Quality
in non-formal education and training
in the field of European youth work

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Table of contents

Introduction

The Partnership Programme of the European Commission and the Council of Europe and the SALTO Training and Co-operation Resource Centre issued an invitation to thirty actors with different functions but with expertise in training and further education of European level trainers to attend a meeting in Budapest in June 2007. Goals of the meeting included the exchange of best practices and initiation of steps to motivate actors in this field to reinforce co-operation, develop common standards and a joint strategy on training and further education of trainers.
One of the first tangible results of the Budapest meeting is this study on quality of non-formal education and training in the youth field and on a competence profile for those having educational responsibility, in particular for trainers.
During a first consultation round with different actors in spring 2008 we got some feedback to the initial draft document. Whenever considered to be appropriate, these comments have been taken into consideration in this revised version. Nevertheless this study is still intended to be further discussed so that it may be used as a widely supported consensual reference document for the training of trainers in the future. Further information on the meeting, planned initiatives and the references used in this text can be found here: http://www.salto-youth.net/totstrategy/.

Objectives, scope and structure of the study
The original objective for this study was to define the competences required for European-level training in the youth field, which then would serve as a basis for respective European-level training courses for trainers.

When starting to work on this study, it became evident to the authors that they first needed to address a number of other issues which determine in some way these trainers' competences: youth work in a European context and, subsequently, the situation and needs of those who should be trained – youth workers and youth leaders; approaches, principles and methodologies of non-formal education, in particular in the youth field and in a European context; the understanding and concepts of quality in education and, in particular, quality standards for non-formal education in the youth field. Only then it would be possible to address the issue of the respective trainers' competences which are necessary to meet these quality standards.

It also became evident that many issues addressed are not only valid for European-level training in the youth field[1], but also for non-formal education and youth training at national, regional and local levels as well as for youth work as socio-pedagogic sector and for non-formal education in general.

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[1] It should be noted that, in principle, the authors consider the quality standards and the competence profile for non-formal education and training in the youth field described in this document independent from the fact, if the respective training activities are organised within the youth programmes of the European Union or the Council of Europe or if they are run by other organisations. At the same time, there might be differences with respect to specific knowledge required depending on the specific programme.

Therefore, many aspects of non-formal education are valid for youth workers and youth leaders (who apply non-formal education in their work with young people and, therefore, need specific pedagogic competences), to trainers in the youth field (who are training youth workers and youth leaders) as well as to trainers training trainers in the youth field. At the same time, it must be clear that the competence profiles of youth workers, trainers of youth workers and trainers of trainers in the youth field are different while, to a certain degree, they are overlapping.

This is why the study as it is presented now addresses the issues of quality in non-formal education and training within the context of European youth work from a holistic perspective. This does not mean that all aspects are covered. But we tried to take into account all relevant European documents, studies on these issues from the last years and the recent development of discussions at European level. It is up to the reader to decide whether she or he follows the proposed structure of the document or decides for a more selective reading, including the annexes on quality in education and on quality standards for non-formal education.

The study is divided into the following sections:

The **Introduction** includes the *scope and structure* of this study, its *background and rationale* in the context of European policies in the fields of education, training and youth, an introduction to *youth work in a European context*, including its institutional framework, and an introduction to *non-formal education and learning in the youth field* (pages 4-12).

The chapter **Quality in non-formal education and training in the youth field** addresses *pedagogic approaches, principles and methodologies* of non-formal education with a special focus on the youth field and with special reference to non-formal education and training in the context of European youth work. Based on the principles of non-formal education, on practice and on existing *concepts of quality* in the non-formal education sector as well as in other sectors of education a set of *quality standards for non-formal and training* is outlined. While these standards are focussing on non-formal education in the youth field, in particular in a European context, they could partly also be applied in non-formal education in general (pages 13-24).

The chapter **Competence profile for trainers in the field of European youth work** will develop and justify different *dimensions of competences* which we see as *compulsory for the development of a competence profile of trainers in European youth work*. It will be discussed that European youth work should be looked at as a profession and thus demanding for criteria to assess the quality of professionalism. Starting with an interpretation of the eight key competences in the context of lifelong learning, key dimensions of a professional competence profile will be developed with the main *focus on intercultural orientation and intercultural discourse*. Consequently, some reflections on a new approach to intercultural learning will be presented followed by summarising conclusions (pages 25-36).

Annex A provides an insight into policies, concepts and developments concerning *quality iin the different sectors of education* (pages 37-41).

Annex B describes in detail *quality standards for non-formal education and training* addressed in the chapter on quality in non-formal education and training in the youth field (pages 42-49).

The **Bibliography** is listing all documents the authors have taken into account when writing this study.

Helmut Fennes is the author of the chapter on non-formal education and quality in education and training in the youth field and the annexes on quality in education.
Hendrik Otten is responsible for the chapter on a profile of trainers' competences. Both authors share responsibility for the introductory part and support the basic points of view advocated in this text.
Udo Teichmann initiated this study. He patiently and critically accompanied its development.

The study is dedicated by the authors to their friend and colleague **Peter Lauritzen** who during more than 35 years of his professional life contributed to many ideas and concepts presented in this text. He left us too early to be part of its completion – which he probably would have seen as "work in progress".

Background and rationale

At the end of the 1980s and beginning of the 1990s first approaches were made to take the "young" *Youth for Europe* programme and give it a clear non-formal shape but still make it a structured intercultural educational programme. Since then, aspects of quality development and quality assurance in European youth work and thoughts on what professional action of people with pedagogical responsibility can mean and contribute to it have become indispensable in the education discussion at the European level. The YOUTH and YOUTH IN ACTION Programmes and the established partnership between the European Commission and the Council of Europe in the context of European youth work and youth research have provided a fresh dynamic impetus to this discussion. One of the more important aspects is the obligation to take a systematic approach and consider procedures and concepts for documenting and validating qualifications, competences and knowledge promoted and acquired through non-formal and informal education.

This debate received a political dimension through the Lisbon process, started in March 2000, which envisages the European Union by 2010 … "*to become the most competitive and dynamic knowledge-based economy in the world capable of sustainable economic growth with more and better jobs and greater social cohesion.*" (Conclusions of the European Council of Lisbon, paragraph 5).

Different strategies are applied in order to achieve this very ambitious goal. The main strategies focusing on education and training are the following:

- The Council Resolution on lifelong learning of May 2002 and the action programme (LLP) adopted in 2006 – they accept the need for lifelong learning as a guiding principle for developing education and training at European level as this concept is perceived to provide great opportunities for developing and using individual potentials while active citizenship, social and societal integration and employability can be promoted in a positive way;
- The European Council's Copenhagen declaration of December 2002 – among other things it opts for common principles regarding validation of non-formal and informal learning with the aim of greater compatibility between approaches while respecting the varied and different procedures in the individual member states and tapping into the potential associated with this type of learning; The European Council adopted these common principles in May 2004;
- The so-called Bruges process of 2002 – apart from an agreement on closer cooperation in vocational training it emphasises the special opportunities of non-formal learning for young people; and it is still particularly important for the context of our discussion:
- The white paper *A new impetus for European youth* of November 2001 – with this document the European Commission created the conditions for more intensive cooperation in the field of youth policy within the European Union. Particular impetus has been brought about by the Open Method of Coordination applied to the co-operation between the ministries responsible for youth affairs in the EU member states and the Commission itself, while European youth policy had hardly been noticed before. It has created increased awareness of the fact that youth issues also affect other policy fields. The current youth policy discussion at the European level in the context of YOUTH IN ACTION acknowledges this progress.

All documents mention lifelong learning, mobility, employability, social integration, fight against racism and xenophobia and the autonomy of young people as priority topics. The debate on qualification was most recently politically enhanced by the European Youth Pact.

Despite the primacy of "training and employment" European youth work today is defined in a far more complex way within an educational policy context. It encompasses demands and expectations that go far beyond selective and isolated youth policy action. European youth work that claims to be seriously aligned with these intentions, requires a clear quality concept and professional profile. This relates to a description of certain standards for needed competences and qualifications of people with educational responsibility.

Quantitatively and qualitatively European youth work is one of the most important fields of non-formal education within the European Union. Furthermore, it is the driving engine when it comes to increasing awareness of a European citizenship and considering the way in which an operational, democratic European civil society can be consolidated and the characteristics it should have. With a view to the future it is therefore appropriate to use the different European programmes to target the qualification and professionalisation of European youth work systematically and continue discussions at the youth policy level.

The issue of competences required for high-quality European-level non-formal education and training in the youth field (in the following referred to as "trainers' competences") is strongly interrelated with the principles, approaches, methodologies and methods of non-formal education as well as with a definition of quality in non-formal education and training. *Therefore, this study has to deal with all three aspects – non-formal education, quality and trainers' competences – in* order to make adequate recommendations for the professionalisation in this field.

Youth work in a European context

Youth work in a European context has a long tradition. Numerous European youth organisations – primarily umbrella organisations of national youth NGOs – have been established during the second half of the past century, amongst others, to give youth work a European dimension and to establish platforms for European-level co-operation and exchange in the youth field, also aiming at the recognition of youth issues and at the participation of young people in public and political life.

Today, the European Youth Forum, an international organisation established in 1996[2], is the biggest platform of youth organisations in Europe with more than 90 member organisations – national youth councils and international non-governmental youth organisations in Europe.

In the 1970s, the Council of Europe established an institutional framework for promoting European youth work and youth co-operation through the foundation of the European Youth Centre in Strasbourg in 1972 and in Budapest in 1995 as well as through the establishment of the Directorate of Youth and the European Youth Foundation (both in 1972) which developed respective programmes and funding schemes in this field.

In the late 1980s, the **European Commission** established the Youth for Europe Programme (three phases between 1989 and 1999, complemented by the European Voluntary Service Programme in 1996 and followed by the Youth Programme in 2000 and the Youth in Action Programme in 2007) as well as a youth unit in the European Commission.

In 1998, the Partnership between the Council of Europe and the European Commission was established "to promote active European citizenship and civil society by giving impetus to the training of youth leaders and youth workers working within a European dimension". This agreement has since been extended to human rights education, intercultural dialogue, quality and recognition of youth work and training, a better understanding and knowledge of youth (youth research) as well as youth policy development[3].

European youth organisations as well as the Council of Europe and the European Commission largely share the following values and aims in the youth field and beyond[4]:

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[2] The European Youth Forum is the successor of the Council of European National Youth Committees (CENYC) and the European Co-ordination Bureau of International Non-Governmental Youth Organisations (ECB), which had been representing youth interests since the 1960s.

[3] see http://www.coe.int/T/E/Cultural_Co-operation/Youth/6._Partners_and_co-operation/default.asp#TopOfPage (accessed 10.01.2008)

[4] see European Youth Forum (http://www.youthforum.org/, accessed 10.01.2008); Programmes and objectives of the youth sector of the Council of Europe 2006 to 2008 (http://www.coe.int/t/e/cultural_co-operation/youth/2._Priorities/Priorities_2006_2008_all_en.asp#TopOfPage, accessed 10.01.2008); Decision No. 1719/2006/EC of the European Parliament and of the Council establishing the 'Youth in Action' programme for

- The promotion of participation and democratic citizenship of young people, in particular the participation of young people in civil society as well as in public and political life;[5]
- the promotion of democracy, human rights, social justice, tolerance and peace;
- the promotion of equal rights and opportunities in all areas of society;
- strengthening solidarity among young people and promoting social inclusion, in particular with respect to young people with fewer opportunities and with disadvantages;
- understanding for and appreciation of cultural diversity and developing tolerance and the capacity to act in a culturally diverse society;
- combating racism, anti-Semitism and xenophobia.

The aims outlined above give youth work in a European context a significant educational dimension since they imply the development of specific competences of young people, including key competences[6]. Given the context of youth work, this implies non-formal education, training and learning of young people (see definitions further down).

Non-formal education and learning in the youth field

Non-formal education and learning[7] has a long tradition in youth work at all levels, even if it has not always been explicitly designated as such. Personal development, learning in groups, interactive, participatory and experiential learning are long established features of non-formal education and learning in the youth field. This is directly related to the aims described above which require the development of personal and interpersonal competences as well as of humanistic and democratic values, attitudes and behaviours beyond the acquisition of plain knowledge. Face-to-face interaction and a combination of cognitive, affective and practical learning are essential to achieve this.

