prisons. The situation is considerably better in open prisons, but not without challenges. In order to prove their competences, prisoners must learn by working at real working sites or at simulated sites that correspond to real world examples. Without a national strategy and institutionalised models, it can be very hard to engage employers to offer chances of work-based learning to prisoners. Too much depends on educational providers and individual staff members.

Very few VET programmes can offer full qualifications in closed prisons. The vast majority require at least open prison surroundings for their completion. Access to a variety of work places is necessary and this can be organised from an open prison. Therefore, to complete qualifications, or to be able to take part in education in the first place, a **prisoner needs to be first transferred into an open prison**. The CSA assessment centres and their staff, on the other hand, control the transfer process. The process can be lengthy and often meets a dead end.

At the time of the interviews, providing VET in prisons was still very unrewarding financially, from the providers' point of view. This was reflected in group sizes, possibilities to offer guidance and support to the students, but also in how interested educational

providers were to offer their services to prisons in the first place. However, the reform of the vocational sector brought many improvements to these issues, e.g. by raising the unit prices considerably for prison education and authorising fourteen providers to work in this area. Restricting the group of organisers is further expected to strengthen cooperation and exchange of good practices in the field.

Additionally, prisoners with migrant backgrounds were highlighted as a group that currently benefits very little from VET:

*And it's a shame, because many of them with migrant backgrounds, we always have them in every group, and they are quite enthusiastic to take part. But then there's of course the questions with language as well. For instance, all our vocational education [programmes] require Finnish skills. (Educator, Edu2, FI\_GP2)*

There is a stark contrast to the participation of youth with migrant backgrounds in VET outside prisons. When case workers argue for the priority of tackling violence and substance abuse among the Finnish born inmates, the reason for dismissing the educational needs of ethnic minority prisoners is often “language barriers”. Furthermore, ethnic minority people are referred to as “foreigners” and it seems that some attitude issues might be at stake, too.

The small number of female prisoners (approximately 200 out of a total daily number of 3000 prisoners) makes it difficult to motivate education providers to become interested in organising education on the same terms (=resources) for them as for larger groups. The same challenge is evident in the way that basic compulsory education is currently organised in prisons: inmates who have interrupted schooling because of learning difficulties or other problems are expected to be able to read independently and take exams without having guidance and teacher-led instruction. Virtual learning opportunities could be developed to cater for these needs.

### **5. Learning in multicultural societies**

When considering educational programmes designed for different groups of young people in situations of risk it is also important to consider the aspects of integration and segregation in nowadays **multicultural societies**. For example in Finland the inclusion of different students and integrated study groups are promoted at national level for the benefit of language learning for migrants and for students' mutual learning. The educators claim that integrated teaching requires more resources but in organisations that already practice integrated activities it can be seen as an advantage as well. A

practitioner from GP1 emphasises how mixed-group teaching and the inclusive ideal of the programme is considered very important,

*Yes, we have a very strong sentiment that we won't immediately separate according to language skills or for being immigrant. As soon as possible they are in the same groups.*

The same educator (Educator, Edu6, FI\_GP1) admits, however, that sometimes,

*if the gap is too big [...] we also experimented with separate groups [...] when the language level is low enough that we can't even get to any common theme*

In general what emerges from the findings is that refugees and asylum seekers are in a specific situation with regard to their previous levels and experiences with learning. The challenge around **diversity in terms of competences and learning** experiences is described in the cases from Denmark and Sweden.

### **Text box. 3.14. Diversity challenges**

#### **Example: Danish context—young refugee integration programme**

The efficient, but quite rigid way of implementing the Integration programme by dividing the student groups according to three skills level (levels 1,2,3) and students progressing from one level to the next according to test results does not meet many of the refugees' skills level. They may have attended school for eight or more years, which would correspond with level two, but then they lack knowledge of the Latin alphabet, which corresponds with level one. The providers need to balance this and they have come up either with "fast track" level one courses or "slow track" level two courses. In the Danish case the language school had a specific course for the young refugees between the levels one and two. They named it level 1.5 that was aimed at learning towards level two but in parallel acknowledging the need for mastering the Latin alphabet.

#### **Example: Swedish context—work oriented integration training**

Teachers found it challenging to have students with different language levels (B,C,D) in the same class. They had students whose writing skills were not very good and for whom it was difficult to pass the written test that was part of the chainsaw license for forestry work.

The students in the class had various educational backgrounds, language and skills levels. They did not complain about this but they were aware that it involved extra effort for teachers and students as well because they were expected to help each other in the class. The students whose mother tongue was Tigrinya did not have language support so they were in a different situation than those who had things explained in their first language. The teacher needed to pay more attention to their language learning and look for other methods, using apps etc. On another occasion one former mother tongue instructor was not translating correctly which hampered those students' learning (Lea1, SE\_GP1). Different language levels of the students were a problem for some. They felt that they missed a lot of time in practice while they are entitled to receive integration allowance, and they thought they could have spent that time learning the language instead.

In addition, the teachers struggled with the pedagogical challenge of **helping the newcomers adjust** to what they called “**modern, western type of education**”. They strived to get the students to take more responsibility for their learning, working in groups and helping each other, while the teacher would merely have a role of supervising and setting things going (Educator, Edu1, DK). The teachers' work had changed with introduction of the new, work-oriented legislation. They were now expected to teach language accordingly with the demands of the internship placements and work environments where the students spent two days a week. The teaching work needed to be adjusted to the “real-life” situations and needed vocabulary making it more flexible and, therefore, more difficult to make extensive plans.

One case which sheds light on how the wider policy context provides specific challenges and even possible pitfalls to fostering APC competences is DE\_GP1 focussing on youth integration courses in Germany. To be able to apply for German citizenship and acquire a legal resident status, refugees and migrants have to pass a compulsory test after finishing the ‘Orientation’ course. Educators report that the fact that the course and test are compulsory can actually work to prevent the mental absorption of course content by participants. Learners are stressed and anxious to pass the test, although the course content as such is rich in information on how the German political and social system is set up. The course was originally planned as a way of supporting refugees and migrants in their understanding of how to become active citizens. Similar experiences of how stress of having to reproduce immigration related knowledge content are reported from volunteers engaged with working with refugees in Denmark.

In the Irish GP1 case another barrier mentioned concerns the ability of young asylum seekers (and of other young migrants lacking the required immigration status) to access higher (third level) education. The barrier arises from restrictive rules on who is entitled to receive funding for higher education fees, which exclude young people without a more secure immigration status. This makes higher education very difficult to access *unless you get kind of a sponsor by a charity or a private sponsor, and that has been very, very frustrating for people* (Edu5, M, IE\_GP1). At the same time, at the time of research many young people in the asylum process were also not able to work if they **lacked the relevant permissions**. In this context, encouraging young people to engage in voluntary work is one way used by practitioners to bridge that gap.

At a broader level and affecting young people from ethnic minority backgrounds more generally, young people in the Irish GP1 case highlight the **cultural bias in psychometric assessments used in schools**, which may result in false results regarding ethnic minority young people's performance levels. Overall, meeting the needs of ethnic minority young people requires knowledge and skills enabling practitioners to relate to their specific situations—both legally and in terms of the unique and intersecting barriers they may face (for example as a woman, a member of an ethnic minority and a Muslima who wears the hijab). The different experiences also vary across generations. In the context of providing education related advice this can mean that

[for ethnic minority young people] *there's an automatic barrier because there's so many other pressures they're facing, and if you [an advisor] can't acknowledge each and every one of them then you can't really help the student.* (Lea3, F, IE\_GP1)

In the Hungarian case the specific problem of people with special needs is seen to be that they are often granted pension which excludes them for instance from public employment services. Rather than being encouraged to participate in learning provision in order to possibly enter the workforce their livelihood is secured by minimum income. This is seen to actually express a broader need for enhancing diversity in the society as opposed to excluding specific groups from being accepted and supported in their role as active citizens.

# Part IV

## 4 Adult education policies and conceptions related to young people in situations of risk

### Introduction

Relating the 40 Best Practice AE cases to current country AE policies indicate that and how immigration, digitalisation and changing demographics in European countries are significant influencers on education policy at different levels. In some countries this clearly couples with the push for all citizens, especially also young people, to become **economically active**, and as such able to contribute to society. Dual drivers of economic contribution and immigration combine to prompt ‘something-for-something’ policy responses whereby individuals in many countries receive penalties (usually cuts to welfare payments) for non-compliance with education attendance. Moreover, diversity, integration and multiculturalism are significant to debates around citizenship and difference, and constructions and interpretations of the rights and responsibilities of citizenship mean that approaches to integration take significantly different routes and different stances. For several of the countries involved in the project, the onus is on the newcomer to ensure that they fit in to the host society and that they positively contribute as quickly as possible, rather than obligations being placed on host citizens understand the newcomer experience. Thus the citizenship responsibilities of the newcomer take precedence over the responsibilities of the host population. Events have also prompted some countries to pin down what it means to a citizen of that country, including the values that citizens should hold. This is particularly the case in countries that have experienced acts of terrorism which have raised concerns about internal security and extremism.

This part of the research report in the first chapter looks at policy maker perceptions of vulnerability. In the second chapter findings are systematised according to field

research findings. The third chapter identifies some specific challenges for AE policies and presents some ideas for possible ways forward in the fourth chapter.

## 4.1 Conceptions of vulnerability

### 4.1.1 Covering the whole range of risks leading to social exclusion

The conceptions of vulnerability are complex and multifaceted and responses from policy makers in EduMAP cases are wide ranging. However, a key issue revealed by the interviews with policy makers was the **difficulty in outlining a definition of vulnerability that covers all vulnerable groups**, and all young people at risk. There exists the danger of providing a **limiting definition** that fails to protect and address all young people's needs. For example one of the Greek policy makers suggests that the concept serves a political agenda that addresses the need for social action for the benefit of those who are less represented in society. In discussing Transgender issues, one Greek policy maker argued that APC is largely undermined by the state itself. Policy decisions do not include all vulnerable groups and therefore targeting APC in adult education for some vulnerable groups will not provide any help to the learners unless policy making becomes more inclusive. In the Finnish context asylum seekers, prisoners, Roma and people with migrant background were mentioned as groups that need to be acknowledged in policy making to assure equal opportunities (National education authority, Pol3; Ministry adviser, Pol4, Finland).

For one Irish policy maker (Pol2, F, IE\_GP1), based in the youth work sector, the common term used is '*marginalised*', relating to a range of risks, such as drug use, crime or poverty. For her vulnerability may be linked to young people being at risk of discrimination based on their sexuality or transgender status, disability, or being part of a minority ethnic group. However, she also talks about **degrees of vulnerability** and considers some young people to be more vulnerable than others. The most vulnerable would include asylum seekers and refugees, distinguishing them from those who are '*more upwardly mobile or they've got social capital*' (Youth services policy expert, Pol1, F, IE\_GP1) whose needs and vulnerability levels might not be as great.

Mentioning challenges to the drive for inclusivity Pol1 also points out that barriers exist in terms of young people's ability to participate, linked to a **lack of spaces** where

their ethnic minority status is not viewed as an obstacle. For example, for participation in the political sphere, there is an underlying expectation for people to be

*... more Irish than the Irish themselves, you know of course you can. But people in their own right, behaving in the way that they want to behave from their sort of cultural background, perhaps not so easily.* (Youth services policy expert, Pol1, F, IE\_GP1)

One Dutch policy maker (Pol2, F, NL) providing some context in which the GP in the NL works describes how the programme has come up against criticism that not enough is being done to help local unemployed and local vulnerable populations. However she feels that the programme offered has answered those questions to some extent because they do not focus on a single group of young people. Indeed the term ‘vulnerable’ is interpreted very broadly by respondents and comments from policy makers reflect this **broad understanding**. One Co-founder (Pol1, M, NL) describes how students come from:

*... a myriad of vulnerable groups, mostly the refugee demographic, people in low income situations, and also in our case minorities that are unrepresented in the tech industry ... For example mothers who raise kids and before going back to the labour market they go to [the programme] to switch their path, then go back to labour market with a different career.*

For one Greek policy maker interviewed in GP5 ‘Social integration of migrants’ vulnerability also relates to the condition of those members of society that consider themselves strong and powerful but are **socially ignorant**;

*Social ignorance is probably the worst form of vulnerability. Lack of understanding of other people’s condition is also vulnerability. Absence of empathy and self-reflection is also a measure of vulnerability.* (Pol1, F, EL\_GP5)

#### **4.1.2 Vulnerability as state of social emergency**

There is an indication surfacing from responses that some policy makers consider vulnerability as a **temporary state** and, with the right support, is a condition that can be changed. Especially respondents from the Austrian GP highlight that to their experiences young people simply need more time to develop certain skills or become more conscious of their possibilities.

This perspective is expanded by one policy maker's perspective in Cyprus who considers that vulnerability has two aspects—**external** which describes the 'risks, shocks and stress to which an individual or a household is subject', and **internal** which is 'defencelessness, meaning a lack of means to cope'. This suggests that there is an **unseen side** to being vulnerable which is more difficult to address and may not be addressed at policy level. For many, vulnerability is associated with populations that demonstrate **highly visible vulnerability**. For example in Denmark, respondents were aware of the situation in the origin countries of the refugees who had fled from war zones and identified their vulnerability in a very concrete manner as risking their life by staying in their home countries. The war experiences, belonging to a persecuted minority or experiences of imprisonment and torture as political refugees may have caused trauma to many refugees (Volunteer, Pol4, DK). Indeed, respondents from Italy define vulnerability as being in a state of **social emergency** and/or disadvantage which is about not being able to make use of what the system offers to the citizens. They suggest that the term refers to those parts of the society (individuals but also organisations, social groups, cultural or ethnic groups, etc.) that are not provided 'a *safety net*' that will essentially protect them in case of social, natural, or war situations.

Closely tied to notions of inclusive citizenship are issues of equality and equal access to resources. Policy makers from Romania make the important point that education can sometime perpetuate conditions of vulnerability if, for example, discrimination against particular groups goes unchallenged, or there are no appropriate and adequately implement policies in place to raise the attainment of marginalised groups. One policy maker points out that although social inclusion legislation exists which aims to address social marginalisation and to support vulnerable groups, the policy is neither adapted to real needs, nor implemented effectively. The issue of policy implementation is particularly important. Some policies look good on paper, however in practice they either lack the mechanisms and methodologies, or the necessary financial means to be implemented.

### **4.1.3 Vulnerability as education and basic skills deficit**

By many respondents participation in education is regarded on the policy level as crucial for well-being of young people and their future. For a policy maker from an Irish national further training and education (FET) organisation, vulnerability links to **education deficit**, such as early school leavers, but also refugees and asylum seekers. She also

criticises that in this context, the landscape of who is responsible for different services and the range of professionals has particularly in the past been

*absolutely bewildering [...] and so muddled because there were too many people who were all looking after different bits, and nobody was looking after the whole. (Pol1, F, IE\_GP1)*

A UK policy maker emphasises that disadvantage often carries through to later areas of life. She considers vulnerable or disadvantaged young people to be those:

*...who face particular barriers to learning and employment that can often make it difficult for them to fully participate in the opportunities that other young people perhaps have much easier access to. (Policy influencer, F, UK\_Pol2)*

In the integration context in the northern countries, vulnerability is strongly linked to facilities that the newcomers need to become self-supportive as quickly as possible. Within Danish society for example developing language skills and **gaining education** that provides necessary competences for participation in various societal activities is seen as a crucial for overcoming the disadvantaged situation. The integration training framework is, however, based on an (wrong) assumption of learners having an academic background. According to the Danish Integration Act, all who become classified as “*ready for work*” are obliged to look for a job at least twice a week and accept whatever job offer comes up. Failure to follow the regulations concerning attending the classes and accepting job offers is sanctioned by cutting or “taking away” the allowances, which can lead to insurmountable economic difficulties which then means learners are not able to attend or continue studies to enhance their integration. On the other hand, the strict regulation connecting attendance with monthly allowance has reduced non-attendance and absenteeism (Local policy maker, Pol3, DK).

In the Finnish context, special attention is paid to migrants from countries that have an overall low educational level or where the right to education is unevenly spread among the population. For instance also women, who take care of their children at home are a vulnerable group according to one Finnish respondent (Ministry adviser, Pol2, Finland). Because of child care responsibilities they are unable to attend full-time studies but need to learn the language, in addition to which some are also lacking basic education. Other groups recognized as vulnerable are prisoners both during their imprisonment and after they are released from prison, particularly those who have not

finished compulsory schooling. In general, according to the respondent's views those who have been excluded from initial education at an early stage may be particularly vulnerable because they lack motivation and hope since they have lost their faith in the system. They don't have positive role models and examples of success in education in their immediate circles. This can create a vicious circle of diminishing future aspirations and growing distrust in other people and the system.

