

Peer Review in Adult Learning to Improve formal and Non-formal Education





















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RECOMMENDATIONS FOR QUALITY ASSURANCE IN THE ADULT LEARNING SECTOR:

THE CONTRIBUTION OF THE EUROPEAN PEER REVIEW METHODOLOGY AND SUGGESTED IMPLEMENTATION AREAS

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Premise

Many analyses have been conducted and a lot was written about the importance of Adult Learning and its peculiarities in recent years. For a summary at this level, we propose to refer to the study¹ carried out under the PRALINE project. In particular, the analysis and considerations contained in the final report, relating to the characteristics and peculiarities of both the Adult Learners and the Adult Learning sector, represent the basis of redesigning and adapting the cognitive framework (Quality Areas, criteria and indicators) of the European Peer Review procedure to Adult Learning, which is one of the main intellectual outputs of the PRALINE project.

Parallel to the reflection on the expected benefits of Adult Learning and the characteristics of the Adult Learning supply, in Europe the debate has been developing around the need to strengthen the sector's quality guarantees, also in consideration of the multiplicity and heterogeneity of the actors involved, both as providers and beneficiaries. As a result of the comparison at the European level, some documents of the proposal were produced, containing information about the most effective ways to assure the quality of Adult Learning.

Given a number of proposals already available, rather than defining new recommendations it seemed to be more useful – as well as more in line with our role – to start again from the suggestions, in terms of quality assurance and quality improvement in Adult Learning, which are at disposal at European level. These recommendations that we propose are summarized along three major areas of the expected system development:

- Area of recommendation nr. 1: Defining a common framework to guarantee the quality of lifelong and life-wide learning;
- Area of recommendation nr. 2: Enhancing the diversification, flexibility, and adaptability of quality assurance methodologies used;
- Area of recommendation nr. 3: Supporting the development of a culture of quality in the AL organizations and institutions.

Having in mind these three key areas we reread the experience gained through the PRALINE² project, first trying to answer the question whether and how the application of this specific approach to quality assurance (European Peer Review methodology adapted to AL sector) can facilitate the adjustment path towards the objectives set out in those recommendations. Finally, considering the added value of the European Peer Review methodology experimented, we have tried to identify some possible implementation areas, both at the provider and policymaker levels, so that the application of this methodology can better express its potential.

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¹ "In-depth Desk analysis of the needs and challenges of the adult learning sector" described in the "Warming up Strategy for developing a quality culture" (PRALINE IO.1). PRALINE project 2014-1-IT02-KA204-003626, September 2015- http://www.praline-project.eu/Result01.asp.

² We will refer both to the feedback collected at the end of the piloting phase and synthesized in *Qualitative Analysis of the piloting* of the European Peer Review methodology for the Adult Learning sector (PRALINE IO.4), and the expectations and suggestions collected thanks to the Stakeholders meeting held on PRALINE Warming up Strategy for developing a quality culture (PRALINE IO.1)

Area of recommendation nr. 1.

Defining a common framework to guarantee the quality of lifelong and life-wide learning

One of the main strands of reflection in recent years at European level has focused on the need for strengthening the exchanges and cooperation between Vocational Education and Training system and Adult Learning, in order to gain a mutual benefit.

As shown in the study conducted by Panteia³ on behalf of the European Commission: *The lifelong learning approach is gradually making the division between the different education and training sectors obsolete.*

Moreover, the thematic network QALLL⁴ was finalized "to improve the standard and efficiency of vocational education and training (VET) as well as adult education (AE) by highlighting good practice and developing recommendations with regard to quality assurance".

In particular, in the presentation of the results of the project carried out by the thematic network QALLL it has been underlined that – beyond the differences related to the specific institutional contexts, the target group or the educational objectives that characterize the different training settings – the approaches to quality assurance in VET and AE are substantially similar.

Since the key principles for the definition and maintenance of a quality assurance system are valid both in VET and AE contexts, the invitation that emerges from the final recommendations of the project is to use also for Adult Education the quality assurance methods already tested for VET, possibly adapting and developing them further, so to make them more compliant to the specificities of the sector.