While the youth sector has played an essential role in pointing out the relevance and importance of non-formal education and in developing its approaches, concepts, methodologies and methods, non-formal education is neither a new form of education nor is it unique to the youth field – also other sectors of education and civil society have long been applying non-formal education approaches in their work – often implicitly and not solely.

During the past decade, non-formal education and learning has received increasing attention in practice, policy and research in view of social and economic demands to consider learning as a lifelong and life wide process.

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the period 2007 to 2013 (http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2006:327:0030:0044:EN:PDF, accessed 10.01.2008)

[5] Furthermore, the European Union puts special emphasis on promoting European citizenship.

[6] Competences are defined here as a combination of knowledge, skills and attitudes appropriate to the context (see European Parliament and Council: 2006). Key competences represent a transferable, multifunctional package of knowledge, skills and attitudes that all individuals need for personal fulfilment and development, inclusion and employment (see European Commission: 2004).

[7] The term "education" is complemented by "learning" which reflects a shift in terminology that has taken place in research and policy documents during the past years. "Learning" is related to activities as well as individual and group processes while "education" is more related to systems as well as outcomes.

This is reflected, in particular, in the lifelong learning strategy, the Education and Training 2010 Programme, the Lifelong Learning Programme, the Youth in Action Programme and other policies and programmes of the European Commission[8], in the policies, programmes and objectives of the youth sector of the Council of Europe[9], in a joint working paper of the European Commission and the Council of Europe (2004), in concepts and policies of non-governmental organisations, in particular also in the youth field[10], as well as in contemporary research on education and training in Europe and beyond[11].

Special emphasis has been given to the recognition and validation of competences acquired through non-formal and informal learning in general and, in particular, in the European youth field[12]. Two special instruments have been developed in this respect: Youthpass has been established to complement Europass in the youth field and has become a standard feature in the YOUTH IN ACTION programme for the recognition of the participation of young people in youth projects with a non-formal education dimension[13]. The European portfolio for youth workers and youth leaders[14] provides volunteers or professionals in the field with a tool which can help them to identify, assess and describe their competencies.

Contemporary research places non-formal learning in a learning continuum between formal and informal learning, where an educational/learning activity can combine a range of features, of which some are more characteristic of formal learning settings than of non-formal or informal ones and vice versa[15]. Colley, Hodkinson and Malcolm (2003) have developed a list of twenty criteria distinguishing between formal and informal and have grouped them in four clusters (process; location and setting; purposes; content).

In their evaluation report of the Advanced Training for Trainers in Europe, Chisholm et al. (2006) reformulate these criteria and place each criterion into one of the four clusters to which it is most closely related in order to analyse this specific training programme with respect to its position in the learning continuum.

The learning continuum as described above comprises three types of learning contexts as specified in the Box 1 below:

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[8] seeEuropean Commission (2000, 2001a, 2001b), European Parliament and Council (2004, 2006a, 2006b)

[9] see Council of Europe (2003) and http://www.coe.int/t/e/cultural_co-operation/youth/2._Priorities/Priorities_2006_2008_all_en.asp#TopOfPage, accessed 10.01.2008

[10] The non-governmental youth sector has made major contributions to non-formal education, in particular also through the European Youth Forum (see http://www.youthforum.org/Downloads/policy_docs/learner-centred_education/0618-03.pdf; http://www.youthforum.org/Downloads/policy_docs/learner-centred_education/0716-05.pdf; http://www.youthforum.org/Downloads/policy_docs/learner-centred_education/0009-08_NFE_FINAL.pdf, accessed 16.08.2008)

[11] see Chisholm with Hoskins/ Søgaard-Sorensen/Moos/Jensen (2006), Chisholm/Hoskins with Glahn (2005), Colley/Hodkinson/Malcolm (2003), Dohmen (2001), Dubois (2005)

[12] See Council of the European Union (2004, 2006)

[13] See http://www.youthpass.eu/en/youthpass/ and http://www.salto-youth.net/youthpass/, accessed 16.08.2008

[14] http://www.coe.int/t/dg4/youth/Resources/Portfolio/Portfolio_en.asp, accessed 18.08.2008

[15] see Chisholm with Hoskins/ Søgaard-Sorensen/Moos/Jensen (2006), Colley/ Hodkinson/Malcolm (2003)

> **Box 1: The learning continuum**
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> **Formal learning**
> Learning typically provided by an education or training institution, structured (in terms of learning objectives, learning time or learning support) and leading to certification. Formal learning is intentional from the learner's perspective.
>
> **Non-formal learning**
> Learning that is not provided by an education or training institution and typically does not lead to certification. It is, however, structured (in terms of learning objectives, learning time or learning support). Non-formal learning is intentional from the learner's perspective.
>
> **Informal learning**
> Learning resulting from daily life activities related to work, family or leisure. It is not structured (in terms of learning objectives, learning time or learning support) and typically does not lead to certification. Informal learning may be intentional but in most cases it is non-intentional (or 'incidental'/random).
>
> Source: Glossary, Lifelong Learning Communication (European Commission: 2001), drawing on the Lifelong Learning Memorandum (European Commission: 2000).

These three types of learning are in the end neither completely distinct nor do they entirely exclude each other nor do they have clear boundaries between them. They rather represent archetypical constructions along the continuum between formality and informality[16]. It is, therefore, not surprising that numerous definitions of non-formal education exist which differ from each other in different facets with respect to process, location and setting, purposes and content[17]. It can be questioned, if it would be desirable or possible to establish a commonly agreed definition for non-formal education/learning.

The final report of the Council of Europe's Symposium on non-formal education in 2001[18] outlines common elements in existing definitions of non-formal education as well as essential features and methods of non-formal training and learning with a special focus on the youth sector, thus describing a range in the learning continuum that could be called "non-formal education and learning in the youth field" (see Box 2 below). Nevertheless, while some of these features are specific for the youth sector, many of them are reflected also in other non-formal education sectors, i.e. in adult education and in community education.

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[16] see Chisholm, L./Fennes, H. (2008)
[17] see Council of Europe (2001: Appendix) and Colley/Hodkinson/Malcolm (2003)
[18] see Council of Europe (2001)

Box 2: Features of non-formal learning in the youth sector

Common elements in existing definitions of non-formal learning
- purposive learning
- diverse contexts
- different and lighter organisation of provision and delivery
- alternative/complementary teaching and learning styles
- less developed recognition of outcomes and quality

Essential features of non-formal learning
- balanced co-existence and interaction between cognitive, affective and practical dimensions of learning
- linking individual and social learning, partnership-oriented solidarity and symmetrical teaching/learning relations
- participatory and learner-centred
- holistic and process-oriented
- close to real life concerns, experiential and oriented to learning by doing, using intercultural exchanges and encounters as learning devices
- voluntary and (ideally) open-access
- aims above all to convey and practice the values and skills of democratic life

Non-formal teaching/training and learning methods
- communication-based methods: interaction, dialogue, mediation
- activity-based methods: experience, practice, experimentation
- socially-focussed methods: partnership, teamwork, networking
- self-directed methods: creativity, discovery, responsibility

Source: Council of Europe Symposium on Non-Formal Education: Report (2001)

It can be assumed that this understanding of non-formal education and learning is broadly shared in youth work and in youth non-formal education in a European context. Therefore, it is also taken as the basis for the following considerations (chapter 1).

Trainers in non-formal education play a central role in this European educational process. It is therefore only logical that a new profession has been developing at European level which goes far beyond the voluntary involvement that experienced youth leaders showed in this area in the past. Today, trainers have an important multiplying effect at very different levels and mostly work for institutional organisations and NGOs. A sustainable qualification of these trainers to enable them to offer and conduct high-quality non-formal education should therefore also be in the interest of employers and clients. To proceed with a systematic and (due to scarce resources) preferably shared advancement and realisation of a qualification strategy for trainers adequately corresponds to this task and is therefore commendable. The study is intended to be a first step towards that objective.

Quality in non-formal education and training in the youth field

Pedagogic approaches and principles in youth worker training[19]

A major objective of European-level training in the youth field[20] is to develop competences of youth workers, youth leaders and multipliers in the youth field[21] which enable and empower them for non-formal education activities with young people in view of the values and aims of youth work in a European context (see introduction above) – although many youth work activities are not primarily or not explicitly declared as educational activities.

It is assumed that pedagogic approaches and principles need to be coherent and consistent within a learning system. When youth workers are trained to acquire competences for non-formal education and learning activities with young people, the approaches and principles applied in the training of these youth workers have to be coherent with the training/learning approach taken in non-formal education – this is evident but not necessarily made explicit or adhered to.

Relating it to the common elements in existing definitions of non-formal education in Box 2, training in the youth field implies purposive learning (with explicit and clear aims and learning objectives, thus, explicitly declaring it as a learning activity) in diverse contexts with respect to themes, contents, levels addressed (local, regional, national and European) and target groups. The degree of organisation of learning activities is lighter than in formal education but due to the (explicit) goal-orientation often more structured than in youth work as such. The latter is not necessarily stringent, but there seems to be an (implicitly) assumed correlation between goal-orientation and structure. Training and learning styles do not really differ between training in the youth field and youth work as such – although the modalities and specific methods might differ due to the different target groups. With respect to recognition of outcomes and quality, again training in the youth field lies between formal education and youth work: While there is rarely any formal recognition of outcomes, it still can play a role (e.g., in an application/selection procedure) if someone has participated in a specific training course of a specific organisation, where in fact a degree of quality can be associated with a training activity depending on the reputation of the training provider.

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[19] In the field of non-formal education, including youth work and adult education, commonly the term "training" is used for educational activities and processes. Similarly, the term "trainer" is used for those who design and implement educational activities (training activities) with and for young people or adults. Nevertheless, much of what is written here could also be applied in formal education and, therefore, to teaching and to teachers, as well as to pedagogic approaches, principles and methodologies for education in general.

[20] Although this study is focussing on *European-level* training in the youth field, much of its content can also be applied to non-formal education and training in the youth field at national, regional and local levels. While non-formal education might not be a primary or explicit objective or content of a youth (training) activity, it is in some way – at least implicitly – an integral element of it. Therefore, the following is not always explicitly referring to *European-level* training but to training in the youth field in general.
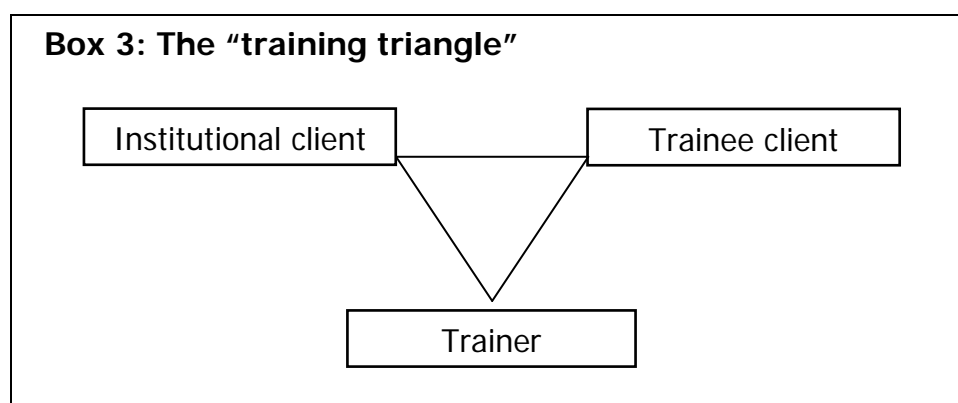
[21] As a matter of simplicity, the term "youth worker" will be used in the following to describe a broad spectrum of multipliers in the field of youth work – youth workers, youth leaders, volunteers and staff in youth groups, youth organisations and other youth structures. Similarly, the term "training in the youth field" is used for training this wide target group.

With differences in emphasis and focus, essential features as well as training and learning methods in non-formal education and learning also apply to training in the youth field. More specifically and beyond these, the following sections outlines principles, approaches, methodologies and methods for training in the youth field.