#### **4.1.4 Vulnerability as disempowerment**

In the UK barriers to participation mentioned are seen to exist based on practical, emotional, social and family disadvantages (which may be passed on through generations). Alongside care experienced young people, those in care are also likely to experience particular disadvantages, particularly because so far their position has not been recognised as fully in inclusion policies at national level as should have been the case.

*... they often have restrictions around you know the time they're able to spend outside the caring environment because they're needed by the people they care for, so they often miss out on a whole range of opportunities because of those limitations. I think there are probably issues around confidence ... They perhaps haven't always had fantastic experiences of school, they may have missed chunks of learning, they may have become quite isolated, so you know having the confidence I think to engage politically, socially, can often be quite a challenge. (Policy influencer, F, UK\_Pol2)*

A project manager in a charity supporting young refugees, many of whom have been in the care system, emphasises the lack of access to support services of these young people compared to other young adults in the UK. At the same time, young refugees are seen to be a particularly vulnerable group because most of them:

*... have fled their country of origin and have often left their families behind to come here as an unaccompanied child and have witnessed some of the most traumatic events and experiences that there can possibly be. And that produces a whole level of mental health issues and highly complex needs when they arrive in the UK. (Pol1, M. UK\_GP1)*

#### **4.1.5 Vulnerability as fault**

Neo-liberal conceptions of citizenship frame the individual as morally at fault and responsible for their vulnerability. In the Romanian context it seems that the political

elite endorse a neo-liberal discourse and poverty is rejected and discriminated against. Respondents criticise that in addition racism and discrimination are equally present in elite and state leadership structures. Although they are no longer explicit in public discourses, in reality they are still very much present and there are strong indications that discrimination is rather felt covertly against vulnerable groups such as the Roma, the disabled, the poor.

Experience of growing up in a stigmatised inner-city district of Dublin and facing discrimination, as well as growing up amongst travellers and witnessing their treatment is reflected by the co-founder of IE\_GP2. Racism was also an experience for him as a young football player in England, where a coach presented him with a toilet brush to clean up, using the derogatory ethnic slur name ‘Paddy’. In this context, focusing on the ability to *fight back*, and *there would be different ways of physically, mentally fighting back* was a significant experience. Relating this to the situation of young people experiencing racism in Ireland today, he says:

*I think it's the situation they find themselves in, their situation is vulnerable. And the whole idea that's why developing resilience. First of all you've got to work on self esteem, and then you have to work on confidence and it follows from that and then resilience is the result in terms of stage, stages ... [...] But essentially that's what it is. Like they come to me and say '[Pol1], listen, somebody tried to pull my hijab off on the bus', you know. I'd say 'you have to fight back, you don't have to put your head down.'* (Pol1, M, IE\_GP2)

## 4.2 Systematising adult education policy responses

Confirming results from the desk research on AE and APC in WP 2 of the EduMAP project there are **significant differences** between countries and their AE for APC policies, ranging from countries where there is a tradition of education with, for and through APC and it is a term understood and defined explicitly in policies on national, regional and local levels, to countries where APC is not a commonly used or understood term, and the concept does not feature in policies relevant for young people in situations of risk. To add to this already complex picture, some of the 20 countries actively involved in the EduMAP field research have an established and well-structured adult education system able to respond to educational demands of changing demographic, social, political and economic environments, while for others AE is emerging with core systems and approaches under development. In this specific chapter of Part IV dedicated to the

systematisation of the **role of policies** we look at AE systems as related to APC and their effects on the researched sector and target population of the project.

As cases are contextual and the countries involved in the field research vary hugely a complex interplay of endogenous and exogenous issues combine to produce unique sets of policy responses within each country. Having said that both findings from young people's perspectives in Part II together with elements of success from the programmes in Part III can be a basis to take forward ideas to ensure that Adult Education for fostering APC policies can and must be further developed to be inclusive and responsive to the needs of vulnerable young adults.

The Table 4.1 below is a suggestion for grouping countries in order to aid the analysis and systematisation of country findings from EduMAP field research. It mainly results from an emerging pattern from field research responses which are based on one hand on responses to semi-structured interviews and on the other on relevant policy and legislation documents. These suggested categories are based on a cross-cutting analysis of the reports on RQ 1.2 written by each consortium partner.

### **Terminology**

'*Decentralisation*' and '*centralisation*' are used as describing characteristics because all AE systems can be categorised as either one or the other, although implementation will vary at country level. That is, not all centralised AE systems behave in the same way but will be influenced by context, priorities and, for example, understandings of APC and vulnerabilities. The labels '*newly established*, '*re-establishing*, '*established*' are used because the AE systems of each country involved in the EduMAP field research can be plotted on levels of AE establishment. This is significant as the diverse levels will also have an impact on AE structures, definitions, management, organisation and resourcing. Additional descriptors include '*reacting*' which describes those countries that are reacting on the policy level to a variety of social, economic and political influences and challenges. '*Restricted*' refers to a set of challenges imposed on AE systems that are restricting AE development. These challenges may be internal or external, and social, economic or political in nature. The descriptor '*flexible*' refers to those countries where AE systems are established and flexible enough to amend and adapt to social, economic or political challenge and change. These adaptations are not neutral and will be viewed positively or negatively depending on ones' perspective. The table can also be helpful in highlighting the complexity of the situation.

**Table 4.1 Systematisation of AE policies related to APC and situations of Risk**

<b>AE System Category</b>	<b>Description</b>	<b>Country</b>
<b>establishing and centralised</b>	Recently developed AE systems which are organised and managed centrally	Cyprus, Malta
<b>established and centralised—reacting</b>	Countries in this category have a tradition of AE which is centralised and reacting to social, economic and political influences and challenges	France
<b>centralised—restricted</b>	Countries in this category have centralised and AE systems which face challenges in becoming established	Hungary
<b>re-establishing and decentralised</b>	Countries in this category have AE systems which are re-emerging having been significantly weakened due to political change	Estonia, Italy, Latvia Portugal, Romania,
<b>established and decentralised</b>	The AE systems in this category are established, but face challenges associated with coordination issues related to decentralised activity, and shifts in government policy	Austria, Germany, Spain, UK
<b>centralised—reacting and restricted</b>	The AE systems in this category are characterised by an AE System which is centralised and currently reacting to significant social, economic and political challenges. Countries with restricted provision are those which are subject to economic restrictions	Greece, Turkey
<b>established and flexible</b>	AE systems are well established, rooted in a tradition of AE, but flexible enough to be able to implement long term, sustainable solutions in response to societal changes.	Denmark, Finland, Ireland, the Netherlands, Sweden

#### **4.2.1 Establishing and centralised**

Countries in this group have recently developed AE systems which are organised and managed centrally. The reasons for AE not being an established tradition are varied and depend on country history, context and priorities, though emerging systems are more likely to be developing their AE in response to EU accession, and LLL strategies and

policies are likely to be heavily influenced by EU documents and strategies. With regard to young people in situations of risk, initiatives and programmes tend to be designed to prevent early school leavers and get people into work or training as quickly as possible. The so-called NEET (not in education, employment and Training) group may be further sub-divided into groups deemed 'more' vulnerable or at risk of being economically excluded.

In *Malta*, for example, there has been a focus on formal education and a linear learning journey from primary through to tertiary education or VET. This means there is no established range of opportunities for young people who have not followed the traditional path through formal education, which in turn means low participation rates in AE. However, EU accession and funding have raised the profile of Adult Education, and AE policy has been developed as part of the recent National Lifelong Learning (LLL) Strategy by the Directorate for Lifelong Learning. In this context the challenge is to examine which of the policies forthcoming from the EU need to be critically adopted and adapted, if not appropriated, to suit the conditions of the country. There is no case for a 'one shoe fits all' strategy in adult education<sup>14</sup>. A major challenge therefore according to one policy maker is to help foster an adult education and training culture in Malta that is conducive to participation in education activities throughout one's life.

In *Cyprus* AE policy is rooted in the 1960 Constitution of the Republic of Cyprus. A lot of official acts, laws and regulations concerning Adult Learning are scattered throughout many pieces of legislation, often at other levels of education, i.e., Primary (responsible for Adult Education Centres), Secondary (responsible for Evening Gymnasiums-Lyceums) or Technical (responsible for Evening Technical Schools). Over the past few years though and under pressure from the current economic crisis, important progress and major efforts have been made to adapt to the new situation. A comprehensive Lifelong Learning Strategy for Cyprus was established in 2007, although a single distinctive legislative framework governing Adult Learning does not exist, a fact that obviously hinders the efforts toward implementation of a comprehensive policy framework for adult learning. There has been a lack of policies and provisions targeting vulnerable populations, especially low-skilled migrants. The long-term unemployed, particularly women, young people and adults with low levels of basic skills are now defined as 'priority groups' in need of special support.

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14 Pol1,F, MT\_GP1own opinion.

### **4.2.2 Established centralised- reacting**

France has a long-standing tradition in AE. It's roots lie in the French revolutions and republican values of the 18<sup>th</sup> century and these influences continue in today's French adult education system. The field of adult and continuing education providers in France is heterogeneous but still mostly dominated by private organizations like profit- or non-profit-organizations.

No official national document defines vulnerable young groups in the French adult education system. Nevertheless, there are descriptions of general vulnerable groups. The current policy agenda for example defines migrants, senior citizens, people with special needs and prison inmates as eligible for funding by the Ministry of Labour for initial vocational education and continuing education. Young people with a migrant background face a higher risk of prematurely leaving education or to be oriented towards educational pathways, which are less valued and make their integration in the society more difficult. They also experience a more difficult transition from education to work. This particularly applies to women.

### **4.2.3 Centralised restricted**

In Hungary the Adult Education system is described as conservative. Adult Education has not been a governmental priority for a long time. Resources for this purpose do not follow the needs of society (municipal, social, age, health groups) so that the financial and human resources of civil and international organizations are becoming increasingly important. At the same time, coordination between them has not been institutionalised, so ad hoc, project level co-operation is often frequent, uncertain, and fragile.

Compulsory school age is 16 years, but there is no training after this age because primary school ends at age 14 and vocational education or secondary education is under 18 years of age. AE has a minimal state-run infrastructure and adult training is mainly carried out in private institutions and within companies. The government has developed a 'Policy Framework for Lifelong Learning for the period 2014—2020'. One of the policy's aims is to increase employment of disadvantaged and inactive people, defined as persons with low-education, long-term unemployment, with Roma origin, but also the elderly, young people, small children. Project field research indicates that social inequality is increasing in the country. In parts this is attributed to the lack of success of initiatives such as the 'Decade of Roma Integration Program' (2003), which placed particular emphasis on the role of education. Some of its elements (extension of

education, desegregation efforts) were incorporated into the Social Integration Strategy, although there were serious doubts as to its feasibility.<sup>15</sup> Indeed school segregation of Roma children in Hungary is so significant that due to this unlawful action the European Commission launched an infringement procedure in 2016. It is estimated that there are five hundred schools where segregated education is being carried out, but although in 2017 the Supreme Court imposed on the state complex desegregation measures, there is no perceived change. Anyone who goes to a Roma ghetto school does not have a way to go to a secondary school that gives maturity. The Adult Education Act defines the concept of a disabled adult<sup>16</sup> and provides for adult education budgetary support. The budget only provides support for the training of adults with disabilities, but if the determined rate of the participants do not pass the successful exam at the end of the training (at least 90%), the support will have to be repaid<sup>17</sup>. This is a big risk for training programs. However, the Decree related to the law limits the accession to the education for disabled adults, as the permit can only be granted to the applicant who meets specific material and personal conditions.<sup>18</sup> In other words, providing accessibility is only required in an adult training institution if it wants to receive an adult with disabilities in one of its trainings, the other educational institutions are not responsible for admission of disabled persons. This mode of regulation does not help people with disabilities and people with reduced work ability in the labor market and their different learning needs because they can choose from a much narrower range of choices.

#### **4.2.4 Re-establishing and decentralised**

This category of countries is made up of those where AE systems are re-emerging having been significantly weakened due to political change. They all have in common the experience of a rise, fall and rise of AE, in Romania kick-started by the accession to the EU and ESF funding. But also policy making at country level has been more subject to the whim of party politics than to a development of advantage to young people

15 Dinók Henrietta: A romastratégia eddigi eredményei az oktatáspolitikai területén; in: Vizi Balázs (szerk.): *A Romapolitikák értékelési módszerei és a magyar kormányzatok romapolitikái*; Nemzeti Közszerzői Egyetem Nemzetközi Intézet, 2013.; Civil társadalmi jelentés a Nemzeti Társadalmi Felzárkózási Stratégia megvalósításáról Magyarországon 2012-ben.

16 Act LXXVII of 2013, point 12: an adult who has a disability as defined in the government decree on the classification and review of serious disability and on the disability benefit.

17 Modified Government Decree No. 123 of 2007, May 31

18 Modified Government Decree No. 393 of 2013, Nov 12

and their needs, and changes may be contentious, particularly where cuts to provision have been made to initiatives which were favourably viewed by others. In addition, decentralisation often results in diverse and inconsistent provision across the country. But in all three countries there is a robust focus on the knowledge and skills needed for employment.

In *Romania* recent country context has been shaped by the impact of the 1989 revolution which has in turn impacted on AE systems. Prior to the revolution in 1989, adult education was in the main a mass centralized phenomenon aimed at spreading the communist system. Though Romania acceded to the EU in 2007 a comprehensive Lifelong Learning Strategy was not introduced until 2015. AE is focused on compensatory and second chance education with a strong emphasis on the knowledge and skills necessary for employment. While state-funded AE concentrated on professional and compensatory education, general AE, which includes elements of civic and political education—was taken up rather by non-governmental associations and foundations than by state providers. Compensatory education targets young people defined vulnerable such as early school leavers and lacking basic education. VET is targeted at the unemployed, or those with low or no professions qualifications. At-risk young people are defined as those aged between 16 and 25 who are either registered or come from a child protection background; have special needs; have no family or do not have a family able to provide for them; have children; have been released from prison; or have been victims of human trafficking. In addition, Roma inclusion continues to be an issue for the government.

*Portugal's* experience also clearly highlights the huge impact that changes in government can bring. From 2007, with the support of European Union funding (through the European Social Fund), there was a significant increase in the provision of adult education. 2011 brought substantial change to education policies including the curtailment of an initiative called the 'New Opportunities Programme', which combined modular education and short training courses with flexible education paths. The initiative featured an advanced system of recognition and certification of competencies acquired in informal and non-formal learning, and more than 1.500.000 people used the system. AE in Portugal was virtually non-existent until 2013 when a small number of initiatives were developed, and a very small network of 12 Centres for Qualification, Education and Training (CQEPs) were opened. There is currently limited funding for the development of AE and there is thus a prevalence of short term programmes, organised by a diversity of

providers: vocational training organisations, State-dependant services or departments (like museums, public libraries, public archives, etc.), private/profit making organisations can be found (directly involved in education – formal and non-formal -and training, such as enterprises that have training departments and training enterprises).

The *Italian* context is also characterised by political instability and cuts made to innovative programmes. In 1973 for example the ‘150 hours’ initiative was introduced intending to allow workers to attain the recognised level (*titolo*) of secondary education first grade. Many courses were held by women for women both at the level of higher secondary school and at university level (known as *corsi monografici* or monographic courses). The courses were open to young women, unemployed women and housewives and have contributed to the formation of a collective feminist consciousness. With a change in government the 150 hours initiative was stopped which had a huge impact on the AE sector. In more recent years, mainstream adult education has been developed within the context of Lifelong Learning as defined by the EU, very much dependant on ESF, and policy development has been reacting to the immediate needs of vulnerable groups. Women and immigrants are the key target group as, combined, they represent the majority of participants.

#### **4.2.5 Established and decentralised**

The AE systems in this category are well established, but face challenges associated with decentralised activity, and shifts in government policy.

In *Austria* the education and policy context is rich and articulated in a complex distribution of responsibilities between federal and regional levels. AE in Austria includes general educational aspects as basic skills, political adult education, cultural learning, family learning as well as continuing and further education including further vocational training. A wide range of stakeholders provide and finance adult education measures. The Austrian AE legislative and policy context is regulated at federal level mainly by the Ministry of Education (*Bundesministerium für Bildung*), the Ministry of Labour and Social Affairs (*Bundesministerium für Arbeit, Soziales und Konsumentenschutz*), and the Public employment Service (*Arbeitsmarktservice, AMS*). There is no official Austrian definition of vulnerable young groups in the adult education system. However, recent increased awareness of the need to tackle inequalities and marginalisation has led to the introduction of a number of policies and strategies. For example, the amendment of the Vocational Training Act 2003 introduced the concept of integrative vocation and

education training. The so-called IVET addresses specific categories, among others, early school leavers and NEETs; in addition the whole sector has been systematised under the umbrella Network for Professional Assistance (NEBA) in 2012, including Youth coaching, working assistance, job coaching, vocational training assistance. In addition, the 2012 ‘National Strategy to Prevent Early School and Training Leavers’<sup>19</sup> represents a key reference document. Its education policy priorities for 2020 have been set in alignment with the ‘European 2020 Strategic Framework for Education Cooperation (ET 2020)’, and in particular with the benchmark aiming to reduce the proportion of early school leavers and graduates to less than 10%. The Strategy is based on a three-level model of intervention *school-system-person*, macro, meso and micro levels respectively, and in turn is structured around prevention, intervention and compensation measures.