A similar conclusion was also reached in 2013 by the Thematic Working Group (TWG) on Quality in Adult Learning (AL).

As known, EQAVET – the European Quality Assurance Reference Framework for Vocational Education and Training – is based on the quality cycle of continuous improvement and is designed to support the development of a systematic approach to quality assurance in VET systems and of their offer both at national and European levels.

The TWG on Quality in AL explored the different arguments for and against an overarching reference framework for quality assurance in Adult Learning. At the end of their work, TWG members agreed that "creating a separate framework for adult learning was likely to prove an inefficient and possibly counterproductive strategy"; stressing in conclusion that: "while existing quality instruments may not be able to cope with the diversity and cross-sectoral nature of adult learning, they do, nevertheless, provide a basis for further development".

The same Panteia study concluded that: "In most countries, quality assurance systems, especially for the non-formal adult learning sector, can be improved and, due to the similarities, the proposal is to take quality model of EQAVET as reference point for adult learning and to add adult learning specific characteristics to it".

³ Panteia "Developing the adult learning sector- Quality in the Adult Learning Sector", Final report (Open Call for tender EAC/26/2011) - 2013

⁴ QALLL - *Quality Assurance in Lifelong Learning with a Focus on VET and Adult Education* – Recommendation, Vienna 2012

Another significant remark was that: "Broadening the scope of EQAVET to adult learning could at the same time be the first step finally leading to a future quality assurance framework for lifelong learning, being an inspirational model for all educational sectors (also including HE and general education)."

Consequently, this line of development has produced the following results:

- a) outcomes of the EQAVET Working Group on "Adult learning in the context of Continuing VET" 2014-2015. The WG was established amongst others to:
 - to map the potential correlations between the *EQAVET Framework* (quality criteria/descriptors & indicators) and the proposed *Framework on accreditation of AL providers* quality criteria/descriptors and indicators) as proposed by the TWG on Adult Learning (AL);
 - to identify those EQAVET descriptors and indicators that need further exploration in order to include the new dimensions/elements proposed by the TWG on AL;
 - to identify the AL descriptors & indicators that are not included in the set of EQAVET descriptors & indicators;
 - b) the adoption of the Network's EQAVET+ paper. In 2016 a new EQAVET Working Group on "Complementing EQAVET Developing an EQAVET+ approach" was established to complete the European Quality Assurance Reference Framework by introducing new indicative descriptors or expanding some existing ones with small additions to reflect the emerging policy priorities and to respond to those areas of VET policy and provision, which are of interest to Member States and the EU Commission but were not effectively represented in the EQAVET Recommendation.⁵ Some of these priority areas relate also to quality assurance dimensions of adult learning as well, e.g. apprenticeship/work-based learning, learning outcomes (LO) and the pedagogical elements connected to LOs, in-company training, CVET.

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⁵ EQAVET+ "Indicative descriptors: EQAVET Network's Paper on complementing EQAVET", 2016

How the European Peer Review methodology adapted to Adult Learning contributes to the fulfilment of this Recommendation?

The European Peer Review methodology adopted by the PRALINE project is based on the methodology tested in the past years in the field of vocational education and training. The procedure used follows the principles and quality criteria of the European Quality Assurance Reference Framework (EQAVET).

The adaption to Adult Learning of the cognitive framework and the tools of the European Peer Review methodology – which constitutes one of the fundamental outputs of the PRALINE project – was perceived by PRALINE partners as necessary just to take into account some key features of learning in adulthood as well as some peculiarities of the Adult Learning field significantly affecting the conditions of quality of learning for this target group.

In particular, with regard to the specific attitudes of adult learners, we refer to some aspects such as:

- The adult is interested in learning and adult learners are most successful when they find the learning meaningful.
- Adult learners have prior learning and work experiences, so adult education embodies the opportunity to use (and validate) the experiences of each individual adult as a point of departure and to use them during the educational process.
- On the basis of their experience, each adult becomes an important contributor to quality in the educational process and this is in itself both a challenge and an opportunity.
- Motivation in adult learners is triggered by their needs and desires. Increasing their willingness to learn is embodied in the instructional execution, let them know how the knowledge and skills will work for them and keep them involved in their learning processes.