Principles for training in the youth field

Learner-orientation and *learner-/person-centeredness* are primary principles of training in the youth field. This principle is closely linked to the feature mentioned in Box 2 that non-formal learning should be close to real life concerns: Themes, contents and learning objectives need to be based on what the learners need and are interested in. Methodologies, methods and learning sites need to be adequate for the learners and locations as well timeframes need to be organised in order to allow maximum accessibility for and participation of the target groups. All in all: people only learn what they want to learn - and the better if it is adequate to their dispositions, capacities and possibilities.

Learner-centeredness also implies that the learners/trainees are the primary clients of the trainers. This principle can be difficult to comply with: Trainers can be confronted with a discrepancy between the interests of their institutional clients (contractors/sponsors) and the interests of the trainees. E.g., the institutional client might be interested in large numbers of participants and a quick achievement of objectives set by the Institutional client (which reflects a "top-down-approach"), while the trainee clients might have different objectives and mostly be interested in personal and competence development as well as in a change of structures, systems, power-relations etc. (which reflects a "bottom-up-approach"). Subsequently, the different interests in this "training triangle" need to be negotiated (see Box 3 below). This requires a special competence of the trainers. In case the interests of the institutional client and the trainees are conflicting and no agreement can be negotiated this could result in a "mission impossible". Subsequently, a trainer would have to consider not accepting a respective training contract for such a setting.

Box 3: The "training triangle"

Institutional client — Trainee client — Trainer

Linked to learner-centeredness are *transparency* and *confidentiality*: transparency implies primarily that the objectives of a training/learning activity, the planned methodology, the anticipated learning process as well as eventual assessment and evaluation procedures are explicit as well as known and agreed by the learners.

This does not exclude methods where not all variables are known by the learners from the beginning as it is the case for many simulations which build on the dimensions of the unknown or unexpected: it just needs to be made explicit that this is the case and that learners can opt for not participating in this unit (see voluntarism below).

Confidentiality implies that what ever happens in a training/learning activity (including the evaluation) is confidential and is not communicated to anyone who is not directly part of the respective process. In particular, it implies that institutional clients (e.g. employers of trainees) are not informed about what trainees have said or done in a learning activity without the consent of those concerned or except this has been agreed on beforehand (see transparency). The latter could also be the case for a written assessment or for practice and other training elements which are accessible to a larger public than the group of trainees.

Voluntary participation applies for all types of non-formal education and learning, therefore also for non-formal training activities. Nevertheless, training providers and trainers obviously can set conditions for a given training activity, e.g. that full participation in a specific unit is a condition to take part in another unit. Of course, in view of the principle of transparency this needs to be explicit from the beginning and also the consequences if this condition is not met.

Participation of the learners has two sides to it: on one hand it implies an obligation of the learners to actively participate and engage themselves in the learning activities and processes initiated and facilitated by the trainers. On the other hand it implies that the learners can participate in shaping a training/learning activity during the process, including changes in objectives, contents and methodologies. This can, of course, create delicate situations if it leads to conflicts with the interests and commitments of trainers or institutional clients and stakeholders (such as sponsors). If no agreement can be negotiated it can result in the termination of a training activity. Nevertheless, this principle contributes to placing the *ownership of the learning process and outcomes* with the learners – an essential principle ensuring the motivation of learners and the sustainability of learning outcomes.

All these principles are linked to *democratic values and practices* which are at the same time a core content of youth work and training in a European context: obviously, democracy can only be conveyed and learned in a democratic way – the pedagogic approach and process needs to be compatible and coherent with the content. This is one of the major challenges in training and teaching in general – and this also applies to non-formal education and training in the youth field.

Box 4: Principles for training in the youth field

- Learner-centeredness
- Transparency
- Agreement between trainers and learners on learning objectives, content and methodology
- Confidentiality
- Voluntarism of learners
- Participation of learners
- Ownership of the learning is with the learners
- Democratic values and practices

Relationship between trainers and learners

Trainers and learners are *partners in a learning process* in which they take different roles and responsibilities. Together they identify learning needs and objectives, they agree on a pedagogic approach and methodology which normally is proposed by the trainers, they are responsible for creating an adequate framework and conditions for productive learning processes, and the learners are responsible for making best use of them and for investing their full learning potential. This implies *symmetrical training/learning relations* characterised by *cooperation, respect, trust, appreciation, equity and parity* between trainers and learners. Trainers and learners recognise, respect and appreciate each others' qualities, expertise and competences in the respective fields – the trainers' pedagogic and educational competences, the learners' competences in their respective working field and context.

Box 5: Relationship between trainers and learners

- Equity and parity – partners with different roles, responsibilities and competences
- Respectful, appreciative, valuing
- Trustful
- Co-operative
- Reciprocity – trainers are also learners; trainees are also experts in their fields

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There is also a dimension of *reciprocity* where trainers are also learners, on one hand from the respective expertise and competences of the learners, on the other hand as learners in the experiential learning process of the training activity itself. The latter implies the reflection, evaluation and analysis of training activities and processes including feedback from the learners and peers.

Pedagogic approach and methodology

Since a major objective of training in the youth field is the *development of competences* combining knowledge, attitudes and skills necessary for youth work, the pedagogic approach implies a *mix of cognitive, affective and practical dimensions of learning* resulting in a diversity of methods. Due to the multidimensional character of the necessary competences – see the respective chapters of this document – this approach is necessarily *holistic and process-oriented*.
It links *individual learning* and self-directed learning – which is linked to the principle of learner-centeredness and which should be supported by the development of learning competence – with *learning in groups* and with peers based on social interaction and socially-focused methods – learning from and with each other – including working and *learning in teams, partnerships and networks*. The latter equally applies for the trainers, who in European-level youth worker training normally work in teams and develop their competences in this context and through their practice.
The personal, inter-personal, social and intercultural dimension of the competences to be acquired requires an *experiential learning* approach: learning by doing, where the practical experience is reflected and analysed, and where what has thus been learned is applied in future practice.

Experiential learning includes encountering new and unknown situations, sometimes resulting in ambiguity, tension or even crisis which at the same time can create new learning opportunities. This applies, in particular, to *intercultural encounters* which play an important role in youth work and training in a European context and frequently are used as learning devices.
This pedagogic approach results in a methodology which includes self-directed, socially-focussed, interactive and activity based methods.

Box 6: Pedagogic approach and methodology

- oriented towards competence development
- diversity of methods combining cognitive, affective and practical dimensions of learning
- holistic and process-oriented
- linking individual learning and learning in groups
- experiential learning
- regarding ambiguity or crisis as a learning opportunity
- using intercultural encounters as learning devices
- self-directed, socially-focussed, interactive and activity-based methods

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Working in teams

European-level training activities in the youth field are normally very intensive residential seminars (or a series of these) involving multicultural groups of participants/trainees with diverse backgrounds. These are highly complex activities, often organised only once (or maybe on an annual basis) in its specific format, requiring a big work effort and a broad spectrum of competences for the completion of diverse and demanding tasks at high quality and in an interculturally sensitive way. Subsequently, it has become a standard feature of such training activities – in particular those organised by the Council of Europe or within the YOUTH IN ACTION Programme of the European Commission – that they are designed and implemented by multicultural teams of trainers.

Working in pairs or teams of trainers is not an exclusive feature of training in the youth field – it is also done in other fields of non-formal education and training, e.g. adult education, management and business training etc., and team-teaching is also increasingly finding its way into formal school education, e.g. in multicultural or multilingual classes, or in classes with diverse levels of competence in the subject taught.

More specifically, reasons for working in teams in non-formal education and training activities in the youth field and beyond are:

Non-formal education and training activities – in particular those involving multicultural groups of participants/trainees – require a broad spectrum of competences needed by the respective trainers: pedagogic, methodological and method competence for designing, implementing and evaluating a non-formal education activity in line with the approach, principles and methodology described above; competence in a potentially broad spectrum of themes addressed in an activity; mentoring competence; foreign language and intercultural competence (if applicable); organisational and management competence etc. A team of trainers with complementary competences is more likely to have the capacity to meet these requirements collectively than an individual trainer.

Non-formal education methods are frequently interactive, activity-based, experiential, and process oriented, linking individual learning and learning in groups, and conflicts or crises are regular phenomena. This requires work with individuals and small groups, close attention of trainers for individual and group processes and, possibly, negotiation of conflict. All this can better be provided with a lower trainer-trainee ratio.

Similarly, a team of trainers can better apply a learner-centred approach and respond to the individual needs of participants. This is especially important for heterogeneous groups with different backgrounds, experiences, knowledge etc. but also in case individual mentoring is provided to support the learning processes and self-directed learning.

For multicultural groups of participants/trainees it seems evident that a multicultural team of trainers can better respond to the respective situation and needs since the team of trainers is experiencing a similar situation as the participants and can develop the respective empathy with the participants. Furthermore, a multilingual team of trainers should better be able to communicate with a multilingual group of participants.

Teamwork of trainers also allows one or more trainers to observe the group and the process while another trainer or other trainers are working with the group: A trainer doing a presentation or facilitating a discussion is in some way restricted in his/her perception, contrary to a trainer whose primary task in a specific situation is to observe.

This does not mean that non-formal education and training necessarily requires teamwork: depending on the specific objectives, context and setting it is possible for an individual trainer to design and implement a training activity in line with the approach, principles and methodology described above. But in many cases working with a trainer partner or in a team can have valuable advantages. For European-level training in the youth field it can be considered a prerequisite.

Quality in European non-formal education and training

Quality in European non-formal education and training in the youth field has been an ongoing concern for the stakeholders and actors involved:

- for participants/learners[22] in training and non-formal education activities, who want a quality learning offer;
- for trainers, organisers and organisations, who want recognition of the quality of their offer in the field of non-formal education and training;
- for sponsors and public authorities, who have an interest in an effective use of the funds and the support they provide in this field;
- for policy makers to ensure an effective achievement of the respective policy aims and objectives (see "Youth work in a European context");
- for all actors in the non-formal education sector to gain recognition of the sector as a whole, in particular of the offers in this field and of those who offer it – trainers, organisers etc..

Therefore, sustaining and further developing quality in European youth training and non-formal education has been addressed in the work as well as documents of key actors and stakeholders in this field, in particular the European Commission, the Council of Europe, the Partnership Programme of the European Commission and the Council of Europe in the field of youth, the National Agencies of the YOUTH IN ACTION Programme, the SALTO resource centres, the European Youth Forum, trainers pools and -fora as well as other organisations, institutions and experts who are involved in this field. Key policy documents which refer to quality in European non-formal education and training in the youth field are:

- The White Paper 'A new Impetus for European Youth' (European Commission: 2001)
- The report of the Curriculum and Quality Development Group (European Commission and Council of Europe: 2001)
- The recommendation of the Committee of Ministers of the Council of Europe on then promotion and recognition of non-formal education/learning within the European youth field (Council of Europe: 2003)
- The working paper: Pathways towards validation and recognition of Education, training and learning in the youth field (European Commission and Council of Europe: 2004)
- The decision on the 'Youth in Action' Programme 2007-2013 (European Parliament and Council: 2006)
- The resolution of the Council of the European Union on the recognition of the value of non-formal and informal learning within the European youth field (Council of the European Union: 2006)

The discourse on quality is also not new to the practice of European youth training and non-formal education: Quality standards and criteria have been explicitly and implicitly discussed and applied in practice for many years in this field, although sometimes not under the title "quality". They are part of funding criteria, in particular of the Youth Programmes of the European Commission, of the European Youth Foundation of the Council of Europe and of other funding schemes. But so far, there does not seem to be a coherent and agreed description of what quality in this field is in concrete terms, and how it is evaluated.

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[22] In the following, both terms will be used depending on the context. The term participant is used when it refers to the general role in a training activity which is distinct from that of that of trainers. The term learner is used when it refers to the educational processes in a training activity where participants are the primary learners – while, of course, trainers are also learning in these processes without it being the primary purpose.

The discourse on quality in non-formal education and training is also characterised by a fear – primarily of practitioners – that measures and instruments for quality assurance and quality control will formalise non-formal education and, therefore, take away a main quality (sic) aspect of non-formal education. The potential dilemma – the quest for recognition of non-formal education through quality assurance could jeopardise the nature of non-formal education – will require cautious, sensible and creative action by all stakeholders to be resolved in a constructive way.