In *Germany* a wide range of AE programmes exist, providers and services, including supportive services. There is no official German definition of vulnerable young groups in the adult education system in Germany, but German government supplies funding through different institutions to support further education for young adults in different situations of risk. A complex system of laws and code books is in place to cater to the needs of vulnerable young adults. Every single (Bundes)land has its own federal laws on adult education, youth support and integration. The biggest and therefore most significant of those vulnerable young groups seem to be the young people with immigration background and the group of young people not in education, training and employment. The support to refugees is regulated by immigration law and privileges those groups who will probably receive German citizenship status at the moment focussed on 5 countries: Syria, Eritrea, Somalia, Iraq and Iran. As outlined by one of the policy makers interviewed as part of the field research (Pol1, DE\_Int1) the aims of AE have shifted over time. In the eighties the concept centred on the integration of newcomers, and having to learn German values in order to be accepted. More recently the German government acknowledged that Germany is ‘a country of immigration’ which enabled a focus change from languages and integration to *immigration and language* as capacity and means. Since 2013 the debate has been enriched by the notion that integration has to be seen as *a cultural process of negotiation (Aushandlung)* among different actors in society, migrants being part of this society. Integration is not anymore only about *Teilnahme* in the sense of participation, but about *Teilhabe* as **conscious**

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19 2012 National Strategy to Prevent Early School and Training Leavers See [https://bildung.bmbwf.gv.at/schulen/unterricht/ba/schulabbruch\\_eslstrategie\\_24401.pdf?5i81vg](https://bildung.bmbwf.gv.at/schulen/unterricht/ba/schulabbruch_eslstrategie_24401.pdf?5i81vg)

**active participation** in society, which encompasses personal motivation—this is closer to the idea of inclusion (although not explicitly used). The concept has shifted further and entered a ‘post-migration’ phase. It is recognised that migrants have different needs and characteristics. It is not any more about integration, but more about active participation of ALL members of society.

To mainstream this idea of inclusion and diversity on a structural level, the German National Adult Education Association (DVV) has for example developed directives and recommendations on how the Adult Education Centres in Germany should develop their institutions so as to encompass a concept of active participation of migrants and refugees. This evolution of the concept of integration is central to how programmes for the integration of refugees have been developed in Germany.

AE in *Spain* is decentralised, diverse and of universal access. A common national policy framework on education is followed by the local governments of the 17 autonomous communities (AA.CC.) that make Spain (plus 2 autonomous cities). Thus education policies are decentralized in specifically local competences, laws and financing. A Department of Education in each AA.CC. is in charge of setting the priorities, regulating and guiding the educational activity at the various geopolitical sub-levels, such as provinces and municipalities, which in turn have their own local educational programmes and approaches. In all, this way of organisation has resulted into a highly diverse educational system, composed of various sub-systems with their own contextual specificities and important differences in terms of educational performance and approaches to AE across regions. There is also diversity in AE demand and provision. AE demand encompasses a wide range of population whose profiles and needs have changed over time.

Since 2000, the increasing numbers of migrant population arriving in the country required

*Catalan and Spanish courses, while locals wanted to learn English after this language boom (AE school authority, Int1, ES)*

Soon AE courses welcomed numerous young adults who had left secondary education during the economically prosperous period from early 2000 until 2007:

Many young people substituted their studies for well-paid but non-qualified jobs that resulted ephemeral once the economic crisis started. These people, aged in their late 20s ended up with unemployment benefits and realised that they had to finish

their secondary education, so this was a highly motivated group of people (Local AE coordinator, Pol3, ES).

By contrast, AE students in 2017 had faced school failure and their profiles and situations were “more complicated”. AE provision has thus shifted in focus over time, in addition to which education policy in Spain is a changing and contested terrain, partly due to the alternating two different political parties in power—the Socialist Party and the more conservative right-wing popular party.

In the UK the ‘*grand peak of opportunity for adults*’ in adult education was during the period mid-1990s to 2003:

*Gillian Shepherd as Education Secretary for the Tories, but especially when David Blunkett [also responsible for introducing citizenship education in schools] was Secretary of State, you saw firstly a major expansion of adults’ opportunity, secondly you saw an effective range of innovation initiatives—so the University for Industry was set up to be a parallel to what the Open University had done for higher education at a technical post-school level. (AE policy expert, Pol4, M, UK)*

The UK context of AE over the past few decades has been influenced by a concern for socio-economic participation, particularly through engagement in the labour market of those who might otherwise become recipients of public welfare benefits. Thus within the UK context, the government policy has been strongly directed towards economic objectives, and, consequently, the development of young people’s employability skills has been considered as a key element for their successful integration and inclusion. Factors such as the rise in unemployment rates, the increase in the number of early school leavers/dropouts and influx of migrants and refugees have contributed significantly to the socio-economic objectives of adult education and lifelong learning. These problems need to be considered in the context of growing socio-economic disparities as well as comparably poor performance of young people (16—24) in England and Northern Ireland in relation to literacy and numeracy skills (in comparison to older age group in same country and in international comparison). This has been especially the case where learning for young people has been concerned, and the acronym ‘NEET’ (Not in Education, Employment or Training) gained momentum from the late 1990s onwards. The label, along with associated policy paradigms, have had the function to categorise, problematise and target interventions at these young people. Since then, many educational programmes and policy initiatives in the UK have been implemented to meet the needs of these target groups, particularly through facilitating their engagement in further/adult education or employment.

#### **4.2.6 Centralised—reacting and restricted**

The two countries categorised under this description have an AE System which is centralised and currently reacting to significant social, economic and political challenges. Countries with restricted provision are those which are subject to economic restrictions, such as Greece and Turkey which is currently subject to a macroeconomic adjustment programme. Both these countries are also experiencing huge additional challenges from the high numbers of refugees.

With Greece's accession to the European Economic Community (EEC) in 1981 the interest in adult education increased significantly. A number of measures have been legislated but implementation has been uneven. The Adjustment Programme has been in effect since July 2015 and includes conditions for AE but the situation has led some policy makers to calling the AE field 'stagnant'. A huge reduction in funding for education (including adult education and VET structures) has had negative short-term and long-term impact. However, an updated strategy for Lifelong Learning is in place and a key policy development is the establishment of Second Chance Schools (SDE), and the Lifelong Learning Centre Initiatives for combating early school leaving.

Significant measures have been legislated, but their mix and implementation so far is uneven. The intensification of the refugee crisis in 2015 has disproportionately affected Greece as a transit country. This unanticipated increase in refugee and migration inflows, at a rate of 1601% in 2015 compared to 2014, and the estimated continuation or even escalation of inflows within the current year in response to the continuing geopolitical tensions in the Middle East, undoubtedly entail an additional challenge in terms of educational opportunities for this particular group.

Adult Education in *Turkey* has a long history dating back to the establishment of the Republic in 1923. The Ministry of National Education (MoNE) is the main actor of the AE in Turkey, and the Directorate General for Lifelong Learning (and its predecessors) with their local branches has been providing AE programs since the 1960s. The state continues to provide a variety of AE opportunities through a number of institutions. Private sector and NGOs also provide AE, particularly education for women, focused on empowerment and vocational training. On policy level the following groups are defined as disadvantaged: children, the elderly, the handicapped, internal migrants, the unemployed, low-income individuals, low-skilled labourers, and people who do not have easy access to learning centres. The level of NEET in Turkey is 20% among 18—24 age group, with a significantly higher percentage of women.

More recently international migrants, particularly refugees from Syria, are categorised as vulnerable due to their lack of social, cultural and economic capital, added to which civil war continues across the borders and radical terrorist organisations compete to recruit young adults for their mission.

### **Text box 4.1. Influence of legislation on adult education opportunities of refugees**

#### **Example: Turkish context**

With Turkey becoming the country to host a large number of refugees due to the Syrian civil war, the legislation has been revised in a way to make young people's access to education services easier. The Syrian refugee population is not defined as 'refugees' in Turkish legislation due to the restrictions in the Geneva Convention on Refugees. Since Turkey retains a geographical limitation on the application of the Geneva Convention, the country only accepts asylum-seekers from European countries.

In 2013 the 'Law on Foreigners and International Protection' was adopted. This law regulates the situation of regular immigrants (i.e. those who have been issued residence and/or work permits) as well as those seeking protection (i.e. asylum-seekers from Europe). In 2014 another piece of legislation was adopted to regulate issues pertaining specifically to the asylum-seekers who could not be granted refugee status: the 'Temporary Protection Regulation' regulates all the services—including education—to asylum-seekers. Therefore a new term, '*under temporary protection*' has been used for them. This definition though does not allow the public authorities to develop and implement new policies for the Syrian refugees on the one hand; and the Syrians do not see themselves as 'stable' and settled on the other hand. This mutual indefinite approach creates complications and hinders finding long term solutions.

### **4.2.7 Established and flexible**

This category describes countries where AE systems are well established and rooted in a tradition of AE, but come out in the EduMAP field research as flexible enough to be able to implement long term, sustainable solutions in response to—for example—demographic changes. In these countries, although not affected with such high numbers of refugees as for example Greece, Italy and Turkey significant change have also been brought about by migration. Immigrants from particular countries are deemed

vulnerable, and all the countries in this group have responded to and amended their AE systems in response and in different ways.

In *Denmark* a comprehensive AE system that aims to ensure 'education for all' and is responsive to changes in demographics as well as students' needs. A wide variety of initiatives aim to ensure young people are able to progress into work including basic skill and remedy programmes, second chance education, vocational programmes, non-formal learning. Policies have recently targeted early school dropout rates and boys' low attainment compared with girls. Most students experience the dual system of VET as a valuable alternative to general education, but social and institutional processes of differentiation in the vocational schools place a significant group of students in a position where they have little chance of completing the programme.

Refugees are generally considered a vulnerable group. They have not necessarily chosen to come to Denmark but have no choice but to settle in the country that gives them residence (Volunteer, Pol2; Educator, Edu2, Denmark). Some of them carry traumatised memories and are burdened by the tragic news from home and relatives that are left behind.

Although AE has changed over time *Finland's* AE system is well established having begun in 1860s, with the basic structures of the present adult education system created during the 1960s and 1970s. In general the Finnish population is well educated and the main categories are liberal adult education, vocational adult education and general adult education. There are concerns about the discrepancy between the high educational level of overall Finnish population and many migrants from countries without universal basic education. In order to prevent the marginalisation of vulnerable groups these concerns are being addressed through the revision of primary and secondary education for adults. Specific curricula have been developed for the education of adult immigrants requiring language and other basic education skills for entering post-secondary or vocational education. The current aim is to provide more opportunities for language learning in working life and in vocational training instead of making lack of language skills a barrier of entering vocational training.

AE is well funded though complex and multi-faceted funding and includes a range of options from short courses to formal VET programmes. This allows for flexible delivery of adult education but simultaneously makes it challenging for people to understand the system. Although the 'Basic Education Act' allows access and free tuition for adult learners to basic education, there is no obligation for providers to organise basic

education for adults. The municipalities are obliged to organise basic education only for compulsory school age population (Basic Education Act, 4—5). This condition compromises the equal right to basic education. For instance, in many prisons the only option to study basic education is “cell-studies”, in other words independent studies by individuals and taking examinations

*Ireland* has traditionally had a strong community approach in AE, with a strong focus on social inclusion, volunteerism, as well as active citizenship. The vocational education and training sector has also played an important role in the development of AE with structures at local level coordinating and managing provision. The Further Education and Training (FET) sector, as a term which both overlaps with and functions as an umbrella term for AE, includes a wide range of post-compulsory education programmes and organisations. Overall, the AE/FET field has undergone significant reforms over the past 5 years, responding to challenges both within the education system and within Irish society more widely. The latter include the impact of the global economic crisis of 2008 and subsequent years, which in Ireland has particularly affected youth unemployment.

The development of Adult Education and LLL in the *Netherlands* has been an important policy development since the 1970s. The system generally caters for people aged 18 and over (with some programmes being available to 16- and 17-year olds). Key focus areas are literacy and numeracy skills as well as obtaining qualifications. The main target groups for adult education programmes are Dutch people with literacy problems; immigrants who need Dutch language support; the elderly; as well as other specific groups such as young mothers; and the long term unemployed. There are opportunities for adult learners to engage in formal and non-formal education in a range of settings including programmes that lead to qualifications and vocational training with a focus on the labour market, programmes aimed at personal development, skills improvement, and opportunities for people to become more actively engaged in society.

Institutionalised Adult Education in *Sweden* dates back to the foundation of the Folk high school in 1868. The main forms of the popular adult education stem from this period covering public lectures, study associations, study circles, correspondence courses, and libraries. In 1968, formal adult education was institutionalized when municipal adult education was established for adults to study in order to gain a qualification at compulsory and upper secondary school level. Adult education is organized by many different operators in many different forms, national and municipal adult education, labour market training, in-service training and skills enhancement in the workplace.

The two basic categories are non-formal and formal adult education. The main policy overseeing the Swedish system for adult education is that it should be in principle open to all, and the only real limitation on access to adult education is that the student should be a resident in the country. The other main principle is that the system is voluntary and relies on the motivation of the students to study for their own personal and social development.

The number of unaccompanied minors has increased over the past ten years in Sweden which is the European country that receives the most children from this group. Some of them emigrate after a period of time in Sweden, but the vast majority stay. Most of the arriving children are teenage boys who have not yet turned 18. In the years following their arrival, most of them are enrolled in schools. Many newly arrived immigrants have training and experience in occupations in which there is a shortage of trained and experienced labour in Sweden. To reduce the time from arrival to first job entry, the government has started consultations with the social partners, the Swedish public employment service and other relevant government agencies on measures for creating 'fast tracks' into the labour market.

## **4.3 Challenges for adult education policies fostering active participatory citizenship**

### **4.3.1 High and low relevance**

Some countries involved in the EduMAP research, and especially those with an established tradition of embedding APC in AE demonstrate a tradition of citizenship education at both formal and non-formal levels. In parts this has historical roots as for example in Austria where the political-legal dimension of APC took roots in the workers' associations and in the middle-class literature clubs with the aim of mainly promoting citizens' empowerment. Nevertheless even in Austria APC in the non-formal sector is not as systematically defined as in the formal one and is highly dependent on the concepts of organisations providing non-formal education. But policy can build the necessary foundation by developing strategies, action plans, legal frameworks and with these strengthen the APC element.

## Text box 4.2. Framing good conditions for active participatory citizenship

### Example: Austria

The **2012 Austrian Youth Strategy** presents a clear link to the concept of Active Participatory Citizenship, as conceptualised in the EduMAP Project. Defined as participation and commitment (*Beteiligung und Engagement*), it is one of the core action fields of the Strategy informing the youth work, among employment and education, quality of life and community, media and information. As stated on the website of the Federal Ministry for Women, Families and Youth, a vibrant democracy needs committed young people who want to participate and have a say—and framework conditions that make this commitment possible. The field of action therefore serves to strengthen the political and social participation of young people and to develop up-to-date recognition and incentive systems for the youth voluntary engagement.

Source: <https://www.frauen-familien-jugend.bka.gv.at/jugend/jugendstrategie/handlungsfelder.html>

*Finland* constitutes an example of a country in which active citizenship exists as a concept in the national curriculum (FNBE national core curriculum, 2017). General studies was recently introduced, and is included in all VET programmes as well as for VALMA (preparatory education for vocational training). The curriculum for adult students describes active citizenship as an ability to take responsibility for your own life as well as to participate in the wider society. The national curriculum outlines the basic education programme to include teaching of skills to societal participation and influencing policies, to enable active participatory citizenship (National curriculum for adult learners 2017, *Aikuisten perusopetuksen opetussuunnitelman perusteet*, Finland). The learner is seen as an active participant of planning and steering her/his studies towards the set goals, not as a bystander or a target of teaching (ibid. 2017: 16). Learning takes place in cooperation with other students and teachers thus implying participation. The whole education system aims at providing an opportunity for becoming a subject of one's life rather than object of teaching (Ministry adviser, Pol9, Finland).