About some specificities of the AL sector, we can mention the following:

- Adult learning covers all types of learning by adults. It includes learning for personal, civic and social purposes, as well as for employment, and can take place either in formal education and training systems or other settings.
- Large-scale of providers in terms of organisational structure, size, and operational rules. A wide range of institutions – folk high schools, community colleges, community institutions, regular educational institutions and more informal venues – deliver learning to adults with different needs.
- Learning contexts: Adult learning has its own culture and traditions reflected in its diversity, varied age profile, the range of delivery methods, teaching and learning styles, which are reflective and practical, materials and the relevant supports required to encourage participation and retain adults in education and training.

To make just a few examples, as a result of the above-mentioned characteristics some features of adult learning offer become particularly relevant in quality perspective. We refer in particular to the characteristics such as: flexibility in the times and modes of delivery; the use of methods that engage and motivate individuals in learning and enhance their prior experience and competencies; the personalization of learning paths, based on an analysis of the interests, motivations and expectations of adults and by the validation, recognition and certification of their skills, previously acquired in formal, non-formal and/or informal contexts.

In conclusion, the changes and additions made thanks to PRALINE project to the previous cognitive framework of the European Peer Review methodology respond to the same requirements that have led to EQAVET+: the need to take into account also aspects of the process of designing, delivering, evaluating and reviewing the learning offer that are relevant for the AL sector. In particular we refer to aspect explicitly mentioned in *EQAVET Network Paper on complementing EQAVET*, that are: "apprenticeship/work-based learning provision and in-company training; the processes of defining, describing and assessing learning outcomes; qualification design, assessment and certification; the pedagogical processes associated with

learning outcomes; the teachers' and trainers' role in the quality assurance process; procedures which are used in the validation of non-formal and informal learning in line with EQF/NQFs".

The additional contribution produced by PRALINE project is coherent with EQAVET+ but goes beyond the review of some descriptors and consists of the introduction of new criteria and their related indicators constituted in the Quality Areas, in order to fully take into account the distinctive characteristics of the sector and to be able to describe, in details, those aspects of the adult learning offer mentioned above.

In particular, among the Quality Areas which have been subject to major revision in order to make them more appropriate to the sector of AL, we mention those relating to:

- "Learning and Teaching", which focuses in particular on the analysis of the quality of the design and management of the learning and teaching process in terms of content, materials used, methods, support offered to learners, monitoring and periodic reviewing of the learning progress and final evaluation of the results achieved;
- "Information, guidance and registration" which, among others, provides for a specific criterion relating to the validation and recognition of learning previously acquired whose relevance has been confirmed by the many Peer Reviews conducted in this area during the project piloting phase;
- "Learning outcomes and results", which focuses on criteria such as the description of methods of collecting data and documentation about learning results and outcomes; the quality of learning results achieved by learners also in their following learning or working career; follow-up offered to participants at the conclusion of their learning paths.

In summary, all the adaptations and integrations of the European Peer Review methodology within the PRALINE project have been made with the aim to put, at disposal of both AL providers and institutions, a framework able to take into account what characterizes quality in adult learning, and to provide a common basis for self-evaluation and external evaluation. A framework that also takes into account the four general dimensions of quality in terms of Relevance (provision of an effective route to and support for, personal and social change), Equity (in access and participation), Effectiveness (positive means-end relationships) and Efficiency (the ratio of cost to benefits).

In conclusion, as it is underlined in the External Evaluation of PRALINE project: "The project material and outcomes could give a valuable input to the European debate on introducing a Quality Assurance Reference Framework for Adult Learning".

Suggestions for implementation by policy makers and VET/AL providers?

- Systematize the framework of the European Peer Review methodology in a transversal way to the
 different fields of education and training, in order to have a system valid for IVET, CVET and AL an
 overarching framework encompassing educational sectors.
- Clearly position European Peer Review in the larger quality assurance system of adult learning sector in order to ensure further use of European Peer Review and its recognition as a valuable external evaluation methodology at national and European level.

Area of recommendation nr. 2.