Quality in education

Quality is a fuzzy and often subjective term for which each person has his or her own definition. In common linguistic usage it describes the characteristic or value of an object, service or person. It is frequently used in economic contexts where it describes the characteristics of a product or service with respect to its ability to satisfy stated or implied needs. In this context, the quality of a product/service primarily refers to the perception of the degree to which the product/service meets the customer's expectations. "Quality describes the entirety of characteristics of a unit (a product, a service) with respect to its suitability/aptitude to meet predefined and expected requirements" (definition according to ISO 8402).

A whole system of instruments and mechanisms has been established in the field of *quality management* for ensuring that all activities necessary to design, develop and implement a product/service are effective and efficient with respect to the system and its performance: quality control (for the detection of defects), quality assurance (for the prevention of defects) and quality improvement. It has been expanded to *total quality management* – a strategy aimed at embedding awareness of quality in all organisational procedures and, subsequently, aiming at long-term success through customer satisfaction – which found its way into manufacturing, services, government – and also education.

It can be questioned, if the interpretation of quality as described above can be transferred to the field of education. Educational work can be considered as a service, but with very special features: Each educational activity is unique due to the specific context and setting, the specific composition of trainers/teachers[23] and learners and the subsequent unpredictability of the process they go through. Educational processes are also determined by the interaction between the trainers/teachers and learners – and the active participation of the learners has a major impact on the success of an educational activity: The learning success does not automatically result from training/teaching, and one educational activity can have different results for different learners (see Gruber, E./Schlögl/P.: 2007). Therefore, even if the quality of *training/teaching* can be assured, the quality of *learning* can hardly be assured.

In view of this, it can be said that it is very difficult to measure the quality of an educational activity as such since some of its aspects are hardly or not measurable, in particular the quality of the process or the quality of outcomes, i.e. when they refer to "soft skills". Subsequently, the benefit of an educational activity cannot be fully measured in economic terms.

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[23] What is outlined here applies to all sectors of education and, therefore, to teachers in formal education as well as to trainers in other sectors of education. Similarly, "teaching/training" is used in this context.

On the other hand, there are aspects for which quality can be described and measured, i.e. aspects related to the *organisation* of learning processes.
The scope of this document did not provide for an extensive research on quality concepts in education in general. The following is based on review limited to European-level developments and primarily to German-speaking countries.
There is a general and frequent demand for quality criteria in education at large in Europe, but so far only few quality concepts seem to have been established in a larger context. What could be found are:

- European quality standards for vocational education and training;
- European quality assurance standards for higher education, as well as a Recommendation of the European Parliament and the Council on further European cooperation in quality assurance in higher education (2006);
- some quality standard schemes for specific areas, sectors and aspects of education in specific countries or regions, i.e. for adult education, vocational education and training, E-learning/online courses, distance education, equal opportunities in education, competence assessment etc.;
- numerous quality standard schemes defined and applied by specific institutions and organisations with respect to their own activities, where each institution/organisation has its own standards.

A more detailed review of quality concepts in education at European level and in German-speaking countries can be found in the annex.
The reviewed concepts and schemes show that quality in education needs to be considered at three levels:
- the macro-level, meaning the level of educational systems and policies at regional, national and European levels;
- the meso-level, meaning the level of individual educational institutions and organisations;
- the micro-level, meaning the level of the teaching-learning processes.

With respect to the structures of quality concepts and schemes the following main models could be found:
- *Quality of structures* (also referred to as "quality of context"): general conditions under which educational institutions and organisations are working (legal, organisational and social context); human resources, including competences of teachers/trainers and training of staff; educational, financial, infrastructure, technical and other resources etc.
- *Quality of processes:* the way in which educational organisations try to achieve their objectives – selection, design and organisation of contents and methods, consideration of the learners' needs, guidance of learners, relation between teachers/trainers and learners etc.
- *Quality of outcomes and impact:* the impact of the educational processes, such as the acquisition and development of knowledge, competences, motivation, attitudes, values etc. as well as the capacity, motivation and commitment to apply the competences acquired in future learning and work (see Gruber, E./Schlögl, P.: 2007).

The second model is structured according to the chronology of an educational activity:

- *Input-Quality:* an explicit and justified concept; planning which is based on needs, learner-oriented, research-grounded and ensuring accessibility; a transparent offer;
- *Throughput-Quality:* an infrastructure which is adequate for the intended learning process and which provides the necessary services; professional staff with subject-specific and pedagogic competence; didactics which are motivating, adequate for the learners, experience-and activity-oriented, and providing for reflective learning;
- *Output-quality:* achievement and applicability of learning objectives; satisfaction with competences acquired, professional development and context; personal development (see Arnold, R.: 1997).

Factors which obviously have an impact on the quality aspects described in the schemes above are:

- the context of the educational activity;
- the relevance of the learning objectives with respect to the needs of society and the learners;
- the implementation of the activity (including preparation and follow-up) by organisers and teachers/trainers, in both educational and organisational terms, including the provision of adequate resources;
- the format of the activity (duration and pacing, location, teaching/training/learning modalities, number of teachers/trainers and learners etc.);
- the pedagogic approach and principles;
- the pedagogic design (programme/curriculum which describes methodology, methods and the "learning architecture" – learning sites and learning activities including their timing and sequencing – with respect to content/learning objectives, learners and teachers/trainers)
- the learning setting (learning spaces, infra-structure, equipment, support)
- the relationship between learners and teachers/trainers
- the follow-up and evaluation of the activity (for future developments)

Quality criteria and standards for non-formal education and training

Although there are only few explicit and comprehensive concepts or schemes of quality criteria and standards in non-formal education and training: Quality criteria and standards are already used in non-formal education, sometimes explicitly, more often in a fragmented way, and often implicitly. In order to contribute to quality in the non-formal education and training sector they need to be made transparent and organised in a systematic, coherent and applicable way, the difficulty being that they are partly relative, context- and situation-dependent and sometimes difficult or not measurable.

Some proposals and concepts for quality criteria and standards have been formulated in the context of European-level non-formal education and training in the youth field (see also European Commission and Council of Europe: 2001, 2003; Council of Europe: 2007).

The following refers to some of these concepts and provides a framework for quality criteria and standards in a sometimes generic way which needs to be specified depending on the context and specific situation in which a training activity takes place.

Box 7: Quality standards

Quality standards for non-formal education and training
- The activity is underpinned by the core principles and practices of non-formal education.
- The activity meets identified needs in the community.
- The activity is consciously conceptualised and framed to meet identified and appropriate objectives as well as to allow for unexpected outcomes.
- The activity is well designed, planned and carried out, in both educational and organisational terms.
- The activity is adequately resourced.
- The activity demonstrably uses its resources effectively and efficiently.
- The activity is monitored and evaluated.
- The activity acknowledges and makes visible its outcomes and results.

Quality standards for European-level non-formal education and training in the youth field
- The activity integrates principles and practices of intercultural learning.
- The activity contributes to European-level policy aims and objectives in the youth field.

While these quality standards are presently proposed for European-level training activities in the youth field, they could partly also be applied to training in the youth field at national, regional and local levels as well as to non-formal education in general.

These quality standards primarily refer to the training-learning processes (micro-level) and, therefore, have an impact on the competence profile for trainers in the youth field as outlined in the next chapter; partly they refer to the level of the providers of non-formal education and training activities. Nevertheless, the latter also need to be met in order to provide the necessary conditions for competent trainers to work effectively and to meet the quality standards they are responsible for. With respect to the structures of quality concepts presented above the following allocations could be attributed:

	Quality of			Quality of		
	Structures	Processes	Outcomes	Input	Throughput	Output
The activity is underpinned by the core principles and practices of non-formal education.		▓		▓		
The activity meets identified needs in the community.			▓			▓
The activity is consciously conceptualised and framed to meet identified and appropriate objectives as well as to allow for unexpected outcomes.		▓		▓	▓	
The activity is well designed, planned and carried out, in both educational and organisational terms.		▓		▓	▓	
The activity is adequately resourced.	▓				▓	
The activity demonstrably uses its resources effectively and efficiently.	▓	▓		▓		▓
The activity is monitored and evaluated.		▓			▓	
The activity acknowledges and makes visible its outcomes and results.			▓			▓
The activity integrates principles and practices of intercultural learning.		▓		▓	▓	
The activity contributes to European-level policy aims and objectives in the youth field.			▓			▓

The table above shows quite a balance process- and outcome quality as well as between input-, throughput- and output quality: this demonstrates that all these dimensions are more or less equally important and that they are interdependent. It is not a question of process **or** outcome quality – e.g., process quality is necessary for outcome quality – it is a question of process **and** outcome quality.

The quality standards listed above are elaborated in detail in annex B which is an integral part of this document: The specifications in annex B are essential since the 10 standards above are formulated in a general way and would, thus, be meaningless.

Competence profile for trainers in the field of European youth work

In the previous part we showed how quality should be defined in the context of non-formal education and training and can currently be interpreted both in the context of European educational, employment, and youth policy and the respective European programmes. We showed what expectations are attached to this debate on quality assurance at the European institutional level. We have drawn some conclusions for European youth work in the narrower sense and above all for quality standards of training activities.

As a next step, we will now aim to develop and justify a competence profile for those who have responsibility for European measures and projects of training and further education involving youth workers and are thus, through their professional action, expected to contribute to quality becoming a demonstrable feature at all levels of European youth work – including the local level – justifying the afore mentioned long-term validation intentions.

By using the term ***competence profile*** we wish to make it clear that this text does **not** intend to establish **a checklist**, which is as complete as possible of single competences required of individuals working as European trainers. Instead it intends to draft a set of basic knowledge; capabilities; skills; and physical, psycho-emotional, and mental dispositions which correspond to each other.

In order to be able to take on the respective tasks that trainers in European youth work are assigned within the context of measures of the European Commission and the Council of Europe and tackle them in an adequate way with respect to subject, object, and situation, we see these as necessary prerequisites to be used according to the situation.

This kind of competence profile including different dimensions which will be explained in this text demand a high standard. Questions resulting from this may be: Has training indeed lived up to this target-oriented claim so far? Why is this the correct way to do it? And what are the means to achieve such a profile? In other words: Which measures of training and further education at European level actually lead to acquiring which competences and how is the requirement for each of these competences justified? These questions are not intended to set off a controversy, least of all a debate entailing the need for justification. Instead we wish to point out the necessity of involving a correspondingly clear European sphere of activity which is cultivated competently by the European level trainers. In this way a competence profile can be developed and explained which may serve as a European discussion reference.

Context
This document is not a syllabus for a new training module but an attempt to provide preparatory mental work and structure for such a syllabus which still remains to be developed. Thus, it does not intend to draft steps for its operationalisation.

In this respect the potential effect of "constructive" frustration is quite intentional: dealing with mental approaches which may possibly be remote or unknown at first is not an insurmountable obstacle and should thus not lead to any kind of "negative" frustration – with regard to the subject addressed in this study both authors and readers are facing the beginning of new individual and collective learning processes. With reference to the context of European policy as described in the introductory part and to the remarks on the discussion of quality in the first section we formulate the following as at least a political consensus on a European sphere of activity for individuals involved in quality European training activities:

Through their work, they should contribute directly and indirectly (multiplier effect) to non-formal education and training in the youth field having qualifying effects on all those involved: trainers, youth workers, and youth leaders – and in the end, above all for young people, bringing about the greatest added value for their biography in terms of new experience, insights, and potential actions.

The **qualifying effects of non-formal youth work** within the European programmes comprise above all the following: Youth work is meant to be efficient, to promote equal opportunity, encourage intercultural learning, enable personal growth and social integration, initiate and accompany active citizenship, improve employability, and contribute to the development of a European dimension for thinking and acting.

Following is a first resulting conclusion with consequences for a competence profile of the responsible players: Quality youth work has the obligation to provide active supervision and support to young people but has the additional task of mediating special objectives, such as participation, solidarity and democratic commitment in the context of an intercultural education, with such attributes as reflected tolerance and active respect for human dignity, and thus work towards the development of a liveable European citizenship.