### Text box 4.3 Active Engagement for Social Change

#### Example: Finnish context

Some policy makers have a maximal view of APC and see challenge and action for change as key elements of a citizen's rights and responsibilities. Citizens have a right to protest and to fight for their rights, at the same time as citizens who possess full rights have a responsibility to fight for change on behalf of others. For one policy maker from Finland active participatory citizenship

*means that citizens take actions to demand their rights and to disclose social evils. To take action and to demand fair treatment calls for taking responsibility, knowing your legal rights and what you are entitled to, entailing also that responsibility of citizens as 'end users' of the legislation is to monitor the implementation at grass root level. (Ministry adviser, Pol9, Finland)*

At the minimal end of the continuum some countries have no definition of APC in policy and no citizenship education tradition within formal education. The countries, as emerging from research findings at this end include Hungary, Malta, Portugal, Italy and Greece. If argued that some elements of APC can be developed through policies designed to increase employment opportunities this focus on a socio-economic dimension, could be seen as enabling disadvantaged groups at least to integrate into the labour market. Such is the case in Hungary where a new law regarding adult education is aimed at increasing employability and competitiveness of young people. Active citizenship rarely appears in government-issued policy documents. And although NGOs take a different stand their space and efficiency has decreased recently, due to the Hungarian governments' hostile attitude towards their activities.

Counterarguments to such a focus on the employment dimension come from policy makers in both Sweden and Finland, who consider APC as *something more* than merely participating in working life (Pol2, Finland). A Swedish policy maker points out that education enables individuals to acquire the rights and responsibilities of citizenship, which includes employment. However, he asks

*is it enough to have job, even if you never use the language, nor meet Swedish people, nor have a contact with the society? (Jobcentre, Pol1, SE)*

### 4.3.2 The influence of integration and immigration policies

In a number of countries involved in the EduMAP field research the challenges around integration of newcomers are addressed through integration and immigration policies.

In several countries APC is a central feature of immigration policies underpinned by a philosophy of ‘*something-for-something*’ and is defined in *Integration Laws and Acts*. Being able to speak the language is seen as key to integration in order that newcomers are able to gain employment. The length of process varies, with some countries introducing measures to speed up the process in order that newcomers enter the labour market as quickly as possible through fast track access to free language courses and recognition of prior knowledge and learning. Findings from EduMAP field research on policies suggest that responses are context specific and shaped by countries’ diverse histories and experiences. For example since 2013 Turkey has introduced a series of laws to manage immigration, elements of which have included measures to foster ‘Harmonization’ by equipping refugees with the knowledge and skills for active participation in society. An array of initiatives has been developed that cover the information deemed necessary on rights and responsibilities, political structure, language, law, culture and history of Turkey in addition to information on the refugees’ rights and obligations. There is active cooperation—complementary to the work of the Turkish Employment Agency—with key stakeholders such as NGO’s, universities, state institutions and organisations, international organisations, local administrations and media outlets.

In *Denmark* integration education is clearly defined, highly regulated and well-structured and -organised. The definition of active citizenship in the ‘Danish Integration Law’ is quite broad, ranging from living in harmony with the values and norms of Danish society to participating in political, economic, social, religious and cultural activities. Participating in working life in order to earn a living is however considered the main aim for all who “*have working facilities*”. According to the Danish language Learning Act, learning the language facilitates the foreign arrivals’ readiness to enter working life and earn a living. The present Act defines language skills as relevant to get a job, to study and to live as citizens in a democratic society.

In addition, **rights and responsibilities are closely intertwined**: in order to receive benefits, individuals must accept job offers, participate in language classes and follow the integration contract. Migrants are responsible of their integration but have statutory right to services and participation in the society in line with other (Danish) citizens. Integration training in Denmark is a strictly regulated area for both the education organisers and the students. Regarding the content of programmes, all language schools have to follow the overall objectives and curriculum as defined in the legislative frameworks. As for

the students, they have a statutory obligation to study Danish. Both the organisers' and students' obligations (to curriculum and participation) are tied to receiving of government financial support and are regularly monitored.

#### **Text box 4.4. Adult Education as integration training**

##### **Example: Danish context**

The Danish integration training system is based on skills testing of the students and steering them to a 'right' training path that suits the person's learning needs. The integration training is structured in three levels: Level one is for people who do not master reading or writing in their own language or who do not know the Latin alphabet, or who might not have any schooling at all or very little schooling. Level two is for those who have basic schooling (eight to ten years), and most of them know a bit of English. Level three is for people with academic background

In addition, the government introduced a new, work-related 'Basic Integration Education Programme (IGU)' on 1 July 2016. Unemployed immigrants that are entitled to benefits from the programme have to participate in work or internship 'from the day one'. The scheme is part of the tripartite agreement on labour market integration between the government and social partners. The IGU programme consists of a two-year traineeship during which a refugee is employed at a company and paid trainee wages, while receiving simultaneously other schooling, such as Danish lessons. The requirements of admission are age (18—40 years), refugee or refugee family member status and less than five years of legal residence in Denmark.

In the *Netherlands* dominant discourses express concern about political apathy, tensions between native Dutch citizens and non-western immigrants, Islamic fundamentalism, and terrorism. Similar to the UK experience, it was so-called 'acts of terror' that prompted an educational response from government, with citizenship education being seen as the vehicle for 'solving' the political, moral and cultural issues in Dutch society. The Dutch minister responsible for integration in 2007 stated that it is important to create a society in which people feel safe and have a sense of familiarity and connectedness. In addition, integration can only be achieved if minorities and native Dutch accept this society as their own. This will not be possible without broad-based support for the freedoms, rights and duties that go hand-in-hand with life under the Dutch rule of law.

Immigrant education (Nederlands als Tweede Taal) is a major form of AE. It aims to foster integration into Dutch society and is a key concern for the government. The

Dutch Ministry of Education, Culture and Science provides Dutch as a second language (NT2) courses to immigrants and selected groups of people. In March 2006, the NT2 framework became law. Once students have completed the NT2 test they can move on to take the official state test and gain a diploma. One board member of the Best Practice case researched in the NL comments that the local population are sometimes antagonistic towards initiatives that are seen as helping the immigrant population and taking away funding from 'local' people.

### **4.3.3 Creating a sense of 'belonging' and citizenship**

A challenge that clearly needs to be addressed by policies is what to do with the issue around the citizenship status of refugees. Some respondents were convinced that without this status the possibilities for APC are severely constrained and it is nearly impossible to carry out the rights and duties associated with AC. For example, as one of the board members from the NL GP explains:

*... refugees come, they get registered, they're kind of in a holding space for a couple of years, they're required to learn [the local language]. You know the [locals] are pretty nationalistic in that sense and culturally sensitive, they are afraid of losing their language. I mean nobody speaks [this language] outside of [two countries], maybe in [one African country]. So they want people to learn [the language], they want people to integrate, the model [here] is really 'become like us and your difference is quiet.'* (Pol6, M, NL)

Reflecting on the language focus the same respondent also remarks that being able to speak the local language is no guarantee of either integration or equality and that citizenship and integration are very separate issues:

*You can have citizenship but still be socially excluded and still be treated like an immigrant, like a foreigner here.*

This statement is to be understood on the background that many knowledge workers in Rotterdam and Amsterdam only use English and are not regarded as a threat to the nation, and there is widespread unemployment and alienation of fluent Dutch speakers in the second or later generation of migrants.

How terrorism has influenced political debate and affected education policies is well exemplified in the UK context by the 'duty to promote British values'. While this duty is part of an obligatory regime which is checked through governmental (OFSTED) inspections,

Pol 1 in the UK\_GP4 'Gateway programme for unemployed young people' considers that the agenda offers some opportunities for engaging with learners about topics such as democracy, tolerance and rule of law, allowing educators to put the principles into practice with the participants of courses through processes such as establishing ground rules, negotiated based on learners' views and wishes. In November 2017 the then Home Secretary, Theresa May, announced a review of Prevent, the counter-terrorist programme which aims to stop people being pulled into terrorist-related activity. In 2011 the government's anti-extremism approach filtered into the formal education system. '*Not undermining fundamental British values*' (DfE, 2011, p.14) became part of the standards required of professional teachers. These **values** include **democracy**, the **rule of law**, **individual liberty** and **mutual respect**, and **tolerance of those with different faiths and beliefs**. From 1<sup>st</sup> July 2015 all education providers are subject to a duty under the Counter-Terrorism and Security Act 2015<sup>20</sup>, to **take measures to prevent extremism and radicalisation** (in short, 'Prevent' duties) and to promote so-called 'fundamental British values' in all their programmes and activities. The requirement that educational organisations promote these values as British values has been controversial from the point of its implementation.

*We're very conscious of our duty to fulfil our Prevent duty and so to promote British values ... what it does do is give that opportunity to engage with learners and bring about discussions about things like the principles of democracy, rule of law, tolerance of others etc which I would argue are facets of effective citizenship. So we do do it but not because we're trying to create good citizens—although hopefully we are—it's partly out of the regime that we're obliged to work within, including inspection which expects all of those things to be demonstrated and present. (Pol1, M, UK\_GP4)*

#### **4.3.4 Learning to live together**

As already mentioned, some of the countries involved in the EduMAP field research have experienced terror attacks carried out by 'home grown' terrorists and continue to

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<sup>20</sup> Section 26(1) of the Counter-Terrorism and Security Act 2015 imposes a duty on educational institutions in England and Wales 'to have due regard to the need to prevent people from being drawn into terrorism [...] which includes not just violent extremism but also non-violent extremism, which can create an atmosphere conducive to terrorism and can popularise views which terrorists exploit. It is a condition of funding that all further education and independent training providers must comply with relevant legislation and any statutory responsibilities associated with the delivery of education and safeguarding of learners.' (HM Government, 2015, p.3)

live under the threat of future attacks. In many countries this fear has led to an increase in discrimination and Islamophobia. Policies and Adult Education are struggling alike to strike the right balance between defending the values of an open minded, multicultural and democratic society and catering to needs of the population for feeling secure.

Although in some countries citizenship education and on a global level global citizenship education is seen as playing a key role in bringing about the necessary knowledge, skills, attitudinal and societal change for a more cohesive society it has gone through a similar pattern of peaks and troughs with significant CE investment and statutory requirements at the turn of the century which has gradually been eroded, some would say at a time when citizenship skills are particularly needed for **learning to live together in multicultural societies**. *England* and *France* are examples of inconsistent provision in citizenship education across the different levels as CE shifts in and out of policy provision, from being a statutory requirement within formal education to being an option for schools to implement, usually dependent on the interest and commitment of individual teachers. In the case of France Second Chance Education (E2C) develops citizenship capacity through team work, for young adults to learn to live and work together; internships are compulsory; scheduled activities and lectures have to be attended; creation of partnerships through class activities and internships. *Learning to live together* is thus regarded as critical for citizenship but, in the French context, the risk of ghettoization prevents young adults from engaging with others, outside of their comfort zone. The Government adopted the Equality and Citizenship Law on the 22<sup>nd</sup> of December 2016. It promotes civic engagement, social diversity, fights all forms of discrimination and provides young adults with new rights. It also creates a sense of what it means to be French.

In *Ireland* the concept of interculturalism which promotes the idea that all forms of community and voluntary organisations should be encouraged to undertake proactive initiatives to reach out and engage with newcomers to Irish society (2007 Report of the Taskforce on Active Citizenship, p23), encourages the host population to take some responsibility for newcomer's settling. The notion of interculturalism also underpins the National Youth Council of Ireland's approach (NYCI, n.d) in which '*cultural identity, interculturalism recognises everyone's human need for a strong sense of cultural identity and sustainable links to our cultural communities*'.

Taking the notion forward of a necessary change in the attitudes of the host society, not to do so acts as a barrier that is now being fueled by the current populist right-

wing parties that have managed to bring more racist and discriminatory attitudes to the surface. The comments from the NL below indicate that an attitude towards an immigrant can be stronger than any 'formal' status as long as the local people feel that to belong to the local area both grandparents need to have been born there in order to be considered 'local', 'regardless of citizenship'.

*So I think citizenship and having [the citizenship of this country] versus integration, are very separate questions here. You can have citizenship but still be socially excluded and still be treated like an immigrant, still be treated like a foreigner here. (Pol6, M, NL)*

However, learning to live together on an equal footing would also mean to invest more in providing opportunities for migrants and refugees to engage as active citizens to overcome another type of barrier mentioned by policy makers in Ireland. Their key point is that knowledge about how, for example, political systems work would be essential and a prerequisite to participation. Pol 1 in UK GP\_4 comments that some of the learners at the college may face barriers due to having limited awareness of or contact with the structures, processes and traditions which drive society and its institutions:

*...there's no reason why they should have any idea of the sophistication and complexity of what actually holds everything up, which is easy for us because we work within it and have a good understanding. (Pol1, M, UK\_GP4)*

In this view, participation may still take place, but it will be a different level of participation from someone with more choices and therefore more power. This works in a similar way in the context of social participation: some vulnerable young adult learners may socialise in smaller environments (e.g. with friends, clubs, family or through virtual social networks), but socialisation in wider contexts may be more difficult for them.

## 4.4 Discussion of findings and possible ways forward

This chapter outlines possible ways forward and attempts to address some of the challenges of establishing an AE system that is responsive to the needs of young people in diverse situations of risk as well as addressing external conditions imposed by, for example structural adjustment programmes, and internal challenges such as tensions created between national policy drivers and local needs.

This chapter is by no means comprehensive and the least that can be concluded is that every Adult Education programme faces its own challenges. The analysis of best practices on programme level does show however clearly that policies can have a driving or hindering effect on the success of programmes, especially on a macro level.

#### **4.4.1 Learning to live together**

A significant policy trend in European countries has been associated with widespread concerns about social exclusion and segregation of migrants and refugees with limited knowledge of the host country language, history and traditions. In some of the countries involved in the EduMAP field research it seems difficult to 'learn to live together' when there is no exchange among and between different groups and, in particular, when some groups are isolated for example in the suburbs of larger cities. This leads to the risk of ghettoisation that is detrimental to civic engagement. The challenges that a changing demographic brings has influenced a number of policies and approaches aiming to facilitate social inclusion and the integration of immigrants.

The current focus is most often on newcomers to adapt and fit into the host society through **increasingly severe immigration policies**, and little onus on the host society to adapt to the challenges a changing demographic brings, particularly where newcomers have experienced traumatic events.

While being able to communicate in the language of the host nation can only be a good aim there is an assumption that integration is a straightforward, linear process that will follow once fluency in the native language has been achieved. There is no guarantee though at all that language ability will allow immigrants the benefits of participating in the host societies, to the extent they desire. This level of integration relies heavily on the acceptance and inclusion of newcomers into all aspects of society. As outlined above, levels of anti-immigrant feeling are currently high, particularly towards some groups of immigrants, and government policies in several countries have been shifting towards the inclusion of increasingly exclusionary measures.

Added to this what is emerging though from EduMAP field research is a tendency for labour policies and immigration policies to set up a system of tying benefits to obligations for participation in courses under exclusion of the aims for supporting learners in their active citizenship role. Some commentators question the fact that immigrants alone carry all the financial burdens of integration. It may be that the high financial cost of forced integration will put many individuals off from trying to migrate.

There is therefore a need to **bring together both identity capital and social capital** with the aim of developing self-confidence together with an understanding of how to work effectively alongside other people. Critical citizenship education is essential for learning how to deal with diversity and difference. This could include programmes in anti-racist education for personnel directly dealing with immigrants, including members of the police force, the army, the entertainment industry, the teaching profession, the broadcasting media and the judicial sector.

#### **4.4.2 Strengthening drivers for the inclusion of citizenship in AE**

As findings from EduMAP research have shown, the drivers for APC in Adult Education have declined in a number of countries. APC in AE is quasi non-existent on policy level in some of the countries and weakened in others. The rise of right-wing politics means that citizenship education now seems to be focused on ensuring the local population acquire and subscribe to local values, becoming increasingly inward looking. For example, changes in the funding structure for ESOL provision for adults in the UK have been implemented as a result of socio-economic, political and legal factors. Up until August 2007, ESOL courses were eligible for automatic fee remission; however, during recent years there was an increased demand for ESOL classes and consequently expenditure on ESOL increased substantially. Since this time, a number of changes have been made to ESOL funding, including withdrawing automatic fee remission and introducing fees for ESOL courses. From 2009 to 2017 government funding for ESOL fell by almost half. Full funding and co-funding is available only for some groups of adults, such as the unemployed, asylum seekers and those in receipt of means-tested benefits. For ESOL learners over 18, these changes have resulted in additional barriers to accessing ESOL provision.