Enhancing the diversification, flexibility and adaptability of quality assurance methodologies used

A second important point of agreement – towards which it seems to converge the reflection and comparison at European level on the characteristics that should have an effective approach to quality assurance in lifelong and life-wide learning – can be summarized in the recommendation, addressed, first of all, to VET and AL providers, to make an extensive use of the rich repertoire available, and choose the quality assurance methodology that better meets their specific characteristics and needs.

It is a kind of recommendation that only apparently seems to contradict those relating to the need for a common and integrated framework for quality assurance. In fact, as it was observed in the Panteia study already mentioned: "While a common approach to quality assurance in adult learning is needed, its application should not be prescriptive but rather adapted according to the forms of adult learning and their intended outcomes. The way forward lies with generic processes and tools from which adult education providers could choose and/or create their own approaches."

And yet, in the conclusions of the QALLL project, mentioned above, it is suggested that, before the adoption and use of a quality assurance methodology it is necessary to thoroughly analyze the different methods available and their capabilities, in order to base the choice on the real needs of the organization or of the education system concerned.

While recommending to VET and Al providers to choose the most appropriate methodology to fit their needs, at the same time the QALLL project conclusions emphasize the importance of taking into account some more general selection criteria. In particular, it is recommended to identify a methodology which is:

- able to balance the use of self-evaluation and external evaluation;
- capable of including approaches to data gathering both qualitative and quantitative;
- as transparent as possible, easy to use and not bureaucratic;
- able to reflect the work processes and the organization's goals and to focus on significant indicators for the organization.

At system level, the same recommendation results in the need to integrate, by the policy makers, a top-down quality assurance approach – and therefore a prescriptive type – with a bottom-up approach, founded on the voluntary participation in quality assurance and methods chosen on the basis of the awareness of the benefits that these methods can bring to the organization, and not simply as a condition to meet certain formal requirements.

In this different perspective, the external evaluation, for example, can be perceived both as a form of external control and as support to the improvement from the bottom.

How the European Peer Review methodology adapted to Adult Learning contributes to the fulfilment of this Recommendation?

According to the procedure established, the adhesion to the European Peer Review methodology takes place on a voluntary basis and moving from a previous phase of self-evaluation by the organization concerned; the Self-Evaluation Report is the starting point of the external evaluation, which will focus on collecting data both qualitative and quantitative.

The Peer Review methodology is an approach to quality assurance and quality improvement in VET and AL that can be easily integrated with other methods and devices (Accreditation, ISO certifications, assessment by inspectors etc.), as also confirmed by the results of the PRALINE piloting in particular in Italy, France, Lithuania, and Portugal.

For example, it can be used as a variant of the external evaluation, or as preparatory to an evaluation carried out by inspectors; also it can be used as an external validation of self-evaluation implemented also with reference to different quality assurance methodologies; furthermore, the use of its tools can be preparatory for the access to other quality assurance methods.

Especially for those organizations working in the field of AL that provide not funded training (and thus, for example, not necessarily accredited) and/or for organizations (such as companies) that do not have education as their priority mission, Peer Review methodology adapted to AL puts at disposal a framework and a set of criteria and indicators for the evaluation and the continuous improvement of quality not only more sustainable than other tools and certification systems, but also more easily correlated to significant dimensions of their educational offer and organizational action.

In general, Peer Review methodology allows for great flexibility and autonomy with respect to the choice of Quality Areas investigated, enables organizations to focus on those aspects of the quality they consider most relevant to the improvement of their performance, their effectiveness, and efficiency, and therefore for the purposes of their competitiveness.

As recognised by the External Evaluator of the PRALINE project, Giorgio Allulli, the *framework of Quality Areas defined for the European Peer Review Procedure in Adult Learning:*

- takes into account the four quality dimensions identified above,
- comprises the crucial areas of a high-quality adult learning provision in a clear, practical and workable form,
- covers a wide range of Quality Areas used in Europe, thus facilitating its use at a European level,
- serves as a tool for cross-reading different national quality frameworks, thus enhancing transparency and comparability within Europe 6 .

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⁶ A plethora of quality frameworks and research finding on quality in adult learning have been used in the definition of the quality areas and indicators.

Suggestions for implementation by policy makers and VET/AL providers?