European youth work as a profession

Even if not yet included in an official European document, there is extensive consensus amongst those who are responsible for training and further education that qualifying and thus **qualitative youth and educational work require adequately qualified personnel**. There is probably less consensus on the issue of how to define qualified personnel. We suspect even less consensus when we stipulate: Given the demands and expectations of European youth work as described above, certain professional conditions must be stipulated and demands must be formulated which need to be met by educational personnel. For example: a (specialised) scientific training beneficial to their type of work and own pertinent face-to-face experience in the field; an involvement in an organisation or at least an affiliation with a structure; a certain permanence and continuity; financial and social coverage; cooperative discourse; etc. If these (and other) professional standards cannot be demanded, quality and sustainability can hardly be requested of this work. (The discussion on these issues just got some fresh input by the European Youth Forum with its *Policy Paper on Non-Formal Education: A framework for indicating and assuming quality (9/08))*.

Independently of this potentially provocative conclusion and regardless whether or not it is supported: It remains to be noted that there are **growing professional demands** on those individuals who are not only occasionally involved in European youth work but increasingly, and in a dual perspective, make it their profession: On the one hand they are expected to have the corresponding competences to follow the specific goals immanent in the respective programme systematically so that the task of providing qualifying education can be implemented as far as possible; on the other hand there are **quality standards** which must be observed in their training and further education so that the **professional qualification** is accepted as a prerequisite for future employment.

Even if the latter still poses a major challenge, clear trends to this end are discernible and especially in the context of institutionalised cooperation in the field of youth work between the European Commission and the Council of Europe paths have been taken that are hardly reversible. Not least this study is intended to contribute to the discussion on qualification and professionalizing of European non-formal education and training.

Definition of competence and interpretation of the key competences for lifelong learning

Before discussing some dispositions, potentials, and knowledge deemed necessary by us in the sense of a competence profile, some remarks need to be made about the **term 'competence'** itself. Despite many different definitions competence does not only mean individually retrievable and verifiable knowledge and abilities.
Competences consist of **an overall system of dispositions, capabilities, skills, and knowledge which are used to manage and master complex situations and tasks successfully.**
In the context of vocational training one can often find a differentiation between personal, social, methodological, and expert competences, which in turn integrate all additional single competences. Today, different structural proposals for classifying competences are made, not least because these dimensions of competence are interlinked and because there is no longer such a strict separation of formal and non-formal education and learning.

The European Union defines **eight key competences for lifelong learning** and provides a general definition of competence in the context of "Education and Training 2010". It has the following dimensions: independence and responsibility; competence for learning (on one's own); social (communicative) competence; and work-related (professional) competence.
For the context of our discussion it is indispensable to study the Commission's and the Council's **action programme on Lifelong Learning** and the relevant papers – including the reasoning for the integration of key competences in this political context. Otherwise there may be a risk that increasingly European youth work will only be regarded within the integrated Policy Framework "Education & Training 2010" without this development being questioned. The following considerations intend to underline that this is not sufficient.

The considerations for the Common Position adopted by the Council on 24 July 2006 on the action programme in the field of Lifelong Learning divides education into four fields: school education, higher education, vocational training and adult education – youth education as part of non-formal education is missing. Arguments for the promotion of business and economic development, the labour market and employment prevail. The Commission itself set this course by giving reasons for the need of lifelong learning first and foremost in the context of the Lisbon strategy and, most importantly, in the "Education & Training 2010" work programme.
The shifting of the main focus from present knowledge transfer to transferable competences is intentional; the tendency of placing an economic value on knowledge is proceeding.

All mentions of key competences and lifelong learning being necessary for social cohesion and active citizenship are deduced from this priority of economic orientation. In the public discussion it must hence be made clear that European youth work within a very limited scope and with relation to the individual (e.g. information and motivation, support and tutoring) can indeed contribute to improving young people's employability and social cohesion. It is, however, not an instrument of labour market or economic policy. It is exactly for this reason that considerations for the development of a competence profile for trainers in European youth work need to be checked regarding the degree to which they coincide with valid European standards and to find out why and where they may deviate from them. The following provides a **brief review of the 8 key competences as regards compatibility with the profile we suggest**.

Language competence in one's mother tongue and a foreign language (1st and 2nd key competence) is a basic aspect of any communicative action and behaviour and is of particular relevance in the intercultural context. Ability of intercultural discourse is defined as a central dimension of competence in this text which cannot be formed without highly developed competence in one's own (or a foreign) language and **requires adequate knowledge as an additional element** – eloquence does not replace knowledge, but knowledge needs to be conveyed in a way that accommodates the respective target group and situation. In addition: The reflections in this document are based on the following conviction supported by actual practice: the sole or dominant presence of social competences without content competences must be rejected just as much as the reverse, i.e. the exclusive or dominant presence of content competences without the relevant social competences. Only the presence of both and the ability to be able to link them together in a way relevant for the educational activity should be considered as a verifiable quality feature.
The third competence – **mathematical / basic scientific-technical competence** – integrates into our profile in an indirect way as regards an increasing need to support young people in finding explanations for an ever more complex world by teaching them to use different approaches to insights and models of explanation. In our context, we would take this key competence and define it as **undogmatic critical reason, bound to ethical principles**.
The fourth competence – computer competence – would be subsumed into it as a more "technical" variant of conveying information.

The fifth key competence – **learning to learn** – is also central to our competence profile; we would, however, broaden it and **include the aspect of training this learning to learn competence**: trainers also find themselves in a lifelong learning process, but analogous to their own growth of insights, experience and knowledge they need to be able to motivate others to engage in new learning processes and support others in developing a fundamentally positive attitude towards learning.

The sixth key competence embraces four aspects: **interpersonal, intercultural, social and civic competence**. It is reflected in our competence profile but we take the idea a step further with regard to **requirements for attitudes, perceptions and behaviour** and the need for having not only empathy but to the same degree also tolerance of ambiguity and frustration in the context of intercultural learning processes. Overall, this sixth key competence is certainly the most important reference for European youth work and should be used accordingly.

The seventh competence – **entrepreneurial competence** – is the one that **includes our thoughts on professional action** (professional competence). It is mainly justified by the reasons given for the skills and attitudes it involves.

The last key competence is **cultural competence**. Its adaptation in the context of this profile certainly deserves further discussion. A first interpretation of the author marks cultural competence as a characteristic of European level trainers as to their ability to use their imagination and involves the concept of "creativity", understanding creative action as a linking element between individuals and their environment. In other words: Cultural competence **as the ability**, very much in the sense of holistic learning and living, **to use one's sense organs in a conscious and deliberate way, to convey aesthetic sensations, and to use the psycho-social functions of culture in learning processes**, for instance with a view to language, art and historic action.

The conclusion of this short digression: Our ideas for a future training strategy in the light of an extended competence profile for European youth work do not contradict the objectives that were set up as a European standard for the key competences in the field of lifelong learning but add to these by providing additional socio-scientific considerations and corresponding profile attributes.

Dimensions of a professional competence profile

Against this background we will now proceed to specify the competence profile. In different studies and texts from the past years we have used the following dimensions to describe a professional competence profile: a cognitive-intellectual dimension; a moral-ethical dimension, an emotional dimension, and one dimension which is oriented to action and includes a whole set of single competences such as specialised and field competences, methodological and strategic competences (Otten:2003; Otten/Lauritzen:2004). Without giving up these dimensions we opt for a slightly different system in the context of this document: A **competence profile comprises everything which characterises the type and content of our professional action and conduct**. The basic principles / moral-ethical categories we follow subconsciously are expressly included and are thus also open to potential criticism.

The latter fact is important because when competences are discussed it happens too often that personal aspects are either widely left out (only professional abilities count) or are exaggerated (charismatic personality, "guru") while professional deficits are slightly overlooked. Our definition of competence as a **competence of action and conduct** puts the focus on **"what I do"** while simultaneously involving **"how I do it"**. This is understood as an interpretative result of my personal analysis of principles of action, norms, rules, and other psycho-emotional factors which are specific to a situation and may also be specific to a culture.

Based on this definition – apart from action and conduct – also perceptual habits and attitudes can be discussed when it comes to developing appropriate competences. We strongly emphasise: not in the sense of depth psychological personality traits but understood as individual characteristics of professional action.
Professional action and conduct along with the respective attitudes and perceptual processes influencing or triggering them **are the parameters needed to make reasonable statements about a competence profile**. On the one hand they explain what is characteristic for this professional action, on the other hand they assess the degree of development of this action (how competent / qualified / professional am I in my work?) and as such they describe the "what" and "how" of our definition of competence.

If we transfer the "what" definition of European youth work elaborated at the beginning to the level of competence, the generalising definition given below of trainer's competence in quality European training activities could be expedient to further considerations:
Adequate use as regards to subject, object, and situation, of communication (including knowledge) and interaction in the intercultural context to enable participants to learn in a sustainable way according to their own needs and capabilities and according to the respective programme goals so that they can gain optimal advantage from their participation and transfer what they have learned to their daily lives and work.

This definition allows references to the discussion related to the relevance of the European standard of qualification in the context of European youth work. It is not only aimed at the participants who should learn in this way but also expressly relates to the trainers.
Adequate action and conduct as regards to subject, object, and situation in an intercultural context have further individual characteristics of competence in professional action. These are self-reflection, analytical skills, and differentiated self-perception and external perception learned from analysing one's own experience.

Intercultural orientation and ability of intercultural discourse
These competences would be understood as being developed and present when a practically relevant, verifiable **intercultural orientation** is given **for thinking, perception, and acting**. The orientation can be verified with a practical relevance since it translates into the ability to enter into intercultural discourse, an ability which we define as the central competence in the context of a profile. This will be further elaborated below.

First as a reminder: European Youth work – as it is understood today in the respective programmes of the European Commission and the activities of the Council of Europe – left the closer preservative sphere as a pedagogical or socio-pedagogical field of work some time ago. A critical review of the development and implementation of **concepts on intercultural learning** – which is another institutionalised key word of European youth work that has been in use since the first *Youth for Europe* programme – proves that these concepts were dominated by a direction which was sparsely differentiated in terms of content and perspective and instead **strongly tended towards socio-pedagogical education and corresponding methods. Theoretical approaches based on an ethical and political reflection of the correlation between society and education in a multicultural context** which tried to implement intercultural youth work in the understanding of a socio-political task as part of a curriculum **were exceptions**.
It can still be observed today that some people with responsibility in European youth work find it difficult to accept that educational concepts have no day-to-day relevance and are unsuited within a concept of European citizenship if they do not consider any societal aspects.

This does not mean that intercultural learning is no longer important, but it should be made clear that both educational and socio-psychological discussions of issues with multicultural coexistence and intercultural learning concepts exclusively based on these discussions are insufficient. They will not achieve a rationally founded consensus shaping social practices on how to dissolve the **potentially controversial relation between individual freedom and social justice in a multicultural setting** in such a way that people can act accordingly to this setting, based on insights, and as such act adequately with regard to subject, object, and situation.

Even if this goal can ultimately only be achieved if all instances of socialisation take it on as a transversal task (which is not the case**), European youth work still plays a major role** because adequate preparation **for life and work in multicultural social structures** is an integral part of the concept of European citizenship. As such the European programmes include it as correspondingly differentiated objectives. This is why those who are trained for this youth work also need to learn to deal with societal contradictions by using discourse as a means without getting lost in an arbitrariness of values.

European citizenship implies the obligation and the ability to actively contribute to establishing and enduringly implementing a minimum societal consensus in order to guarantee individual and social rights and obligations within a democratic legitimated frame. What needs to be achieved is the necessary balancing act: On the one hand a high measure of individual and cultural identity must be allowed to develop and thrive; on the other hand, Europe must be able to create political conditions based on legal norms which also offer a common political identity. In the European context, this crucial societal minimum consensus can only be achieved via human rights since the respect and enforcement of human dignity will then not only be an individual obligation but also express the **concept of justice** within the European political structure.