What shines through from analysing policy statements from individuals from the field in the EduMAP research is that **AE systems are losing their capacity to offering learning opportunities for APC**. What the research has also found is that member states strongly depend on supporting strategies and funding on EU level, especially when it comes to the concept of Lifelong learning or the Validation of Informal and Non-formal Learning (VINFL), highlighting that **EU policy has a very important role to play for reinvigorating Best Practices**. Results on relevant EU policies to the subject matter of EduMAP have been extensively reported on in WP 2 (Deliverable WP 2.1. pp 19–55). The Directory of European Union Legislation has 123 acts in force under

the chapter 'Education and Training' of which the main acts related to the theme of EduMAP were analysed, especially those that the EU has been conferred power to adopt legislation for combatting discrimination (Articles 10 and 19 TFEU) based on sex, racial or ethnic origin, religion or belief, disability, age, and sexual orientation. After the systematic analysis of all acts related to vulnerable young people the authors conclude:

'As an interim conclusion, it is first and foremost the European Social Charter (ESF) among all the European legal instruments that sets out education rights comprehensively, stretching from primary to higher education and covering the right to vocational training and guidance, the right to vocational training for persons with disabilities, and the right of children to assistance, education, and training. Even though the scope of the ESC in terms of the persons protected is limited, and even though rights therein may be accepted selectively by the member states, it nevertheless pays special attention to the protection of vulnerable persons in diverse categories, inclusive of educationally deficient youth. It also establishes a system of collective complaints that plainly strengthens the role of social partners and non-governmental organisations working with vulnerable populations. For that reason, a separate review of the practice developed in the course of the monitoring of this treaty across the EU, including its relation to other relevant instruments, would allow for in-depth analysis of the topic issue' (Broad Research on Adult Education in the EU, Deliverable 2.1. June 2017. Edited by Natasha Kersh and Hanna Toiviainen).

#### **4.4.3 Improving accessibility, inclusivity and participation**

As has been elaborated in this report field research findings point out the broad range of risks and that young people need the enabling policy frames that enable them to access and continue their path of learning based on individual needs and aspirations. The research findings also clearly demonstrate that policies do not always address the needs of most vulnerable young people, especially those of low-skilled migrants.

Barriers to access are mentioned from many of the cases and are varied in nature. For example an important support to most young people is of financial nature. In *Romania* many of the most disadvantaged young people do not have access to VET not only because they lack necessary qualifications to enrol but also they cannot afford to first complete compulsory education through Second Chance schooling because they very often find themselves in the position of having to work to maintain themselves and their families. Other threshold barriers are reported from Austria although the **Youth Training**

**Act<sup>21</sup>** introduces a statutory obligation for the concerned youth to attend a training programme. From the point of view of the target group, the new revised programme has lowered the access threshold, although further work is needed in this direction. The inclusion of other categories of people suffering from multiple disadvantages situations has made the Production school and the Youth coaching offers more inclusive measures. Yet, as the programme coordinators and school directors point out, not all potential beneficiaries are reached. The problem is that the Production school's target group is not represented at policy level and cannot rely on an advocacy or lobby association that can represent its interests and influence the policy-decision making, contrary to other categories, such as people with special needs. A further example highlighting the need for more flexibility on the system level is reported from France. Similar to Austria the future reform of the dual system aims, among others, at making sure that no young people leave initial education and training system without a qualification. However, young people may find it difficult to access the French dual system as this demands they secure an apprenticeship contract (*contrat d'apprentissage*) or a professionalisation contract (*contrat de professionalisation*)—the former belongs to the initial education and training system and the latter to the adult learning system (*formation continue*). This may prove a serious barrier, and at least two others may be identified: young adults at risk of unemployment often do not have a network than would facilitate their access to the labour market and ultimately to employment, and young adults do not have the necessary codes to operate in the labour market; those codes that cannot be acquired by young adults too disconnected from society.

In the *UK* it has been noted that a stronger academic focus even in vocationally focused courses, although intended on raising the profile of VET, has led to some possible negative implications for those more vulnerable to social exclusion (e.g. those with problems in literacy and numeracy), for whom this may present an access barrier (Edu4, M, UK\_GP2). Challenges through undervaluing vocational education and focusing on academic achievements have been also highlighted by UK\_Pol4:

*... the classic is what happens if you fail your GCSE in English or Maths? You go to college, you really think 'I want to be a welder' or 'I want to do coding for IT' and you don't get any longer a kind of fit for purpose literacy and numeracy work embedded in the studies you are doing, overwhelmingly because you have to take a GCSE at the end of the year you're back doing exactly the sort of structured academic study which didn't*

21 Gesamte Rechtsvorschrift für Ausbildungspflichtgesetz. Retrieved from: <https://www.ris.bka.gv.at/GeltendeFassung.wxe?Abfrage=Bundesnormen&Gesetzesnummer=20009604>.

*work for you in school, only you're supposed to do it in a single year, not over 4. (AE policy expert, M, UK\_Pol4)*

In addition, problems with formal education being valued (and funded) higher than informal learning are highlighted by the same respondent:

*...if you're interested in vulnerable adults, they don't start at the peak of the system, they put their toe in the water in a local community-based activity. Colleges have increasingly had to withdraw from the kind of informal taster education because they don't get funded for it and their funds are being reduced massively, so they're making all sorts of people redundant and being forced to focus much, much more on the things that pay and that also score the points that get them through an Ofsted inspection. I mean we've designed a system to say 'let's focus on those people who will sail their way through it most effectively'. So those people, you know people with a learning difficulty, people with... you know for all the talk of inclusion, in practice you get a concentration of exclusion on people on the basis of economic exclusion, class exclusion, gender, disability. (AE policy expert, UK\_Pol4)*

The way forward would therefore seem to be to develop flexible AE courses that do not further marginalise and exclude already vulnerable young people. Initiatives would range from ensuring affordable childcare to *recognition of prior learning and flexible approach to admissions*.

How this can work is demonstrated by *Portugal*, where recognition of prior learning makes it possible for low qualified adult learners to obtain school certification and/or professional qualification by means of validation of non-formal and informal learning at different stages of an individual's life/career progression. It is carried out according to different areas of key competences and levels of school certification and professional qualification, according to the existing standards of competences (in Portuguese *Referenciais de Competências-Chave*)<sup>22</sup>. It has the same legal value as any other way of obtaining school certification, allowing learners to pursue further studies in other forms of provision of the national education and training system, and professional qualification. The validation of non-formal and informal learning is directed at acquiring school certification (equivalent to 6, 9 and 12 years of schooling, levels 1, 2 and 3 of the national qualifications framework and of the European Qualifications Framework) and/

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22 PT\_GP1\_Pol1\_M\_130917 own view.

or professional qualification (equivalent to levels 2 and 4 of the national qualification framework and of the European Qualifications Framework)<sup>23</sup>.

In line with the approach in Portugal the *Latvian* case researched in EduMAP demonstrates how using validation of professional competencies mastered in the process of the non-formal education of an applicant, can serve as a valid methodology to assess attitudes skills and knowledge related to different APC dimensions.

#### **4.4.4 Closing the gap between rhetoric and practice**

Linked to inclusivity is the need to close the gap between the rhetoric of equality laws and the experienced reality of discrimination in employment and education contexts of young people in situations of risk as have been expressed in Part II of this report. In Ireland the young people who participated in the field research highlight the issue of discrimination in employment contexts, describing examples of not receiving any responses to job applications when using their own names (which reveal their ethnic minority status), contrasted with receiving responses to an almost-identical application sent under an invented, 'Irish sounding' name.

As has been highlighted integration into and through work is an important route for engaging young people in situations of risk. Therefore one way forward would be to ensure that anti-discrimination and anti-racism policies are put into practice especially related to employment and to ensure that young people are aware of their rights.

#### **4.4.5 Ensuring sustainable policy implementation and funding**

EU accession and European funding is viewed as having a highly positive impact on the development of adult education and in a number of countries has acted as the driving force for the development of National Lifelong Learning Strategies. For example, Malta's National LLL Strategy document offers a broader view of LLL and adult learning than simply one focused on 'employability' and cultural literacy. This document presents a clear attempt to critically interpret and adapt EU discourse for local implementation. While highlighting 'employability' strategies, it provides guidelines for a more balanced approach to education and conveys the idea that education can be conceived of as a social and 'public good':

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23 PT\_GP1\_Pol1\_M\_130917 own view.

*Lifelong Learning is a key instrument for employability but above all for social inclusion and democratic participation, personal development and well-being. People need to be given fair opportunities to discover and nurture their talents. (MEDE, 2014, p. 15<sup>24</sup>)*

Without sustainable funding there is a risk of short-termism, and unsustainable or overambitious programmes.

#### **4.4.6 Ensuring coherence between education, training and work**

The field research highlights that AE systems for young people are most effective when there is joined-up thinking and cross-sectoral approaches are employed. In *Germany* for example the Social City programme which was established in 1999 is being continued as a leading programme for social integration in the area of urban development assistance and provides the basis for an interdepartmental Social City strategy. This interdepartmental strategy is to improve specifically the support of quarters with high integration requirements by pooling funds also from other departments right on the spot and coordinating funding more efficiently, as policy is well aware that complex problems in deprived neighbourhoods cannot be solved with funds from urban development assistance alone. Socially oriented urban development requires many partners to implement integrated approaches. This holds true in particular for measures in the area of social integration, which is a central element of socially oriented quarter development. The Social City urban development assistance programme is therefore based on interdepartmental cooperation and integrating also programmes from other political areas at all administrative levels. This includes tapping the expertise of other policy areas as well as improving inter-linkages between the various project funding schemes and making them more efficient. Cooperating with the policy areas **education**, integration, health promotion and disease prevention, strengthening local economies, education and training and employment allows for synergies to be exploited. The programme supports an extensive cooperation network including in particular the diverse activities of charity organisations. The activation of the residents and their participation with the aim of gradually assuming responsibility for their own district have the highest priority in all measures and projects within the framework of neighbourhood management. The idea behind this is that experience has shown that all measures imposed from “above”

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24 Ministry for Education and Employment (2014b), Malta National Lifelong Learning Strategy 2020

do not show any long-term success. Against this background, the work programmes—we call them the “Strategic Action Plan”—are also developed jointly with local actors.

In *Austria, Finland, Turkey, the UK and France* respondents stressed that a close collaboration of all the actors involved in the programme development and implementation is recognised to be a favourable condition for a successful provision, and a sustainable learning process of participants. Since the conceptual development of the programmes. Austria reports that a two-day convention periodically takes place, where relevant actors, such as policy officers of the Austrian Ministry of Social Affairs at regional and federal level, the providers, coaches and trainers take part in thematic workshops and have the opportunity to meet and network. This interaction system reveals to be positive also in terms of education access, and has particularly reinvigorated the synergy between the youth coach, the production school and the Austria Public Employment Service.

In this final report and the chapter on ways forward we can only present some of highlights shining through from the rich results collected and systematised related to best practices from the EduMAP field research. More in depth studies and working papers can be accessed through the projects Website at <http://blogs.uta.fi/edumap>.

# PART V

## Annexes

**Annex 1: Data collection: sampling and cases**

**Annex 2: Table 5.2 Overview of text boxes**

**Annex 3: List of references**

**Annex 4: Adult education programmes case sheets**

## Annex 1. Data collection: sampling and cases

**Table 5.1. Composition of samples for the aforementioned AE programme cases investigated**

Countries	Cases	No respondents per category			Characteristics of interviewed learners (where known)		
		Policy-makers*	Practitioners	Learners**	Male	Female	Minors
Austria	GP1	11	25	42	26	13	27
France	GP1	3	5	13	8	4	0
Germany	Strand#1***	12	—	—	—	—	—
	GP1		6	13	8	5	0
	GP2		4	1	0	1	0
	GP3		1	8	4	4	0
Hungary	Strand#1***	3	7	—	—	—	—
	GP1		6	7	4	3	0
	GP2		4	7	0	7	0
	GP3		3	9	4	5	0
Romania	Strand#1***	4	6	—	—	—	—
	GP1		7	12	7	5	0
	GP2		6	7	6	1	0
Spain	Strand#1***	5	4	—	—	—	—
	GP1		5	12	5	7	0
	GP2		3	24	9	15	0
	GP3		4	5	5	0	2
Greece	GP1	6	4	7	8	4	0
	GP2		4	10	1	15	0
	GP3		4	7	0	12	0
	GP4		2	5	0	8	0
	GP5		3	7	3	8	0
	GP6		3	5	8	1	0
Cyprus	GP1	1	3	5	7	2	0
Italy	GP1	1	3	7	8	3	0
Malta	GP1	1	3	7	8	3	0
Portugal	GP1	1	3	5	7	2	0
Estonia	GP1	3	6	6	4	2	0

Latvia	GP1	3	4	10	6	4	0
Sweden	GP1	2	6	12	12	0	0
Denmark	GP1	4	4	10	5	5	0
Finland	Strand#1***	9	11	—	—	—	—
	GP1		8	9	6	3	0
	GP2		9	11	9	2	0
	GP3		5	6	4	2	0
UK	Strand#1***	7	—	—	—	—	—
	GP1		11	11	6	5	8
	GP2		5	8	4	4	7
	GP3		2	17	1	16	0
	GP4		4	10	3	7	0
Ireland	GP1	3	5	4	1	3	0
	GP2		2	4	3	1	0
Netherlands	GP1	6	4	6	3	3	0
Turkey	Strand#1***	14	4	—	—	—	—
	GP1		4	10	6	4	0
	GP2		2	12	2	10	0
	GP3		7	11	0	11	0

\*Policy-makers could be related to an AE programme or more than one or related to a sector. They have been interviewed both for Strand 1 Context analysis and Strand 2 Targeted research on good practice programme.

\*\*Note that respondents included in the category 'learners' were only young adults participating in GPs and interviewed for Strand 2 targeted studies.

\*\*\* In certain contexts, Strand 1 research (Context analysis) has been conducted also interviewing practitioners. This was not always necessary.

## Annex 2. Overview of text boxes

Text box no.	Chapter	Title	GP
2.1	2	Experiencing racism as a barrier	IE_GP1 Informal participation project on barriers in education and employment for ethnic minority young people
2.2	2	Experiencing difficult living conditions as a learning barrier	DK
2.3	2	Cultural traditions as barriers	ES_GP2 Leisure time monitor training EL_GP4 Non-formal education for the homeless
2.4	2	Exercising agency	RO_GP1 Centre for Education and vocational training
3.1	3	Fulfilling aspirations	RO_GP1 Centre for education and vocational training
3.2	3	Helping learners find their vocation	ES_GP3 Computer repair and maintenance VET
3.3	3	Positive relationships fulfil the need to be seen, respected and valued	ES_GP2 Leisure time monitor training
3.4	3	Organising supportive services	TR_GP1 VET programme for Syrian refugees FI_GP1 VALMA Entry to vocational education and training FI_GP2 VET in prison
3.5		Fostering APC through socio-cultural activities and sports	IE_GP_2 Socio-cultural/sports-based informal education programme
3.6	3	Adult education contributing to socio-economic citizenship	TR_GP2 Women entrepreneurs
3.7	3	Curriculum as mediating formula	FI_GP1 VALMA Entry to vocational education and training
3.8	3	Mediating between demands of labour policies and learner centred education	SE Work oriented integration training IT VET for young unemployed
3.9	3	Engaging employers	FI_GP3 VET in prisons
3.10	3	Mediating between Government requirements and individual learners' needs	UK_GP2 16-19 VET programme
3.11	3	Mediating between Spanish and Catalan government requirements	Spanish-Catalan context
3.12	3	Cross-sectoral demands for adult educators	DK Young refugee integration programme CY Migrants Centre
3.13	3	How home parenting can undermine equality principles	Finnish context
3.14	3	Diversity challenges	DK Young refugee integration programme SE Work oriented integration training
4.1	4	Influence of Legislation on AE opportunities of refugees	Turkish context
4.2	4	Framing good conditions for active participatory citizenship	Austrian context
4.3	4	Adult Education as integration training	Austrian context

## Annex 3. List of references

All parts of the final research report mainly draw on R.Q.1.1, R.Q. 1.2 and R.Q.3 reports developed from the EduMAP field research design providing templates for all consortium partners for reporting results from coding and analysis of field research. Results from these in depth reports covering 40 cases have been systematised to present the deliverable 3.1.

For more information and working papers see the project website at <http://blogs.uta.fi/edumap/>

### Part II

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### Part III

Kersh, N. & Toiviainen, H. (2017). Broad Research on Adult education in the EU, Deliverable 2.1, June 2017, p. 8.

### Part IV

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## **Annex 4. Adult Education Programmes**

### **Austria: Support programme for young people to identify their personal and professional path**

**Short Form:** AT\_GP1

**Focus:** The general provisions of the Guideline of the Austrian Network for Professionals state that three principles inform the approach of the NEBA's offers: gender equality, equal treatment of people with special needs, diversity und antidiscrimination. In addition, the educational approach of the Production school is based on the concept of empowerment. The objective is to enable young people through the new learning experience in the Production school to take an independent and appropriate decision about their professional and personal path.

**Target group/s:** Potential beneficiaries are young people up to the age of 21 years or up to the age of 24 years with physical or learning disabilities or special educational needs, social or emotional impairments, who want to complete a vocational training. Production schools also address people who have completed, or partially completed, a vocational training, but who lack basic competences (including new media and social skills). The definition relies on the Special Guideline on Vocational Integration of job opportunities for women and men with disabilities, elaborated by the Austrian Federal Ministry of Labour, Social Affairs and Consumer Protection.