- Encourage connections between different policies and instruments in order to create synergies and promote greater transparency and consistency between sectors that also operate separately to each other.
- Consider the possibility of adaptation to the specificities of the organizations and of the educational offer, in order to include everyone in the process of improvement, starting from the sharing of a common framework.⁷
- Integrate Peer Review methodology with other Quality Assurance methods, proposing this as a starting mechanism in the process of defining and developing a system of "performance-based awarding schemes"⁸.
- Support an approach that is adopted on a voluntary basis through institutional and shared forms of recognition and visibility, as Registers of Peers, a Peer Review European Label, etc.
- Identify links between European and national levels for a sustainable introduction and mainstreaming of the European Peer Review methodology in the adult learning sector — and in lifelong learning. Despite the variations made to integrate the methodology into the existing systems, the presence of a common methodology and its criteria and indicators serves as a point of reference for comparison and dialogue at the transnational level.

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⁷ For example in France, according to the *Law 2014-288 del 05/03/2014 on vocational training, employment and social democracy*, the training organizations have the choice to be certified by a label (general label such as ISO 29990), or specialized label (such as Centre de Formation Professionnelle et de Promotion Agricole or 2nd Chance Schools) whose up-to-date list belongs to the steering committee representing public companies or to satisfy the conditions of quality defined by the same committee. Training organizations must be in line with these criteria in order to be referenced by the funders and benefit from a support of their training.

⁸ See, for example, the experimentation that is underway in Italy (Regione Umbria) aimed to find effective ways of integration and complementarity between the device for the accreditation of training agencies and the use by the same agencies of the Peer Review methodology

Area of recommendation nr. 3. Supporting the development of a culture of quality

According to the traditional definition "A quality management system (QMS) is a formalized system that documents processes, procedures, and responsibilities for achieving quality policies and objectives". The emphasis of this approach to quality assurance is necessarily on the strict adherence to certain standards, to specific procedures, and on the production of appropriate documentation.

However, the focus on quality assurance and management aspects risks leaving in the shadow the cultural aspects. At the opposite, building a culture of quality is considered "a crucial precondition for the successful implementation of a quality management system".

In short words, we must learn how to design reliable quality systems capable of promoting, at the same time, a culture of quality.

In the transition to a quality concept understood as the result of an underlying attitude faced to satisfy stated and implicit needs, it is clear the importance of some dimensions of the organizational culture such as values, beliefs, the basic attitudes of people that operate inside the organization and interact with each other and to the outside. In particular, in training organizations, the heart of the approach to quality relays on the relationship of exchange between trainers and trainees.

The prevailing idea is the existence of a relationship between the production of quality and the cooperation of all the actors involved. In this perspective, in order to assure quality is necessary to go beyond a rationalist conception of organizations: process control is not enough! We need a new paradigm: to move away from optimization to the co-responsibility and ownership of all the actors.

Understanding what characterizes an organizational culture focused on quality — and therefore being capable to support core beliefs and to promote values, attitudes and behavior patterns that can function as a quality guarantee at a deeper level than the mere observance of rules and procedures — is an objective of key importance, in view of the influence that the cultural dimensions have on the success of the organizations and their ability to adapt and to transform.

At the same time, it is important to understand how to develop within the organizations a culture of quality. In general, among the most often highlighted aspects, to be considered as leverage to support the development of a culture of quality, it should be mentioned:

- The strong commitment by the organization's management.
- The involvement of staff at all levels in the process, on the basis of a clear understanding of the objectives and the expected benefits.
- The ability to recognize the strengths and to support the aspiration to improve.
- The capability to clarify and to communicate the benefits of quality assurance.
- Creating inside the organization an open and collaborative climate, which makes possible a constructive assessment and feedback useful for improvement.
- Promoting active participation, giving space to self-determination and self-regulation.
- Ensuring that active participation in quality assurance processes become an integral part of the professionalization and the development of staff skills.

How the European Peer Review methodology adapted to Adult Learning contributes to the fulfilment of this Recommendation?

According to the evaluation of the experience of those who have used it, several characteristics of the European Peer Review methodology are connected to its impact on certain relevant dimensions of a culture of quality.