These are the conclusions from this reasoning relating to the **ability to take on intercultural discourse as a central dimension for the competence profile of trainers in European youth work**: **Trainers** need to actively analyse and look into the evolving European civil society, the different implicit interests, and the resulting conflicts with a view to values. They **have to know** about the dominant problems of young people in Europe. They **have to know** why emotionally structured "we-feelings" so frequently go along with the phenomenon of separation from and exclusion of others. They **have to know** why dogmatic ideas find assenting dispositions in certain groups, and they have to know why in Europe conflicts with ethnic and nationalistic roots are rather increasing than decreasing in frequency. However, they also **have to know** how access to education, training, employment, and participation becomes possible and what the European initiatives and programmes offer and under which conditions. They **should also know** their limits: European youth work cannot compensate for all social deficits, but it can point them out.

Very early on, we already pointed out the need for trainers to be able to act as **"knowledge managers"** in the future (Otten: 2003). This claim was and is deducted from objectives set by European politics (Lisbon process – Europe as the most important knowledge-based economy) but even more so from the need to clearly differentiate the concept of knowledge management as it is currently used in the business and industrial context (knowledge as a production factor) from interpretations and implications rooted in the field of European youth and educational work. It should therefore be remembered that knowledge and information are different issues. The equation of the categories of knowledge-based and information-based society, as it can be found so frequently in colloquial speech, is misleading.

Having information is not automatically equivalent to knowing something or having an insight into something. Hegel showed in his "Phenomenology of Spirit" that **what is familiarly known is by no means properly known (no cognition) just for the reason that it is familiar**. However, both are mostly equated, something that he calls the "commonest" form of self-deception and a deception of others as well. Knowledge and knowledge acquisition are necessarily bound to a process of insight and understanding and include the individual goal of wanting to find a "truth". This is why knowledge does not need to be bound to a direct interest in being able to use it in a specific context of action. This is different for information which is procured for a certain purpose with a view to its helpfulness and used accordingly.
Irrespective of whether Europe is rather headed towards an information-based society or indeed a knowledge-based one – despite a dominating economic focus the European programmes supporting youth and educational work allow for both: better access to targeted information and necessary support for the transformation of information into knowledge with the perspective of enlarging the scope for action. This aspect is crucial in our discussion of a competence profile: **Knowledge needs to be transferred and acquired so that young people may learn to find their way in complex societies by gaining insights, understanding themselves and their socio-political and socio-cultural environment, and thus enabling them to shape their present and future.**

Youth workers, youth leaders, trainers and others with responsibility in European youth and educational work taking on the task of "knowledge manager" will then first and foremost have to initiate, support and accompany the young people's respective processes of gaining insight and understanding (learning processes). This implication is certainly one of the issues that need to be further discussed in the context of our design of a competence profile. It means that they must also be able to communicate their knowledge in such a way that learning becomes possible and leads to a new quality of conduct and action.

This leads to an altered interpretation of **intercultural learning**: Processes of **learning which systematically convey and reflect the connection between cognition, moral standards, political awareness, and political action**. Conclusions for training elements result from this which convey the changed understanding of intercultural learning and enable people to initiate, shape, accompany and above all support processes of intercultural learning with a view to the necessary transfer into the daily lives of the young people.

New approach to intercultural learning

This document is meant to provide reasons for a competence profile and we cannot address the particular aspects we believe to be important in the context of a concept for intercultural learning which is to be further developed. (The Council of Europe/European Youth Centre Budapest will publish a completely revised edition of the "Ten Theses on the correlation between European youth encounters, intercultural learning and demands on full and part-time staff in these encounters" by H. Otten, published before in 1979 and earlier – work is actually in progress).

The core theses showing the need for a concept for intercultural learning that is to be further developed are: It is more compelling than 10 or 15 years ago that intercultural education starts in peoples daily lives and considers other forms of transferral since Europe is facing more conflicts between ethnic groups in society than ever before. We no longer live in a "post World War II" situation when communication and reconciliation were the primary goals and intercultural learning processes were aligned with these goals. Today, we have sort of an "ante-inner-societal war" situation which needs to react to the question: How much cultural difference people can be expected to endure while still being able to deal with such differences in an active and positive way and what they need to learn in order to do so? Part of this is that any exclusive and discriminating behaviour must be considered individually and socially unacceptable while abilities like **reflected tolerance of ambiguity** become crucial. **Intercultural education is** thus **given an additional and clear political dimension**. It should be designed in such a way that it can contribute to any kind of education under multicultural societal conditions – as a natural part of all socialisation. The notion of **intercultural dialogue** as used by the Council of Europe in its White Paper is focussing on that political dimension and thus has to be considered within such a new intercultural learning concept. It is an integrated part of our competence profile and we call it the **ability to take on intercultural discourse.**

"Discourse ethics correlates ethical and moral questions with different forms of argumentation, namely, with discourses of self-clarification and discourses of normative justification (and application), respectively. But it does not thereby reduce morality to equal treatment; rather, it takes account of both the aspects of justice and that of solidarity. A discursive agreement depends simultaneously on the non-substitutable 'yes' or 'no' responses of each individual and on overcoming the egocentric perspective, something that all participants are constrained to do by an argumentative practice designed to produce agreement of an epistemic kind.
If the pragmatic features of discourse make possible an insightful process of opinion – and will-formation that guarantees both of these conditions, then the rationally motivated 'yes' or 'no' response can take the interests of each individual into consideration without breaking the prior social bond that joins all those who are oriented toward reaching understanding in a transsubjective attitude"
(Jürgen Habermas, The inclusion of the Other: Studies in Political Theory (Studies in Contemporary German Social Thought), 5th edition, Frankfurt, 2003, pp. 34-35).

In order to re-enact the argumentation delivered so far from a more familiar perspective we now refer again to the **features of competence** which **are role distance, empathy, and reflected tolerance of ambiguity**. Their development and presence is indispensable for constructive communication and interaction in multicultural situations and are a direct characteristic of the respective perceptual structures, social attitudes, and the resulting behaviour and as such also characterise the degree of competent, professional action of trainers. These three terms have been extensively justified and explained. As a general rule, their relevance is no longer disputed. Therefore, we refrain from further elaboration at this point and merely point out the particular importance of these factors in the context of the ability of intercultural discourse since it is impossible to initiate and accompany processes of intercultural learning without empathy, role distance and reflected tolerance to ambiguity.

Conclusions

At the beginning of this chapter we mentioned that in this text we will refrain from listing individually retrievable elements of competence and instead want to **focus on few but central dimensions of a competence profile for trainers** working in the field of European non-formal education and training. Even if up to now the reader would have agreed to our argumentation, the objection could now be raised that it is very difficult to judge when such a competence profile has been attained and to what degree. We cannot provide further differentiation within this study – we would then have to re-visit single groups of competences and repetitions with other texts would be inevitable (Otten: 2003; 2006; 2007). But we refer the reader to the documents on **recognition and validation** and in particular to the first corresponding instruments such as **Youthpass and Portfolio**.

Now we list a few examples of what the **competence profile** explained in this paper would concretely relate to **in terms of knowledge, capabilities, skills, and dispositions**. It is important to see these examples in the overall context of this study: qualifying non-formal education and learning in the field of European youth work provided by qualified personnel – result of a qualifying training and further education by competent trainers.

Verbal and non-verbal communication skills, capacity for teamwork, conflict handling skills, initiative, creativity, flexibility, social responsibility, use of methodological and didactical tools, and management skills are competence traits that are meanwhile taken for granted. We will thus not elaborate further on these. Those competence traits that characterise **self-reflective autonomy** and **undogmatic critical reason** have already been developed in the text.

Further examples:
- Awareness of the correlation between attitude and potential behaviour
- Awareness of the social determination of perception
- Ability to critically distance oneself from the own role fixation (role distance)
- Willingness and ability to take on new roles (role distance)
- Ability to deal with different ways of thinking, speaking habits, evaluation systems, and affective expression (empathy)
- Ability to act beneficially to the group and insight into behaviour beneficial to the group in a multicultural context and knowledge about the prerequisites and conditions of such behaviour
- Ability to interpret behaviour from different cultures (empathy) in a way that adequately reflects the situation
- Ability to deal with differences in power and status in a rational way and without judgment of ethnocentrism (tolerance of ambiguity, intercultural discourse)
- Willingness to accept diversity as normal
- Ability to endure ambiguity and develop it into synergetic concepts for action (tolerance of ambiguity)

These traits could be put into more concrete terms if training situations were analysed with a view to the concrete implementation in action and behaviour of the requested competence for **adequate communication (including knowledge) with regard to subject, object, and situation in the intercultural context**. For our purpose these examples shall suffice.

It should have become clear that a **competence profile** as we believe is necessary for trainers includes much **more than just a few pedagogic skills, methods of animation, and moderating techniques**. Indeed, training and further education are supposed to lead to further qualification of European youth work, something we have defined to be a socio-political task with regard to developing a liveable European citizenship.

In all further discussions of an adequate competence profile for trainers it should therefore be considered which knowledge these trainers need to have, how this knowledge can be brought up-to-date or increased depending on their work field, how it can be used persistently, and under which conditions the transfer of knowledge can be shaped and safeguarded in an optimal way– we have provided some remarks on "knowledge managers" in this text.

This would be a reasonable supplement for recent **approaches to re-think different and new forms of learning in the training context (self directed learning, learning to learn)**.

At the latest since the Lisbon process, the **need for lifelong learning and targeted use of knowledge** can no longer be ignored.

As a consequence, European youth work needs to be re-examined about to what extent it conveys not only social competence, which is doubtless important, but also the content-related competences young people need in order to have a chance to actively participate in Europe in the sense of European citizenship. A longer shift in thinking is required for this aim – this we have already pointed out, taking the example of the need to re-work concepts for intercultural learning. The initiative can only originate in **qualified training and further education** within a content-related context. It is therefore right to make it a priority and work for the **development and promotion of a competence profile** for those who can provide this initiative within European youth work – the trainers who work with European institutions or on their behalf. At the same time the processes and instruments used to accompany the development, documentation and validation of such a competence profile need to be considered, so that it is accepted formally or enjoys at least de facto professional acceptance. Youthpass and Portfolio are first attempts – we should remain open and possibly see different or additional needs as the competence profile is specified further.

Annex A
Quality in Education

The issue of quality is not new to educational discourse, although not necessarily using the term "quality" which has been adopted from economic contexts during the past decades. What today would be referred to as quality criteria was already discussed, e.g. in adult education, in the 1960ies as minimal requirements for specific adult education institutions (see Gruber/Schlögl: 2007).

A new impetus has been given to the discourse with the increasing globalisation and mobility. In particular, European integration has led to a general request for the comparability of educational systems and of qualifications acquired through a specific type or level of education, e.g. a specific course or study or a specific level of schooling. This resulted in the development and adoption of the European Qualifications Framework – EQF (European Parliament and Council: 2008) which should serve as a reference for National Qualifications Frameworks to be developed by the EU-Member States and cover, in particular, vocational education and training as well as higher education.

Furthermore, the increasing economisation of education – resulting from the reduction of costs in all areas of public expenses including all sectors of education as well as from an increasing cost-consciousness of individuals paying for educational provisions (fees and tuitions for schools, universities, adult and continuing education and training offers) – leads to an increasing importance given to quality in education related to the request for "value for money". A terminology so far used primarily in economic contexts – quality assurance and management, client-orientation, service, performance standards etc. – has been adopted in the educational discourse, including the ideologies behind these terms. This dynamic led from input-oriented quality criteria (conditions under which education is taking place) to output-oriented quality criteria (recognised certificates, qualifications and competences acquired etc.) (see Gruber/Schlögl: 2007; Schratz: 2003).

The following provides an insight into quality concepts and respective developments in the different sectors of education. Due to the limited scope of this document this it could only be based on review limited to European-level developments and primarily to German-speaking countries.

School Education
The Lisbon strategy resulted in a respective education and training strategy of the European Union which is reflected in the Education and Training 2010 Programme. This programme refers – sometimes implicitly – to quality issues in education and training at large but only to a small degree specifically to quality in school education. The latter is the case for the key objective to improve education and training of teachers and trainers.

Respective quality criteria are reflected in the Common European Principles for Teacher Competences and Qualifications (European Commission: 2005) and in the Draft Conclusions on Improving the Quality of Teacher Education (Council of the European Union: 2007). While this policy primarily aims at output-quality, it also has an impact on input- and process-quality.