**Requirements and Access:** Access to the programme is directly through the Youth coaching counselling or through the Austrian Public Employment Service (AMS). In cooperation with school teachers, the youth coach identifies potential participants among students at risk of dropping out from school or people who need further support for the development of social and basic competencies. Young people outside the formal education system also have the possibility to access through the Austria Public Employment Service (AMS). Registration at the AMS is a precondition to be accepted in a Production school, as it gives the right to benefit from the social financial assistance.

**Descriptors:**

Category <sup>25</sup>	Provider	Sector	Scope	Duration	Occurrence	Funding
Non-formal	Non-profit organisation	School to work transition	National with regional and local implementation	Nine months	Monthly	State funding

25 This refers to the type of AE programme. EduMAP endorsed the use of the following type for programmes: Basic skills and remedy programmes; Second-chance education; Retraining; Vocational programmes; Informal learning and non-formal learning; Selected higher education programmes. These have been elaborated in Saar, E., Ure, O. B. and Holford, J. (eds) (2013) *Building a European Lifelong Learning Society: National Patterns and Challenges*. Cheltenham: Edward Elgar.

## Cyprus: Migrants Centre

### Short Form: CY\_GP1

**Focus:** CY GP1 supports migrants' access to services and resources they need, such as building new skills to adapt to the host country's cultural and social environment. It advises migrants on key issues such as access to the labour market, accommodation, educational and health services. In collaboration with local adult education centres, they offer language courses, as well as a module on legal and policy issues in order to assist migrants with their social integration. For these purposes, CY\_GP1 works closely with various governmental entities, NGOs and voluntary services.

**Target group/s:** Migrants (carrying legal documents only)

**Requirements and Access:** All applicants should have completed ISCED 2, be between 18—35 years old, have little or no experience in a job or an occupation at the country of origin or host country, no criminal record either in the country of origin or host country, health certificate from a public hospital and basic knowledge of English. Local language skills are appreciated, but not required.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Non-formal	Non-profit, state funded organisation	AE, Migration	Regional	300 hours (5 months)	Continuous (2017—2020) Twice a year (from Feb to Aug)	EU funding (90%) and State Funding (10%)

## Denmark: Young refugee integration programme

### Short Form: DK\_GP1

**Focus:** DK GP1 is an application of a national integration programme combining work and language training. The weekly programme of the 2/3 model integration programme (IGU) consists of three days of studies at the language centre and of two days at a workplace (internship). The young students' programme includes mathematics, IT, English and job/education directed activities alongside Danish language. The language centre has focused on encouraging students' authentic language use by inviting volunteers (*Venligboerne*) in the activities and allowing them to organise a language café at the school premises.

**Target groups:** The programme was tailored for young refugees (18—25) or family members to support them to get the necessary skills to enter the Danish labour market and further studies.

**Requirements and Access:** Students are allotted to the integration programme as soon as they register at the municipality. The municipality case worker receives information from the national immigration service about the persons that will be placed in the municipality. An individual integration plan (“contract”) is made with each person. The refugees' placements in courses and the design of the integration contract are administered and monitored by the municipality office. Internships and placements in the language centre are negotiated by a municipality worker (“mentor”) that works with the employers, the language centre and the students. The language centre has to accept new students non-stop.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Integration training + internship for immigrants	Municipal language centre + volunteering ( <i>Venligboerne</i> )	AE, young refugees integration	National with local variation in implementing the programme	No fixed duration, appr. 1,5—2 years	Non-stop; 2/3 model: 2—3 days of language learning / internship	State, municipality

## Estonia: Work embedded vocational education

### Short Form: EE\_GP1

**Focus:** The work embedded vocational education is provided national-wide by different vocational schools jointly with workplaces. The programme prioritises preparing competent staff for the job market, promoting entrepreneurship. The vocational schools, enterprises within the Employers association (<https://www.employers.ee>) and the Ministry of Education agree to offering certain work-embedded curricula. Studies are largely conducted under the guidance of mentors at workplaces, additionally one week per month or one day per week lectures are held at the vocational school. The digital- or paper-based portfolios are used for reporting participants' success. Young people can use digital learning environments where learning resources are shared. Contents mainly cover the socio-economic and socio-cultural dimensions of APC.

**Target group/s:** The programme targets diverse social groups, such as NEETs, unemployed persons, or those with special education needs. There is no age limit, though it prioritise to the younger population rather than the elderly.

**Requirements and Access:** Courses are traditionally held four times a year, with groups composed by 10—15 students. However, the programme can be also tailored to a single student's individual needs. Beneficiaries must have completed basic education or higher, depending on the curriculum, and they should also have a working place. Alternatively, the school together with the Vocational board could find them a place.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Vocational education, work-embedded learning	Vocational school	Education	National		Continuous. Four times a year.	Ministry of Research and Education, allocated from European Union Structural Funds

## Finland: Preparatory Education for VET

### Short Form: FI\_GP1

**Focus:** As a transition phase programme, which aims to facilitate entry to vocational education and training, VALMA has been designed to suit different types of learners in various life situations. The flexible design of the programme renders it possible for educational providers to offer educational pathways that cater to individual needs of their students. All courses are optional. The education includes Finnish or Swedish language; mathematics; information technology; natural sciences; social studies and cultural knowledge. The students will also improve their study and career skills during the studies and get to learn about different occupations and vocational studies (Opintopolku.fi).

**Target group/s:** The primary target group of the programme is “youth who have completed compulsory education and need to strengthen their studying capabilities and are in need of guidance and support in choosing education and occupation” and “youth who, for one reason or another, are outside of education and have not found a suitable study place.” The emphasis of the programme is on youth, but adults are also welcome to participate, “adult target groups could especially be immigrants, people changing careers, or people in need of re-education who have deficiencies in their studying capabilities.” (FNBE regulation 5/011/2015).

**Requirements and Access:** VALMA is meant for those who have not completed an upper secondary qualification, academic degree, or any other preparatory training in Finland or abroad. This rule is flexible however. People who have some of the aforementioned qualifications can participate—on the condition that it can be justified on specific grounds related to acquiring capabilities for further studies. Although student selection is made according to a broad criteria defined in the Act on Vocational Training and Education, providers are free to define their own more specific criteria. Most providers also require a minimum Finnish or Swedish language proficiency of A2.2.

**Descriptors:**

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
VET (transition phase training)	Various types of educational organizations offer the programme	VET education, adult education (varies between organisations)	National, altogether 51 ed. providers have the right to offer the programme in Finland	<u>Max.</u> duration one academic year/. Flexible pathways to other programmes anytime.	Continuous, intake annually & flexibly during semesters	State funding backed by legislation

## Finland: VET in prison

### Short Form: FI\_GP2

**Focus:** VET programmes offered in and adapted to suit prison surroundings. Criminal sanctions clients are in many aspects in situation of risk. Studied programmes follow national curricula and provide identical qualifications to studies completed outside prison. The core curriculum is competence-based. In our cases, learning was organised either at prison workshops under the supervision of CSA employed professionals and VET teachers or at external workplaces supervised by employers and/or VET teachers. Providing education and rehabilitation programmes during imprisonment are considered the best measures to prevent risk of recidivism. This flexible model of VET is one part of the solution.

**Target group/s:** Prisoners, criminal sanction clients.

**Requirements and Access:** In the case of prisons, recruitment of students is carried out in cooperation with the educational providers and the criminal sanctions agency (CSA). Prisoners are free to apply to education anywhere, but in order to gain access to open prisons, they must be rated low on the security risk scale. Potential students are assessed according to criteria such as total length of sentence, personal security issues and motivation to study. Priorities, available places and facilities of each prison also affect the intake. Education providers make formal decisions of admission but the CSA and prison management always have the final say.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
VET (transition phase training)	Public VET organisers in cooperation with the Criminal Sanctions Agency (CSA)	VET; criminal sanctions	National curricula, VET providers local	Flexible, depending on the skill levels of students (and duration of sentence)	Continuous	State

## Finland: Virtual School

### Short Form: FI\_GP3

**Focus:** The programme is designed to enable the completion of basic education for adults and to qualify for entering upper secondary education. AE practitioners include teachers, student counsellors, product owners and other technical staff. Courses and communication are provided through a tailor-made virtual learning environment. The students follow individualised study plans. The student counsellors monitor and encourage the students' progress throughout the programme.

**Target group/s:** Adults without comprehensive school diploma. (Separate programmes have been designed for youth still in compulsory school age.) Due to the highly textual format the programme may not be well suited for non-native Finnish speakers, dyslexics or visually impaired

**Requirements and Access:** Most of the applicants receive information about the programme from other social or educational service providers. The programme also advertises publicly. Anyone over the age of 16 and without a comprehensive school diploma can enrol. A student can participate in the Virtual School either for the entire curriculum or choose to take courses one at a time. The students enrol independently through the programme's web page. At least one face-to-face or phone call meeting with a student counsellor in the beginning is advised.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Second chance education. Virtualeducation	Folk high school owned by a municipality.	Adult education	National (not limited)	Not limited	Continuous, non-stop	State funded

## France: Second Chance Schools (E2C)

### Short Form: FR\_GP1

**Focus:** The E2Cs target 16-25 year-olds who are experiencing severe challenges in finding a job. They employ a work-based learning methodology, which takes into account individual participants' learning styles. The E2Cs facilitate school-to-work transition by providing personalised training lasting six to nine months. There are three key elements to the E2C's work-based learning approach:

- The Training Hub, which updates young people's basic competences;
- The Business Hub, which establishes partnerships with local companies; and
- The Social Life Hub, which encourages inclusion in the wider community.

The partnerships forged with businesses are a pillar of the E2Cs' success; a key element of the work-based learning programme is the immersion internships in partner businesses.

**Target group/s:** The second chance schools in France are considered as institutions under the general name of: *Établissement pour l'insertion dans l'emploi* (translated as institutions for integration into employment). As such they are bodies that deal with the objective of social and occupational integration young people aged 16–25. They are now jointly managed by the Ministry for Social Cohesion and by the Ministry of Labour. In these institutions, for young people heavily at risk of social exclusion and mostly early school dropouts, the approach is based on work related competencies. Preparation to active citizenship is a priority area.

**Requirements and Access:** The prescribers are mainly the Local Outreach Office (*Mission locale*-a not-for profit organization sponsored by the state) and the Public Employment Service (*Pôle emploi*; formerly ANPE, *Agence nationale pour l'emploi*). The participants are formally interns of the French VET system and if registered and without a qualification they are remunerated

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Non-formal	Non-profit organisation	School to work transition	National with regional and local implementation	Nine months	Monthly	State funding

## Germany\_GP1: Youth Integration Courses

### Short Form: DE\_GP1

**Focus:** The youth integration courses are run by the five youth migration services (*Jugendmigrationsdienste*). The provider chosen for the case is an international organisation which runs more than 90 Youth Migration Services in total. The 900-unit language course leads participants through stages A1 and A2 to level B1 of the German language, with 300 units each, according to the Common European Framework of Reference. German is taught as a second language. Teaching focuses on language implications of everyday life (housing, professions, media, etc.), on occupation, education and study, information assistance, exploration of the environment, contact and interaction, on mediation of intercultural competences and sensitisation for culturally different norms and values, on rights and obligations as well as on behavioural expectations.

**Target group/s:** For accepted refugees with a perspective to stay in Germany, the Youth Integration Courses are compulsory in order to obtain social assistance and benefits. Young migrants (up to the age of 27) without social assistance are also accepted at own expenses.

**Requirements and Access:** Access to courses occurs through Job Centres or through the Office for foreigners. Learners receive a list of education providers among which they can choose. Youth refugees are especially attended to through the German social security code (SGBIII, §78) which defines specific groups of young people as in need of funding to enable them to start or complete a vocational training or promote their employment after vocational training.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Non-formal	Non-profit organisations	Youth, Language learning, Civic education	Federal programme implemented locally	900 hours	Continuous	State funding

## Germany\_GP2: Culture and Integration

### Short Form: DE\_GP2

**Focus:** The programme 'Culture and Integration' was initiated by the director of the Adult Education centre and is run by the institution. The aim was to establish a good network between the AE sector and cultural institutions in the city so that refugees and migrants can have better access to the latter. On Friday afternoon entrance to the museums is free for them. The aim is to stimulate curiosity and foster speaking the language of the host country through access to culture which is possible only because of the special conditions established through institutional cooperation. A contract of cooperation exists between the AE centre and different cultural institutions. The director is supportive to the project/programme and all all programme directors meet on a regular base.

**Target group/s:** Participants of integration courses at the Adult Education Institution.

**Requirements and Access:** No requirements. Access through course teachers. The Culture and integration project is voluntary. Participants are informed about the possibility to visit cultural institutions of the city for free. There is guidance to the cultural objects by staff of the cultural institutions.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Non-formal	Adult Education	Language learning, integration, culture	Local level	Couple of hours	Continuous	Community level

## Germany: Youth Forum

### Short Form: DE\_GP3

**Focus:** Contextualized in community development activities and developed in the association's interest of offering opportunities to practice democratic thinking and acting, the Youth Forum project promotes the participation of young people in political decision-making processes at district level. Young people become aware that they can help shape their district with their commitment and ideas. The Youth Forum activates the participation of young people aged 14 and over by creating a platform where they can articulate their own needs and interests. Young people can draw attention to themselves with the Youth Forum, get in touch with politicians and learn that a commitment has a positive impact on the living environment.

**Target group/s:** The Youth Forum is a project within the framework of the 'Action Programme for More Youth Participation', which is jointly financed by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, the Federal Agency for Civic Education and the German Federal Youth Council. It is targeted to young people living in the deprived district of a selected city (*Note: a city in North-Western Germany with about 600.000 inhabitants*).

**Requirements and Access:** No access requirements. The Youth Forum is accessible to all young people living in the district (Main age group 16—26). Some of the young people also visit schools to advertise for participating in the Youth Forum. Thanks to its location inside a Youth Centre of the city district, the additional offers of the centre such as cooking initiatives, outings, projects, group's games can also be attractive and motivate young people to come. The Youth Forum though is more focussed on developing motivation and responsibilities towards acting as a change maker and to generate interest for political issues.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Non-formal	Non-profit organisation	Youth, Civic education	Local level	Continuous	Monthly	State + communal funding

## Greece: Roma Action Plan

### Short Form: EL\_GP1

**Focus:** The programme primarily aims to include young Roma women's voice, needs and interests into the local action plans. As such, the access to goods and services in the community is made available through introducing the specific needs of the Roma communities into the local development strategies; needs that have been identified in the local action plans developed in a participative manner. On the other hand, the project aims to support the local economy through training and consultancy for local women interested in generating income for their area.

**Target group/s:** It is an AE support programme for Roma women aged 18-35 and operates locally. The programme provides basic training and social support to young Roma women. The initiative initially aimed to cover at least 80 young women of the Roma community and to provide them with an integrated and customized service. The main goal of the programme is to ease the access of young Roma to positions in the private business sector that fit their education and qualification.

**Requirements and Access:** Roma women 18—35 are only considered. No other requirements are in place. Access is provided as soon as they are enrolled in the programme. Many women dropped the programme many times in the past and re-registered.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Non-formal adult education	Non-profit, NGO	Basic adult education and training	Local	175 hours	Continuous (started in 2009) It is provided ad hoc based on interest.	local authority funds

## Greece: VET for long term unemployed

### Short Form: EL\_GP2

**Focus:** This is a co-funded training programme for unemployed aged 18—29 years old which includes vocational counselling, theoretical and practical training in order to help them enter or re-enter the labour market. The programme is focusing on reducing unemployment and reintegrating the unemployed people into the open labour market. The programme centres on entrepreneurship and capacity building for those young adults with low skills who want to upgrade their competences and also acquire new ones in order to organise their portfolios and also learn how to develop a business plan for a start-up small enterprise.

**Target group/s:** Low-skilled young adults (18—29) who are long term unemployed (27 weeks or more).

**Requirements and Access:** All participants must have ISCED 2 (lower secondary general or vocational education).

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Vocational Education and training	Private organisation	AE VET	Regional	150 hours	Continuous (2016—2020), twice a year	Voucher funded (EU 75% AND State 25%)

## Greece: Transgender intervention

**Short Form:** EL\_GP3

**Focus:** The programme is about supporting transgender people, as well as their families and companions.

**Target group/s:** It aims to support the national transgender community, and in general other ways of gender diversity, through health promotion and empowering / enhancing skills in areas such as claiming rights, finding resources, communicating, etc.

**Requirements and Access:** Beneficiaries must be unemployed (15 weeks or more with or without receiving unemployment benefit) aged between 18—30. The programme lasts 65 hrs. Transgender men and women as well as non-binary and LGB people are also welcome to participate free of charge.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Non-formal adult education	Non-profit, NGO	AE, social inclusion	National	60 hours	Continuous (January 2017 and every 10 weeks)	Own funding and through donations

## Greece: Non-formal education for the homeless

### Short Form: EL\_GP4

**Focus:** This programme is part of a broader municipal network of social structures to combat poverty. The main focus is the prevention of youth marginalisation, the elaboration of policies which defend youth's rights and the implementation of active social support measures for disadvantaged young people. The programme assists mainly young people who live in conditions of homelessness and it operates daily from 9 am to 9 pm, to a specially designed area, offering social services and basic education, bathroom and laundry facilities. Guests have access to primary healthcare as well.

**Target group/s:** Homeless young men and women aged 18—25.

**Requirements and Access:** Homeless young men and women are welcomed daily with no admission requirements. The centre is open 12 hours daily. All participants are registered in the centre and must dwell anywhere within the limits of the Thessaloniki city.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Non-formal adult education	NGO, social support services, municipality	Education, social support	Local	12 hrs daily	Continuous since 2014	100% funded by the municipality

## Greece: Social integration of migrants

### Short Form: EL\_GP5

**Focus:** The programme's purpose is the social integration of immigrants, focusing on the critical age cohort between 16—25 years, but addressing other age groups as well. Furthermore, it is designed to complement the law offering citizenship to second-generation immigrants. The first part of the programme involves a series of workshops and seminars on professional orientation, legal issues and empowerment skills (including collective representation and the use of communication skills) and includes the participation of institutions such as the general workers' association. The second part of the programme involves setting up an Immigration Support Desk, which will act as a information hub for immigrants to provide them with legal advice and psychological support as needed.

**Target group/s:** Immigrants and refugees aged 16—25 years (women in their majority).

**Requirements and Access:** It prioritises women aged 16—25 who are refugees and asylum seekers but also migrant women from third countries, mostly Arab and African nations.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Non-formal adult education	NGO	Adult Education, migrant service	Regional	2 months in total	Every 2 months, since April 2016 (will end in June 2018)	Private foundation

## Greece: Empowering NEETs

### Short Form: EL\_GP6

**Focus:** The programme responds to the needs of NEETs, working on their empowerment by strengthening, promoting and encouraging their communication and emotional skills (e.g. how to express their feelings, build relationships and find an identity). An important output of this programme is the elaboration of an Automated tool / Guide with integrated methodological designs for social activities with young populations. With this tool the diffusion of acquired knowledge and experience regarding youth is pursued.

**Target group/s:** The programme essentially aims to strengthen civil society and enhance the contribution of NEETs to social justice, democracy, and sustainable development.

**Requirements and Access:** Low skilled (ISCED 2) unemployed and no-studying youth, aged between 18—25 years are only considered. “First come, first served” policy applies.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Non-formal adult education, VET	Non-profit, NGO	Vocational Education and training	Regional	160 hours of training, and volunteer participation in two youth work camps	Started in October 2015 and was completed in January 2018	EEA Grants Programme

## Hungary: College for Advanced Studies for Roma people

**Short Form:** HU\_GP1

**Focus:** This GP encompasses the analysis of three Roma colleges. The purpose of the training program is to embrace and educate Christian, mostly Roma, and disadvantaged students in order to reach the highest levels in their profession and to represent their people's culture. 60% of Roma and 40% of non-Roma are included in the institution, supporting their intercultural communication. The College has identified four areas of development in its program, namely "Christian values," "identity, openness to Roma culture," "professional excellence," and "community life". Their currently complex programs are geared towards talent management, such as a mentoring program with a student's life course approach.

**Target group/s:** The Colleges are dedicated to local Roma University students, but they also accept non-Roma students to support communication among them.

**Requirements and Access:** Every Collage for advanced studies has its' own application process in which applicants' Roma origin is not exhaustively controlled.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Basic skills	Non-profit	Education, youth and social sectors	Local level	Continuous	Continuous	State funding, and EU

## Hungary: Motivation Workshop

### Short Form: HU\_GP2

**Focus:** This student mentoring program, which has been running for 10 years already, supports the learning of disadvantaged (primarily Roma) children and young people, and helps them develop competences to succeed in their studies and to improve their chances to enter the labour market. Besides promoting their professional development and labour experience acquisition, the programme strengthens youth's social skills through volunteering and civic work in the public space.

**Target group/s:** The Association targets primary and secondary school children and young people, with a focus on the Roma. It also addresses care takers, mediators and gatekeepers such as educators or social workers (e.g., mentors, animators, community organizers), teachers and other assisting professions.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Basic skills	Non-profit (NGO)	Education, youth and social sectors	Local level	Continuous	Continuous	State funding, and EU

## Hungary: Disabled youth programme

Short Form: HU\_GP3

**Focus:** The programme supports young people with disabilities to access IT training and self-development programmes in a particular Hungarian county, to fight against their isolation and facilitate their employability skills.

**Target group/s:** The target group of the project is well defined: people with physical disabilities, with limited mobility, who completed at least secondary education (school leaving exam in Hungary), within the economically active age range, and living in the county. People with other disabilities are not excluded (those with mental problems, or partially blind).

**Requirements and Access:** There is a complex recruiting process, which involves a multidisciplinary team (psychologist and the medical staff) that carefully considers the candidate's life situation, ambition and abilities, monotony tolerance, learning abilities and competences.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Basic skills	Non-profit	Education and social sectors	Local level	Maximum 1 year	Occasional	State funding, and EU

## **Ireland: Informal participation project on barriers in education and employment for ethnic minority young people**

### **Short Form: IE\_GP1**

**Focus:** IE\_GP1 is a short-term one-off project which was run at an education service for ethnic minority young people for approximately four months in 2016/2017. The project was funded by a government grant linked specifically to themes of education and employment. The main methods of the project were based on youth work principles, involving group work and a residential workshop. Practitioners acted as facilitators while young people themselves were in charge of deciding the focus and eventually the outcome of the project. The project culminated in the production of a video in which young people describe the barriers experienced by ethnic minority young people in education and employment contexts. These included: pressures through expectations from within their families and communities which sometimes clash with expectations by wider society; limitations of opportunities through lacking social networks (especially in a country which is portrayed as heavily relying on 'knowing someone who knows someone'); as well as direct experiences of discrimination based on stereotypes and racism.

**Target group/s:** The project was aimed at young people from ethnic minority and migrant backgrounds. Due to short project funding timescales, a smaller number than initially planned participated in the project (5 young people), however, the work of the project involved consultation across a much wider stakeholder group (of services providers, young people, employers and other organisations).

**Requirements and Access:** Because the government grant under which the project was funded came with specific conditions, targets and a short timescale within which to deliver these, the organisation hosting the project relied on their existing networks of practitioners to help run the programme and of young people with whom they (or other organisations in the field) were already in contact. Some of the young people had been in contact with youth workers over a period of years, during which the practitioners had been witness to some of their experiences. Another aspect was that specialist services wanted to explore some of the barriers preventing ethnic minority young people from accessing mainstream services (e.g. in relation to employment or education advice).

**Descriptors:**

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Informal	Hosted by specialist education service (part of local education authority)	Youth work, informal education, basic skills support, refugee and migrant youth	Initially local, reached national levels of attention	About 4 months (with some ongoing work)	One-off	Government grant for specific project

## Ireland: Socio-cultural/sports-based informal education programme

### Short Form: IE\_GP2

**Focus:** IE\_GP2 consists of a range of projects, groups and events that take place at a volunteer-led non-governmental organisation in the fields of socio-cultural and socio-political informal education and sports education in Ireland. The organisation works at local, national and international levels, using sports as a vehicle to promote social and cultural inclusion and counter racism and other forms of discrimination. The programme also functions as a 'gateway' to other training and skills development opportunities, which could include team and leadership skills, coaching qualifications and ongoing support for young people who play semi-professional in clubs or are trying to move into professional footballing careers.

**Target group/s:** The young people taking part in the programme are diverse both in age and ethnic background. The majority are ethnic minority young people, including those who arrived with their families from other EU countries, refugees and asylum seekers. Irish traveller young people are also represented.

**Requirements and Access:** There are no access requirements apart from the interest in participation. For young people with very limited funds (for example young asylum seekers in 'Direct Provision' centres), the organisation tries to provide material support such as football boots where possible. The programme includes a strong focus on breaking down practical, social or cultural barriers to participation: another example is visiting families and communities of Muslim young women to address any concerns they might have about the cultural appropriateness of young women's involvement in sports.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Informal education	Charity	Socio-cultural education (sports), peer support, campaigning and awareness raising	Local, national and international	Ongoing	Ongoing (various projects and events)	Range of funding sources (some international)

## Italy: VET for young unemployed

### Short Form: IT\_GP1

**Focus:** The course aims to provide participants with useful tools and knowledge for a focused and targeted research of job opportunities. The structure of the modules is as follows: MODULE 1—Techniques and tools for job search—Rules for access to employment and employment services—Analysis and market strategies; MODULE 2—How to formulate a curriculum vitae and an effective letter of introduction—Personal branding—How to deal with a selection interview; MODULE 3—Rights and duties of the workers administered.

**Target group/s:** Addressed only to young unemployed and it was fully subsidised by the Lazio Region.

**Requirements and Access:** Only individuals who are currently in a state of unemployment are considered. Registration takes place through an online platform. Region residents have a priority.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Non-formal, vocational, orientation	Non-profit	Vocational training, counselling and guidance, validation	Regional	24 hours	Continuous	100% subsidised by regional authority

## **Latvia: Validation of informal learning**

### **Short Form: LV\_GP1**

**Focus:** Competence validation of informal and non-formal vocational education (up to competences level—03) for a wide range of professions. The approach assumes that the professional competency acquired in non-formal education is also formed by knowledge, skills and abilities gained through personal life and job experience. It is a broad programme targeting people from 18 years, not specifically tailored only to VYA. The evaluation of professional competencies mastered in the process of the non-formal education of an applicant, is based on a test of the corresponding professional standard at the professional qualification examination.

**Target groups/s:** The programme targets a wide range of socially disadvantaged groups: Young people aged 17 to 29 years NEETs; without previous professional qualifications who may be registered with the State Employment Agency (SEA) as unemployed or job seekers, but are not at the same time beneficiaries of the training or employment measures implemented by the SEA; who have acquired their professional qualifications not earlier than one year prior to admission to educational programmes implemented within the framework of the project and which may be registered with the SEA as unemployed or job seekers, but are not at the same time beneficiaries of the training or employment measures implemented by the SEA; Young people who have not received a targeted scholarship for at least 12 months prior to admission in educational programmes implemented within the framework of the project can be re-engaged in the project. Young people aged 15—29 incl. in prisons. Adults with functional /existential problems, disorientated in life and work situations. Foreign workers/migrant workers or political migrants from Post -Soviet countries (Ukraine etc.) and do not know the Latvian official language. Low educated adults with low motivation to learn and/or to find a job; adults with health problems; officially undefined groups at diverse physical meeting places; adults with low key competences, adults with special needs (autism, handicaps etc.), early school leavers (ESL), young mothers with small children and adults.

**Requirements and Access:** The requirements of the applicant's previous education, employment or age are not directly specified in the regulatory enactments. It is provided by certified vocational institutions across the country where free counselling is provided.

**Descriptors:**

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Formal and non-formal education	Vocational Schools, state-funded colleges	Vocational education	National	Continuous		Governmental, EU structural funds

## Malta VET for NEETs

### Short Form: MT\_GP1

**Focus:** The programme puts much emphasis on motivating NEETs to be active in the decision-making processes on their lives and futures. This is particularly important for NEETs because the majority of those who do not participate in education and/or employment is because they are indecisive to do so. This programme comprises study modules to which a total of 4 ECVET points are assigned.

**Target group/s:** The programme's main beneficiaries are young NEETs (that is individuals aged 16 years and over) and who have an NQF Level 1 in Maths and English Language.

**Requirements and Access:** NQF Level 1 in Maths and English Language is compulsory for entering the programme. No other requirements apply.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Vocational education and training	Non-profit, state funded organisation	Vocational education and training	National	54 hours	Continuous since 2014	100% State funded

## **Netherlands: Coding skills development programme**

### **Short Form: NL\_GP1**

**Focus:** NL\_GP1 is a coding skills development programme, which aims to support young adults at risk of social exclusion (specifically refugees and migrants). The programme lasts for 12 months and is made up of three phases. The first phase consists of three months in a coding ‘Boot Camp’. It starts with learning various coding languages (e.g. Html, CSS, Java). During this phase, the programme also organises Masterclasses for the students by technology companies such as Facebook, Google or Booking.com. In the next phase, the learners become Guides [mentors for new starters] for three months. In the Guide, period students learn more advanced programming languages. The final six months consists of an internship with a company as a developer, and these companies are often able to provide scholarships for students. The programme has been described as very intensive (10 hours per day) which involves regular peer/self-assessment and self-directed learning, incorporated into the programme.

**Target group/s:** The main beneficiaries are young adults from refugee, migrant and low-income backgrounds, and those who are currently under-represented in the technology industry, including women.

**Requirements and Access:** The admissions/recruitment process involves a set of challenging tests and tasks, but as noted by one of the co-founders, it is ‘meant to be hard’ because the programme organisers want students to ‘to feel like they’ve achieved something big when they get in’. As part of their application process, applicants are required to submit a video in which they outline why they want to learn about computer science. Those applicants, who are selected for interviews, are required to spend a day at the camp where they are given a scenario and have to talk about what they would do in this situation. The majority of young adults find out about the programme through other people, for example an employment advisor, friends or family, rather than accessing the information themselves. However, some young adults also access the information about the programme as a result of browsing online. The programme uses different channels in order to reach young adults such as Google marketing or through Facebook groups. The programme is free to access.

**Descriptors:**

Category	Type of organisation	Field of practice for organisation	Programme scope	Programme duration	Programme occurrence/frequency	Type of funding for GP
Vocational programme/ Retraining	Non-profit organisation	Adult education	Local	12 months	Ongoing	Participating companies through scholarship and sponsorship

## Portugal: Entrepreneurship VET

### Short Form: PT\_GP1

**Focus:** The overall objective of the programme is to train potential entrepreneurs and promote as many new business projects as possible, as part of an acceleration of innovation and employment model. Specific objectives include to analyse the profile and potential of entrepreneurs; to generate, define and validate business ideas and plans; to grasp the concepts of the legal-fiscal area, useful for the creation of a company; and to identify the main incentives and supports available to finance small and medium businesses.

**Target group/s:** Unemployed men and women aged between 18—30 years.

**Requirements and Access:** The course is part of the training course of the Cycle of Entrepreneurship of the provider, and same requirements for access apply.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Vocational education and training	Privately funded organisation, private body of public law	Adult Education, VET	Regional	350 hours	Continuous (2016 onwards)	65% State funded, 35% participant funded. Grants are also awarded.

## Romania: Vocational Education and Training Programme

### Short Form: RO\_GP1

**Focus:** The vocational education and training (VET) programme RO\_GP1 is offered by a vocational training centre that aims to support the social and economic (re)integration of young people in vulnerable situations, through vocational education and social care services. The vocational school is part of a humanitarian organisation with the same name, founded in the early 1990s. Its mission is to support the social and economic (re)integration of vulnerable young people, through vocational education and social care services. The school offers training modules for young people over 18 and for high school students. Each 18+ course is structured in two parts: (1) Domain-focused vocational training delivered in a practice-intensive way (75% practice, and 25% theory), with internships in profile organisations. (2) The School for Life, which goes in parallel with vocational training, and where learners acquire a range of life skills—abilities useful for everyday personal, social and professional life. Other personal development and training activities take place through specialised sessions and activities such as learner-focused case management, vocational coaching, and psychological counselling.

**Target groups:** The programme addresses young people at risk of social exclusion from all walks of life, with a focus on care leavers (young people leaving social care centres or foster homes at 18 years old).

**Requirements and Access:** Students are recruited through mediating organisations, typically child protection centres managed by the General Direction for Social Assistance and Child Protection, City Halls in nearby villages and NGOs that can liaise to possible beneficiaries. Prospective students have to submit an application and go through a process of selection that involves an interview and a test for evaluating basic aptitudes and skills.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
VET	Charity	Social care; VET	Local and regional	10 months or 2 years course	Yearly	International/development funds

## Romania: Labour integration programme

### Short Form: RO\_GP2

**Focus:** The labour integration programme RO\_GP2 is offered by a social enterprise that aims to support the socio-economic integration of adults in difficult and vulnerable situations. The programme offers a pathway for social and professional re-insertion focused on the needs and aims of each vulnerable person, by (re)building trust in oneself and others and self-esteem, contributing to improved family, social and professional ties and (re)integration on the job market and in society as a full and equal citizen. The training and insertion model was adopted from France, and adjusted to the local context. It is based on integration through work, based on a progressive learning pathway that tackles social, emotional, professional and technical competences. The social enterprise offers on the job training in insertion workshops focused on IT refurbishing and reuse, Socialware and Eco-gardening. The formative approach is progressive, tackling gradual competence development along three stages: Adaptation (2 months); Stabilisation (12 months); and Professionalization (up to 24 months).