At national level, the discourse on quality and the subsequent development of quality concepts and mechanisms has been influenced by the following factors:

- the international and European developments described above resulting in quality-related standards also at national level;
- international comparative studies such as PISA and TIMSS with far reaching effects such as an increased cost-consciousness in the field of education (input-output relations, cost-effectiveness etc.) and competition between national education systems, in particular with a few to the labour market (employability, business locations etc.);
- the decentralisation of school systems and the subsequently increasing autonomy of schools in some countries (e.g. Austria) resulting in a decrease of central input-control and an increase of competition between schools (e.g., school rankings).

In Austria and Germany, the discourse on quality in school education started to intensify only in the 1980ies and 1990ies – obviously, until then the school system did not need to justify its quality: school attendance was and is compulsory and pupils had to attend no matter what the quality of the organisation and process of teaching and learning was. In the more recent discourse, the focus with respect to quality is primarily on output and outcomes. This is reflected in the emphasis given to the development of Bildungsstandards[24] (performance standards) which describe competences (knowledge, comprehension and skills) which pupils should have acquired at specific stages/levels of their educational track (level of schooling or grades), normally defined for levels of completion of a specific phase of schooling (primary, lower secondary, higher secondary school). They are normally subject specific, e.g. for mathematics/sciences, native language (speaking, reading, writing) and foreign languages. They do not make reference to a specific pedagogy and do not describe quality with respect to teaching and learning processes.
Frequent reference is also made to quality management in schools and educational authorities which is more related to school organisation, information of all actors involved, work situation of teachers and head teachers, qualifications and competences of staff, assessment procedures, support of pupils, involvement of parents etc. – so mostly the quality of context, structures and input. This is also reflected in the Austrian Weissbuch Qualitätsentwicklung und Qualitätssicherung im österreichischen Schulsystsm (White Paper Quality Development and Quality Assurance in the Austrian School System; see
http://www.bmukk.gv.at/medienpool/10093/Weissbuch.pdf, accessed 21.03.2008)
Little emphasis is given to the quality of processes and throughput-quality – only few documents could be found in this respect, e.g. a website "Qualität in der Schule" (quality in schools; see http://www.qis.at/impressum.asp?impr=heraus, accessed 21.03.2008) which refers to the five areas of quality (teaching and learning, class and school as a living environment, relations within the school and with partners outside school, school management, professionalism and personnel development) and, for example, describes principles and characteristics of good and successful teaching (see
http://www.qis.at/material/astleitner_unterrichtsqualität.pdf,
http://www.qis.at/material/merkmale%20erfolgreichen%20unterrichts.pdf, accessed 21.03.2008) which focus on process- and throughput quality.

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[24] For Germany see http://www.kmk.org/schul/Bildungsstandards/bildungsstandards-neu.htm, for Austria see http://www.bifie.at/content/view/64/66/#kap1 (both accessed 21.03.2008)

Vocational Education and Training (VET)

Depending on the country, this sector of education might overlap with others, in particular where vocational education and training takes place in schools.

European co-operation on quality assurance in VET was initiated in 2002 through the Copenhagen process. As a result, a set of common principles and references for quality assurance has been developed and agreed at the European level, in particular the Common Quality Assurance Framework (see
http://ec.europa.eu/education/policies/2010/doc/qualitynet/cqaf.pdf, accessed 24.03.2008), to support the development and reform of the quality and VET at systems and providers levels. This framework primarily refers to the quality of structures, context, input and output/outcome, with some reference to process quality (training of trainers and didactical material at the provider level). Quality criteria primarily refer to the macro- and meso-levels. In order to further develop this framework and its implementation, the European Network on Quality Assurance in Vocational Education and Training (ENQA-VET) was established by the European Commission in June 2005.

A very prominent role in the development of quality assurance concepts and systems is played by Cedefop, the European Agency to promote the development of vocational education and training in the European Union. The ETV-website (European Training Village) of Cedefop provides a comprehensive overview of this field, including key documents, studies and publications (see
http://www.trainingvillage.gr/etv/projects_networks/quality/, accessed 24.03.2008). Some documents here are on indicators for quality in VET (see
http://www.trainingvillage.gr/etv/Information_resources/Bookshop/publication_details.asp?pub_id=469, accessed 24.03.2008), the latter describing context, input, output and outcome indicators.

It seems that in this sector of education quality concepts are furthest developed. This could be interpreted to be a result of the strong economic interest to develop highly qualified personnel for the labour market in an efficient and effective way.

Higher Education

Especially in this sector, European co-operation and mobility seem to have given a major impetus to the development of quality assurance concepts at European level. A main starting point for this process was the Bologna declaration which aimed at the development of a system of comparable degrees, at the establishment of a system of credits (ECTS) and at the promotion of European co-operation in quality assurance with a view to developing comparable criteria and methodologies (see
http://www.bologna-bergen2005.no/Docs/00-Main_doc/990719BOLOGNA_DECLARATION.PDF, accessed 24.03.2008), providing for mobility of students and for the recognition of qualifications achieved through higher education across the EU Member States including EEA countries.

The issue of quality assurance was followed up by the Bergen Conference (2005) which adopted European Quality Assurance Standards (see http://www.bologna-bergen2005.no/EN/BASIC/050520_European_Quality_Assurance_Standards.pdf, accessed 18.03.2008) and by the Recommendation of the European Parliament and the Council on further European cooperation in quality assurance in higher education (European Parliament and Council: 2006c). The European Quality Assurance Standards mostly address the macro- and meso-levels and in this respect mostly the quality of structures, input and output.

Little reference is made to process- and throughput quality, with the exception of qualified and competent staff (subject knowledge and teaching competence), programme design and student support. Other standards are related to external quality assurance processes and to external quality assurance agencies.

Adult Education and Continuing (Vocational) Education and Training[25]

Adult education seems to have the longest tradition in pursuing quality development at the meso- and micro-levels. This could be caused by the fact that participation in adult education is mostly voluntary and not for free, therefore, providers of educational activities always needed to attract learners through appealing offers with certain characteristics: interesting and useful for the learners, effective in achieving educational objectives and efficient with respect to investment (time and money) and benefit ("value for money").

In many countries, adult education is offered by numerous institutions and organisations at local, regional and national levels which are not necessarily organised in a strong or coherent national structure. As a result, the development of quality concepts is mostly limited to the level of educational institutions (meso-level) and, with less emphasis, to the level of the teaching-learning process (micro-level). This might change in view of the lifelong learning strategy which gives adult education a much stronger role than in the past and could result in a concerted approach in promoting adult education.

A review on quality in adult education in Austria and Germany produced the following:

- Quality in adult education is a rather dominant topic which is reflected in the relatively large number of documents and website dealing with this issue (see i.e. http://wiki.pruefung.net/Wiki/Erwachsenen-_und_Weiterbildung#head-ed3b92b45a03b7be56989431af99e71f93a71361, accessed 18.03.2008). This could be interpreted as a reaction to the increasing need of adult education/learning organisations to justify their costs as being relevant and effective for lifelong learning.

- A number of institutions (e.g., funding institutions) have developed requirement criteria for adult education providers which also relate to quality issues (see i.e. http://www.arbeitsagentur.de/nn_27908/zentraler-Content/A05-Berufl-Qualifizierung/Weisungen/Dokument/Weisungssammlung-FbW/DA-FbW-2008-02-P84.html, http://dvv.vhs-bildungsnetz.de/servlet/is/13942/?highlight=kriterien,qualitätssicherung or http://www.checklist-weiterbildung.at/, http://www.iwwb.de/aktuelles/qualitaet/, all accessed 18.03.2008).

- A specific example for quality management in adult education organisations is called "learner-oriented quality certification in continuing education and training" ("Lernerorientierte Qualitätstestierung in der Weiterbildung") which describes (implicitly) 12 quality standards for providers of educational activities (see http://www.artset-lqw.de/lqwcms/index.php?id=3, accessed 18.03.2008).

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[25] In the following only the term „adult education" will be used since in many countries it includes also continuing (vocational) education and training. It should be noted that the training of youth workers as addressed in this document in principle also falls under this category: youth workers are often adults or young adults who are not in full-time education and training, and the training provided frequently is also vocational education and training. In this respect, this sector is very close to the sector of non-formal education and training in the youth field which this document refers to.

These standards could at large also be adopted for non-formal education organisations in the youth field.
- The increasing need for demonstrating adequate competences of trainers in adult education is also reflected in newly developed training courses for trainers in adult education, aimed at developing adequate social, personal, educational, pedagogical and managerial competences and providing a respective certificate (see i.e. http://www.wba.or.at/studierende/kompetenzen.php, accessed 18.03.2008)
- A specific example of quality criteria in adult education could be found describing a concept of training (which reflects basic principles and approaches of non-formal education as outlined in chapter 1 of this document), quality criteria for trainers and quality criteria for educational offers with respect to content, methods, trainers, participants, activity format and architecture, organisation, support, quality assurance (see http://qu-er.at/cms/qualitaetsstandards, accessed 18.03.2008). Interviews with trainers active in adult education confirm that such approaches are widely spread but rarely made explicit and communicated to a larger public.
- There exist a number of checklists for (potential) participants in adult education which – implicitly – contain quality criteria referring to all aspects of the activity, i.e. relation between learners and providers, pedagogical approach, competences and qualifications of trainers, facilities, certification etc. (see, i.e., http://www.bibb.de/de/checkliste.htm or http://www.eduqua.ch/002alc_07_de.htm, accessed 18.03.2008)

An interesting model provides the "Common Inspection Framework for inspecting education and training" of the Office for Standards in Education in the UK (see http://www.ofsted.gov.uk/publications/2434, accessed 18.03.2008) which sets out the principles applicable to the inspection of post-16 non-higher education and training provisions. This framework includes a number of evaluation questions which could be translated into quality criteria covering a broad range of quality aspects in education:
Overall effectiveness:
- How effective and efficient are the provision and related services in meeting the full range of learners' needs and why?
- What steps need to be taken to improve the provision further?

Achievement and standards
- How well do learners achieve?

The quality of provision
- How effective are teaching, training and learning?
- How well do programmes and activities meet the needs and interests of learners?
- How well are learners guided and supported?

Leadership and management
- How effective are leadership and management in raising achievement and supporting all learners?

Concluding it can be said that the adult education sector puts much more emphasis on process- and throughput-quality with more focus on learner-orientation than the other education sectors. In this respect, communalities with the sector of non-formal education and training in the youth field can be noticed.

Annex B
Quality criteria and standards for non-formal education and training

The following elaborates the quality criteria and standards as summarised on page x in the chapter on quality in non-formal education and training in the youth field. It should be noted that some of the standards specified below are specific to the formats, settings and structures of training in the youth field: these are largely residential seminars and in some cases long-term courses consisting of two or more residential seminars complemented by other features such as practice work, peer groups, mentoring, e-learning/computer-supported cooperative learning etc. Depending on the development of these training formats the quality criteria below might need to be revised or amended.

[Please note: *Specific quality standards are in italic.* Further elaborations to the 10 general quality standards are written using the normal font.]

The activity is underpinned by the core principles and practices of non-formal education.

These principles and practices are described in detail in the chapters "Non-formal education and learning in the youth field" and "The pedagogic approaches and principles in youth worker training". Respective specific quality criteria and standards can be derived from boxes 2, 4, 5 and 6 above.

The activity meets identified needs in the community.
This refers to
- socio-political (including cultural and educational) needs of citizens and the respective communities, including needs resulting from specific challenges of the social environment or community;
- professional and personal development needs of target groups and potential participants;
- priorities and needs reflected in education and training policies.

The activity is conceptualised and designed to meet needs which are identified through an adequate and ongoing needs analysis at all levels meeting the following criteria:
- *have a declared value position of those performing the needs analysis;*
- *have a defined scope;*
- *be systematically based on available information on knowledge about the issue to be addressed, including from research, practice and stakeholders ;*
- *take into account both latent and manifest needs*
- *include a description of the results, their interpretation and a recommendation on the action to be taken*
- *be accessible and transparent concerning its results to relevant stakeholders*

The activity is consciously conceptualised and framed to meet identified and appropriate objectives as well as to allow for unexpected outcomes.
This is related to the following aspects: Definition of social and educational objectives; participant profile and composition of the group of participants; activity format and architecture; pedagogical approach.