**Target group/s:** RO\_GP2 addresses adults (no age limits) in situations of risk or those facing difficulties ranging from financial, family issues (including abuse and domestic violence), long term unemployment, homelessness, addiction, medical issues, and physical, intellectual or educational special needs. It targets as well members of minority groups and immigrants.

**Requirements and Access:** Recruitment is done through the mediation of partners that include placement centres, social care organisations, state directorates for protection of children and young people, as well as prisons, hospitals and centres specialised in recovery from addiction, the National Anti-Doping Agency, different NGOs that offer psycho-social services to vulnerable people, etc. Candidates' selection involves two interviews: the first with members of the support team, and the second with the coordinators of the workshop where they could be inserted. The key selection criteria are applicants' motivation and interest. It is also considered important to select candidates that contribute to creating a respectful and diverse work environment.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Labour integration/VET	Non-profit organisation	Social sector/ social enterprise	Local and regional	2–3 years	On-going	Social enterprise

## Spain: Labour integration programme

### Short Form: ES\_GP1

**Focus:** ES\_GP1 is an umbrella AE programme of labour intermediation between companies' opportunities and job seekers' needs. It is composed by a network of 395 social entities offering training in Spain and companies in need of trained workers. Its original approach promotes companies' involvement, directly or indirectly, in all the stages of the training process: from defining specific labour force demands to giving talks to trainees, providing them with real environments for their internships and, ideally, hiring at least some of them once the training has been completed.

**Target group/s:** People with some type of physical disability (e.g. sensory, physical, intellectual or mental), which represented 27% of the total labour market integration accomplished in 2016; as well as people who experience difficulties in accessing a job position for other circumstances, for example being long-term unemployed, young or from particularly vulnerable groups, such as women who have suffered episodes of gender violence or immigrants. These latter groups covered the other 73%.

**Requirements and Access:** GP1 welcomes all persons at risk of social exclusion aged above 16 years and who have been unemployed for at least two years. Beneficiaries access through various channels, including derivation from local social services. They are offered specific trainings (tailored to companies' needs), including internships and possibilities of being hired afterwards. Youth and long-term unemployed are especially encouraged to participate. Some young people access through the European Youth Guarantee programme.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Labour integration programme. Vocational training/ retraining	Non-profit organisation	Education, youth and social sectors	National	3 months	Continuous	Private foundation

## Spain: Leisure time monitor training

### Short Form: ES\_GP2

**Focus:** GP2 is a leisure time monitor course yearly offered by a non-profit Catalan foundation focused on the provision of educative and leisure time activities, services and trainings for social inclusion and social transformation. It emerged in 2010 after the foundation detected a lack of training programmes for young adults aged above 18. It aims to provide youth with skills to become leisure time monitors for children and teenagers.

**Target group/s:** GP2 targets young people at risk of social exclusion who have not completed the compulsory secondary education in Spain (ESO). However, they welcome other profiles too. For example, in 2017, many participants had already completed this educational level and some of them were also taking or planning to enrol in undergraduate studies.

**Requirements and Access:** Participants get to know GP2 by very diverse means, both online (e.g. banner ads in job search websites) and offline. Most commonly, they are referred by a Youth Guarantee referent, Social Services or other social entities, such as local youth information spots or centres, which make a first selection of young people interested in working with children and teenagers.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Socio-laboural inclusion	Non-profit organisation	Education, youth and social sectors	Regional	3,5 months	Continuous	Private and public funding

## Spain: Computer repair and maintenance VET

### Short Form: ES\_GP3

**Focus:** GP3 is a VET (*PFI* in Spain) on computer repair and maintenance. It is regulated by the Educational Department of the Catalan Government and co-funded by the Barcelona Chamber of Commerce. It is offered annually following the official educative calendar, from September to July, by a cooperative of ICT services for education, social inclusion and social transformation.

**Target group/s:** GP3 addresses young people aged between 16 to 19 years who have quit compulsory secondary education and are offered an alternative education option in professional training. Participants tend to have complex socio-economic backgrounds, mostly de-structured families and behaviour problems at school.

**Requirements and Access:** Since GP3 is in the list of official VET providers of the Educational Department, most participants are referred by other schools, social services and institutions. The GP3 coordinator welcomes prospective students in a preliminary interview to probe their profiles, interests and expectations and check whether the GP3 educational programme fits them. Most participants are boys who like informatics, hacker and video games culture.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
VET	Non-profit organisation	Education, youth and social sectors	Local	One year	Yearly	Public and private funding

## **Sweden: Work-oriented integration training**

### **Short Form: SE\_GP1**

**Focus:** The work-oriented integration training is intended for persons who wish to learn Swedish and work simultaneously. SE\_GP1 is organised under the umbrella and coordination of the regional administration in cooperation with the job centre and the regional branch of the National Board of Forestry. The education is provided by a folk high school (FHS). The full-time course combines (1) practical work in nature reserves, supervised by a forestry professional, (2) vocation-oriented language learning (3) developing of facilities for applying and keeping a job, and (4) Swedish for Immigrants (SFI) at individual level and track.

**Target group/s:** The programme is targeted at newcomers with refugee backgrounds who are entitled to participate in the integration programme. Recruiting criteria are not only academic but linked to the student's former work experience and interest to work within the park and forestry field. The National Board of Forestry cooperates with the jobcentre nationwide to also engage other groups than newcomers with refugee backgrounds in internship training organised in cooperation with local education providers.

**Requirements and Access:** The students are recruited or guided to integration courses by caseworkers at the jobcentre. Most of the interviewed students received information from their individual case workers or had heard about it from a friend or at school. The grounds for recruitment connect with either the students' former experience in farming, garden or forest work or working with machinery. The education provider cannot influence the recruiting process, as the jobcentre determines whether the provider is capable of teaching students with low academic skills. The students meet a counselling teacher in the beginning of their studies to make an individual study plan.

**Descriptors:**

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Integration training combined with vocational programme	Non-profit	Non-formal AE (folk high school); forestry, maintenance of the nature reserve and recreation areas	Regional cooperation between municipalities and employers in the Region (SFI is taught according to the national framework)	Six months internship + six months study/ work practice	Courses are organised according to the regional need of labour_	State / municipality

## **Turkey: VET programme for Syrian refugees**

### **Short Form: TR\_GP1**

**Focus:** GP1 is an example of how an ad hoc initiative has quickly turned into a much more integrated institution with a solid structure and a strategic vision. It operates in its 5-floored premises, with each floor being specifically designed to serve a specific function in service of the refugees from emergency services to VET, personal development and psychological/legal counselling and so forth. The first floor contains a very busy information and guidance desk that receives queries from refugees as well as handling their first time registration. There are medical clinics, a pharmacy providing free medicine, psychological and legal guidance services, a cafeteria serving free meals, and finally several classrooms and VET training workshops offering a wide variety of educational courses.

**Target group/s:** GP1 is an NGO affiliated with a local municipality that serves refugees from all backgrounds, but a vast majority of the people it serves are Syrians living in this district and its immediate neighbourhood. Sultanbeyli is one of the smaller and poorer districts in the peripheries of Istanbul. However, it has received and is currently hosting a large number of Syrian refugees. The number of registered Syrian refugees in Sultanbeyli is more than 20,000, accounting for around 4% of Syrians living in Istanbul.

**Requirements and Access:** The programmes are open for all the refugees. However, in terms of main beneficiaries, the language and hairdressing courses are attended by women, while the construction courses are attended exclusively by young men. There is a greater variation in the ages of the women who attend the courses that ranges from 18 to 50+ year-olds. GP1 offers medical/legal/psychological support as well as economic advice and emergency needs for refugees, all in their own language through experts who are refugees themselves, so access to the programmes are easy to them. They are informed about upcoming courses, they can demand prospective courses and provide feedback on previously attended ones. In order to attract male learners, GP1 provides cash payments for those who are attending fully.

**Descriptors:**

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
VET	Non-profit organisation	Education, Advocacy, Consultancy, Health	Local	4 months (each level) 3+4 months	Continuous	External (project based)

## Turkey: Women entrepreneurship programme

### Short Form: TR\_GP2

**Focus:** The programme consisted of a combination of trainings in two specific vocations, machine tailoring and ornamental planting, with several modules of training in entrepreneurship, marketing, advertisement, body language, leadership, time management, and so on.

**Target group/s:** This adult education programme was designed and implemented for the vulnerable women of the mining town [Anon.] in Western Turkey. Soma had just been devastated by a tragic mining disaster that killed several hundred miners in [Year anon.]. This programme primarily targeted women that were directly affected by this disaster by losing their relatives.

**Requirements and Access:** In principle, the programme was open for application of all women in Soma. The application process was very simple and the necessary documents were limited to passport photographs and identification documents. The machine tailoring course accepted 30 female learners and the ornamental planting course accepted 20 of them aged between 19 to over 50 years.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
VET	Non-profit organisation	Women entrepreneurs— Economic sectors	Local	3 months	Continuous	External (Private)

## Turkey: Vocational Course for Syrian Women

Short Form: TR\_GP3

**Focus:** TR GP3 provides hairdressing courses for Syrian refugee women, as part of an integrated service-provision framework which flexible AE programmes are designed according to the needs, demands, and conditions of refugees. Based on the strong rapport established between the organisation and the refugee community, GP3 has been able to identify AE contents, design programmes, effectively reach out to targeted groups, make sure the maximum number of learners continue up to completion, and remain in contact with former learners.

**Target group/s:** The general target group is the Syrian refugee community in the Syrian-border city Gaziantep. However, thanks to its Multi-Service Support Community Centre concept, which relies on external funding for various projects, TR GP3 has been able to target more specific groups within the Syrian refugee community such as women, disabled individuals or illiterate men.

**Requirements and Access:** All Syrian refugees are eligible for the services, including AE programmes, provided by GP3. There is an initial process of registration, during which the NGO learns about the profile of the individuals as well as their needs, demands, and existing skill sets. Once new AE programmes are designed based on this information, relevant and targeted individuals and groups are informed individually. Attendance to a certain percentage of the classes is mandatory and there is usually no other financial or otherwise requirements for accessing the courses.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Basic skills VET	Non-profit organisation	Education, Advocacy, Consultancy, Health	Local (several local branches of a national NGO)	4–5 months	Continuous	External (Project based)

## **United Kingdom: Mentoring programme, Scotland**

### **Short Form: UK\_GP1**

**Focus:** UK\_GP1 is a mentoring programme in schools in a Scottish city, run by a charity in cooperation with the local authority and local secondary schools. It is usually accessed by young people aged 15—17 but support can continue beyond that age, as negotiated between young people and their mentors. Mentors and young people meet regularly, with the focus of meetings mainly driven by the young person. The overall aim of meetings is to help the young people discover and develop their ‘talent’, to guide, support and boost self-belief. Based on young people’s talents and interests the mentor guides and advises them to various opportunities available and will set up opportunities themselves.

**Target groups:** UK\_GP1 is specifically designed and intended for vulnerable young people, particularly those who have been or currently are in the care system and those who have had support from a social worker and who have experienced particular disadvantages impacting on their ability to fully participate and succeed in education. Often the disadvantages young people have experienced relate to the lack of a supportive adult in their home / family life, while young people at risk of offending or young people with mental health issues are also targeted for this support.

**Requirements and Access:** Young people may be identified by professionals that they are working with (particularly those within their schools or their social workers), or they may self-identify. This is often the case when a young person has heard about the programme from a peer who recommends involvement. The mentors are recruited by a volunteer recruitment team that recruit the volunteer mentors, train and support them in communities both face-to-face as well as online. The mentors are put forward to the ‘matching panels’, the aims of which are to try and match the mentees with mentors who share similar interests. The limit to student numbers is determined by the number of mentors available. At the time of the research there was a waiting list of young people who would like to be involved.

**Descriptors:**

Type of programme	Type of organisation	Field of practice for organisation	Programme scope	Programme duration	Programme occurrence/frequency	Type of funding for GP
Informal education	Charity	Mentoring	Currently just available in one city	Varies but usually two-three years	Ongoing	State

## United Kingdom: 16-19 VET programme

### Short Form: UK\_GP2

**Focus:** UK\_GP2 is a (pre-) vocational programme leading either to further training (such as a course at a higher level or an apprenticeship) or employment. Learners study key skills subjects (English, Maths, ICT and Personal Development) alongside a vocational focus (e.g. childcare, business and administration, computing, sports and youth work) at different levels. The programme runs on a continuous ‘roll-on, roll-off’ basis, allowing young people to join throughout the academic year. The duration and intensity are flexible and depend on learners’ previous qualifications and their ability to reach the next skills level.

**Target groups:** The programme is open to learners aged 16 to 19 (and beyond, in some circumstances) who wish to study one of the available vocational qualifications at the level offered by the college. Young people with an Education, Health and Care Plan studying on the supported internship scheme are aged 17 to 25. There is also a separate cohort of young people studying ESOL (English for Speakers of Other Languages); these young people tend to have arrived in the UK more recently as asylum seekers, refugees or migrants. In practice, most of the young people attending the college tend to be from the local area or from neighbouring boroughs.

**Requirements and Access:** Learners wishing to join the programme go through an initial assessment process and interview. There are separate access processes for learners on the supported internships scheme and for those on the ESOL programme. Some learners on the main vocational programme also re-sit their secondary school leaving certificates (GCSEs) in English and Maths or other accepted qualifications (such as Functional Skills in English and Maths). This is a government requirement for courses for learners aged 16 to 19 (unless they have already achieved a certain grade level in these subjects).

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Vocational and basic skills	Non-profit organisation [faith-based charity]	Education, including further education, youth work and early years provision	Local	Varies depending on individual needs	Continuous	State and local authority funding

## United Kingdom: ESOL programme

### Short Form: UK\_GP3

**Focus:** The programme presents an example of ESOL (English for Speakers of Other Languages) provision in an Adult Education College in England. ESOL courses traditionally aim to provide English-language skills for non-native speakers, specifically targeting those newly arrived in the UK, such as refugees and migrants. The ESOL qualification is accepted as evidence of English-language proficiency for settlement and naturalisation.

**Target group/s:** The programme supports learners whose first language is not English aiming specifically targeting those newly arrived in the UK, such as refugees and migrants. ESOL learners often share some common disadvantages, such as a risk of unemployment and social exclusion. The learners in GP3 have been described as adults experiencing or being at risk of experiencing multiple vulnerabilities, which may hinder their social and economic participation.

**Requirements and Access:** This course requires assessment and interview, so, depending on their learning needs and capabilities, the prospective learners could be assigned to appropriate types and levels of the programme. Recruitment to the programme takes place through a variety of approaches, from leafleting to local libraries and GP surgeries, at the Job Centre and at information stalls and open evening events in the college, through the internet / social media, as well as through recommendation / word of mouth from a range of local organisations and networks.

### Descriptors:

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Basic skills and remedy	Adult Education College	Adult Education	National	Runs termly, in 12-week blocks (most commonly it takes 3 terms)	2-hour classes, twice a week	Government

## **United Kingdom: Gateway programme for unemployed young people**

### **Short Form: UK\_GP4**

**Focus:** GP4 emphasis is on personalised support to help learners consider their options, provide choices, opportunities and practical support. The programme can run for up to 12 months for each learner, but a further 6 months follow-on support can be provided once a learner has found employment or started education or training. The programme functions as a portal programme, providing access to a personal advisor who supports participants in considering their educational, training or employment plans and options and who provides information, advice and guidance throughout the duration of a learner's journey on the programme. The programme is tailored to each learner's particular situation and needs. There is no set curriculum or route and some learners might only attend one-to-one sessions with their advisor, while others take part in a range of classes, volunteering opportunities or embark on other courses. The overall

**Target group/s:** The programme is open to young people aged 16 to 29 in the local area who are unemployed and / or not in education or training. There is a lot of flexibility in the programme and learners can continue to receive support even once they have found employment, education or training.

**Requirements and Access:** There are no restrictions regarding qualification levels: although in practice many of the learners may have experienced some problems and challenges in previous education, training or work contexts, there are also learners who have completed university degrees but struggle with entering employment. Recruitment to the programme takes place through a variety of media and approaches, from leafletting to local households, at the jobcentre and at information stalls and events in the local town(s), through the internet / social media, as well as through recommendation / word of mouth from a range of local organisations. Before starting the programme, prospective learners meet with a personal advisor for an initial assessment which involves discussions around their goals and aspirations, skill levels and preferred learning styles.

**Descriptors:**

Category	Provider	Sector	Scope	Duration	Occurrence	Funding
Basic skills, second chance, vocational elements	Adult community college and private training provider	Adult education, further education and work-related learning	regional	Varies depending on individual needs	Continuous	European (ESF), state funding and additional funding streams