Social and educational objectives:
- *are explicit and clear as well as realistic and achievable in view of available resources*
- *are formulated in a manner and form that makes it possible to evaluate them*
- *are related to identified needs of the participants (see paragraph above on needs analysis)*
- *imply change and/or action for change in the participants' realities and understanding, in particular through the development and application of specific competences*
- *are consistent with the needs analysis*
- *are consistent with expected outcomes*
- *provide for communication and interaction between the learners*

Participants/learners:
- *The participants' profile is clearly defined taking into account the needs analysis and the social and educational objectives*
- *The composition of the group of participants (group profile) is defined to achieve a good balance between commonalities and diversities in the context of the activity (composition of gender, age, education, profession, socio-economic status, cultural/ethnic background, language, nationality, country of residence, experiences and competences related to the topic, motivation etc.)*

The design of the activity format and architecture refers to duration and pacing (number of days, phases/modules), location (residential/non-residential, participants need to travel or not), training/learning modalities (face-to-face vs. distance learning, blended learning), classification and framing (degree of structuring, rhythm, patterning role relations), number of learners/participants, trainers' team profile.

Design of the activity format and architecture:
- *Educational terms are consciously planned and justified in view of the objectives to be achieved: duration and pacing, location, training/learning modalities, classification and framing, number of participants/learners. The educational terms are in appropriate relation to all other parameters listed in this quality criteria scheme.*
- *Roles of and relations between the different types of actors (i.e. participants, trainers, organisers etc.) are clarified and transparent.*
- *The experiences, qualifications and competences represented in the team of trainers meet the requirements necessary for achieving the objectives and for implementing the educational terms.*

Beyond complying with the principles of non-formal education (see above), *the pedagogical approach:*

- *reflects social and political reality;*
- *is coherent, trustworthy and credible;*
- *secures autonomy of trainers and learners/participants;*
- *is demanding and challenging for the learners – but not over-challenging;*
- *encourages questioning and challenging of "old" and "new" concepts;*
- *assists in finding solutions;*
- *provides grounds for the methodology that will be adapted to the situations and processes.*

The activity is well designed, planned and carried out, in both educational and organisational terms.
This refers to the management of the activity, information of and communication with applicants, participants and other relevant actors, roles and relations of all actors, recruitment and composition of the educational/trainers team, preparation and implementation of the educational programme.

Management:
- *The whole preparation and implementation process of the activity is adequately planned, timed, carried out and monitored (design of the activity, recruitment of the trainers, announcement of the training activity/call for applicants, application and selection of participants, communication with participants, trainers and other actors, organisational tasks including technical and administrative support during the activity, preparation of the programme elements, format and design of the evaluation, documentation, planning of follow-up, financial management etc.).*
- *Timely and adequate communication with all actors is ensured.*
- *An adequate venue with appropriate training, accommodation and catering facilities (if applicable) including the required equipment is selected in time. This needs to take into account the socio-economic reality of the region where the activity takes place.*
- *If applicable, an adequate virtual learning environment is established for CSCL (computer-supported cooperative learning*
- *A description of the activity (background information, context and rationale; needs addressed; aims and objectives; participant profile; pedagogical approach and methodology; technical, financial and administrative information; information on the organisers, sponsors and other stakeholders etc.) and an application/registration form (applicant data; applicant motivation; questions related to the participant profile etc.) as electronic, paper or online version are produced and made public to the target group (in languages understood by the target group) providing for an adequate dissemination and application period.*
- *Accessibility to the activity for persons with fewer opportunities is ensured through respective participation criteria as well as communication means and channels.*
- *Selection of participants (if applicable) is transparent and consistent with the design of the activity and with the values of youth work in a European context (see respective chapter).*

- *Trainers, other experts, external evaluators, interpreters and other services (if applicable) are recruited and contracted in time with clearly defined tasks, responsibilities and roles.*
- *Adequate technical and administrative support during the training activity is ensured, including for CSCL.*
- *The activity design provides for eventual follow-up.*
- *The activity is documented in a timely manner as needed for achieving its objectives, for reporting requirements (i.e. by sponsors) and for follow-up.*

Information of and communication with applicants and participants ensures that:
- *demands for applying for, participating in and following-up on the activity (time, energy, commitment, mobility, ICT access etc.) are clearly expressed;*
- *social and educational objectives are understood by the participants;*
- *participants are timely informed about expected preparation before the activity, logistics and financial issues;*
- *participants receive the documentation/report of the activity as well as other documents produced as an outcome/ result of the activity.*

Roles and relationships:
- *Different roles and responsibilities are clarified and communicated to everyone concerned, with the objective that all actors feel comfortable and competent in their roles.*
- *Responsibilities for political, administrative and educational roles are clear, transparent and respected.*
- *Channels of communication between all actors are clear.*
- *Roles and relationships are characterised by a sense of accountability.*

The trainers team:
- *is recruited transparently through adequate invitation and selection procedures, taking into account all needs and requirements of the activity, in particular with respect to the necessary competences including team-work competence ("team as a team");*
- *is complementary (in particular with respect to competences required) and balanced in composition (i.e. with respect to gender, cultural/ethnic background, nationality etc.) within the context of the activity;*
- *is conscious of the team processes and establishes and is committed to a culture of cooperation based on mutual trust, respect, support, openness and sincerity;*
- *meets at least once face-to-face with all team members present well before the activity for an adequate preparation of the activity (team-building; design of a detailed programme and methodology in line with the pedagogical approach and the objectives to be achieved; clarification of training and working modes, responsibilities and individual preparation of trainers; design of internal evaluation);*
- *carries out the activity in line with the other quality criteria of this scheme;*
- *meets on a regular basis during long-term training activities consisting of several modules and/or phases;*
- *implements an internal evaluation of the activity involving the learners.*

The activity is adequately resourced.
This refers to human, educational, financial, infrastructure, technical and environmental resources (trainers, experts, managers, administrators, technicians, training/learning facilities and equipment (including for CSCL), accommodation, food, equipment, services, materials, communication tools, location and surrounding, social and cultural environment etc.)

An adequately resourced activity:
- *has a transparent and comprehensive budget which includes and distinguishes between all direct and indirect costs (time and money), including evaluation and follow-up costs as well as expected income/revenue (human resources costs for preparation, design, implementation, evaluation, interpretation, administration, communication, dissemination, technical support; (proportional) costs for infrastructure, office space, supplies, copying, printing, ICT; direct costs for travel, food, accommodation and training facilities and equipment);*
- *ensures that, in particular, the human resources allocation includes all necessary components and tasks according to appropriate benchmarks per training day – i.e. work days (of trainers, managerial and administrative staff) per training day and in relation to the number of participants. These benchmarks will depend on the format and complexity of the activity (i.e. degree of innovation, pedagogical approach, number of working languages, number of countries involved, blended learning etc.). Nevertheless, a minimum of two trainers' team work days needs to be foreseen for each training day.*
- *ensures, in particular, an appropriate trainer-participant ratio between 1:6 and 1:12 depending on the nature of the activity, its objectives and its pedagogical approach;*
- *ensures that the allocation of financial, infrastructure, technical and environmental resources is coherent with the needs resulting from the objectives, pedagogical approach, educational design and methodology of the activity;*
- *allocates financial resources adequate to the educational and market value of the training activity provided and delivered (i.e. trainers' fee levels, standard of facilities etc.);*
- *has the assurance that funding agencies operate transparent, simple, effective and efficient administrative procedures for application, payment, accounting and reporting.*

The activity demonstrably uses its resources effectively and efficiently.
An activity that demonstrably uses its resources effectively and efficiently:
- *is designed and implemented in a way that its aims and objectives are achieved effectively and efficiently, including with respect to the use of time, human and material resources (cost-benefit considerations);*
- *calculates the budget of an activity according to an appropriate benchmark for cost/participant/day; such benchmarks will vary depending on the country and on standards for comparable activities;*
- *makes every effort to seek out and draw on all potential direct and indirect resources available in an effective and efficient way;*

- *be evaluated with respect to its outcomes, results and impact in relation to its aims and objectives;*
- *provide an account of efficient and effective use of resources that shows the activity's contribution to the outcomes and benefits of the activity.*

The activity is monitored and evaluated.
Monitoring is used as an ongoing instrument to improve the effectiveness and efficiency of the activity during the process of preparation and implementation as well as to prevent failures. Monitoring is an ongoing task with respect to:

- *the preparation, implementation, evaluation and follow-up of the activity according to established work plans, deadlines, benchmarks, responsibilities, budgets etc.;*
- *the implementation of the pedagogical approach, programme, methodology and methods;*
- *the achievement of (interim) objectives, outcomes and results.*

The evaluation includes:

- *an ex-ante evaluation with respect to the activity objectives and design;*
- *an ongoing evaluation on a regular basis during the activity with respect to its programme elements;*
- *a final evaluation with the participants at the end of the activity, including feed back by the participants to the trainers;*
- *an ex-post evaluation after the completion of the activity with respect to its impact.*

The evaluation refers to the design of the activity, the training and learning process, the achievement of objectives as well as unexpected outcomes, the performance of and delivery by the trainers, the organisation of the activity, the facilities and the benefits for the organisers, sponsors and the respective sector.
The evaluation process involves the participants, the trainers and – optionally – external evaluators. Evaluation methods meet adequate standards in the field of education and social research.

The evaluation results are aimed to:

- *contribute to the learning of all actors and institutions involved in the sense of "learning organisations"*
- *contribute to the development of the trainers' and organisers' competences*
- *be used to improve the development and implementation of future training activities*
- *be made accessible to sponsors and funding institutions to evaluate and – if appropriate – to revise their funding policies*
- *be made accessible to practitioners, policy makers and researchers in order to contribute to quality development in the whole sector*

The activity acknowledges and makes visible its outcomes and results.

- *The outcomes and results of the activity are documented and made accessible to all actors involved, to sponsors and funding institutions, to interested researchers and (optionally) to policy makers.*
- *If relevant, outcomes and results are published and disseminated to a larger public.*
- *Participants receive a certificate for their participation in the activity, including the description of the programme, achievements and other relevant aspects of the activity.*
- *Participants are encouraged to apply what they have learned and to develop and implement follow-up activities.*
- *Participants are offered to be informed and contacted by the training provider with a view to follow-up activities.*

The activity integrates principles and practices of intercultural learning.

The activity is designed and implemented in a way that participants
- *are encouraged and supported in relating to and interacting with participants from other cultural backgrounds;*
- *are encouraged to explore the socio-cultural environment of the location where the activity takes place;*
- *experience cultural differences and learn from them;*
- *develop appreciation for cultural diversity;*
- *develop empathy and an understanding for other cultures;*
- *develop a positive attitude towards human rights and against, racism, anti-Semitism, xenophobia and intolerance;*
- *develop intercultural competence.*

Further quality criteria are:
- *The activity is implemented by a team of trainers (a minimum of two trainers) from different cultural backgrounds reflecting the cultural, linguistic and social realities of the group of learners. Each trainer must have intercultural competence, in particular intercultural education competence and the competence to negotiate conflicts with an intercultural dimension. Each trainer must be fluent in at least one of the working languages of the activity.*
- *The design and implementation of the activity follow the principles of intercultural learning, take into account the cultural dimensions of education, training and respective concepts and give preference to bilingual and multilingual training/learning modes.*
- *The design and implementation of the activity take into account the need for translation and interpretation.*

The activity contributes to European-level policy aims and objectives in the youth field.

- *The objectives of the activity reflect or include European-level policy aims and objectives in the youth field (see chapter "Youth work in a European context").*

- *The design and implementation of the activity is coherent with the values and principles reflected in European-level policy aims and objectives in the youth field.*
- *The activity is evaluated with respect to the achievement of these and related policy aims and objectives.*
- *Relevant outcomes and results of the activity, including follow-up activities, are publicised to an interested larger public and, in particular, to youth policy makers at all levels and to youth research.*

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