In particular, the feedback shows that:

- The application of the Peer Review methodology in its different phases is not possible without a strong commitment of and support by the management of the organization involved.
- The Peer Review Methodology requires for its implementation the active involvement of different roles inside and outside the organization and at every level of the organization. The piloting conducted by the PRALINE partners has confirmed the high level of involvement of the staff and of the stakeholders (learners, companies etc.) both in organizations with structured quality management systems already in place and in organizations with fewer experience with QA⁹, which resulted clearly from the application of the methodology.
- The preparation and conduction of a Peer Visit stimulate a process of organizational learning, indispensable for any real change, first of all, because it promotes, to a large extent, the reflection and the growth of awareness with respect to the quality assurance procedures and practices followed.
- The Peer Review encourages and promotes the development of competencies of the staff involved, thanks to the exchange and mutual learning, among professionals and different organizations, which is realized in the course of the different phases of its application.
- The Peer Review requires for its application and at the same time, it encourages the strengthening of some soft skills (leadership, relational efficacy, teamwork, problem-solving, communications etc.) that are essential for the development and strengthening of a culture of quality.
- The realization of a Peer Review puts in motion processes of empowerment of key roles of the staff in the learning process, such as teachers and trainers, but also of other roles (guidance counselors, tutors, administrative staff etc.) in various ways involved in managing the quality system of the organization.

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⁹ "Qualitative Analysis of the Piloting of the European Peer Review methodology for the Adult Learning sector" – PRALINE project 2014-1-IT02-KA204-003626, April 2017- http://www.praline-project.eu/Result04.asp.

Suggestions for implementation by policy makers and VET/AL providers?

- Support opportunities for interaction and exchange between VET providers and AL providers in order to feed and strengthen a common vision in terms of the quality of learning offer.
- Develop quality network among providers, valuing and rewarding initiatives of mutual evaluation among organizations also from different sectors, in order to promote mutual-learning and quality development from the bottom.
- Promote information and training meetings on the issues of quality of learning offer addressed not necessarily, or not only, to quality specialists, in order to support the use of a language and an approach that make more evident the links between quality assurance criteria, tools and procedures and their meaning and impact in terms of expected benefits for organizations and learners.
- Promote the professional qualification and continuing training of staff responsible for education and training, in particular on issues of quality assurance and the consequent recognition of these skills as relevant to their professional profile.
- Support the use of the conceptual framework of the European Peer Review methodology (Quality Areas, criteria and related indicators) for self-evaluation and in order to raise awareness about the importance of a culture of quality among different AL providers.

OVERVIEW OF THE SUGGESTIONS FOR IMPLEMENTATION

To sum up the Recommendations described in the present document are addressed to both policy makers and Adult Learning providers. In the section below they are grouped for target groups to facilitate their distribution and use.

For Policy Makers

- 1) Systematize the framework of the European Peer Review methodology in a transversal way to the different fields of education and training, in order to have a system valid for IVET, CVET and AL an overarching framework encompassing educational sectors.
- 2) Clearly position European Peer Review in the larger quality assurance system of adult learning sector in order to ensure further use of European Peer Review and its recognition as a valuable external evaluation methodology at national and European level.
- 3) Encourage connections between different policies and instruments in order to create synergies and promote greater transparency and consistency between sectors that also operate separately to each other.

For both Policy makers and AL Providers

- 4) Integrate Peer Review methodology with other Quality Assurance methods, proposing this as a starting mechanism in the process of defining and developing a system of "performance-based awarding schemes".
- 5) Support an approach that is adopted on a voluntary basis through institutional and shared forms of recognition and visibility, as Registers of Peers, a Peer Review European Label, etc.
- 6) Identify links between European and national levels for a sustainable introduction and mainstreaming of the European Peer Review methodology in the adult learning sector and in lifelong learning. Despite the variations made to integrate the methodology into the existing systems, the presence of a common methodology and its criteria and indicators serves as a point of reference for comparison and dialogue at the transnational level.
- 7) Support opportunities for interaction and exchange between VET providers and AL providers in order to feed and strengthen a common vision in terms of the quality of learning offer.
- 8) Develop quality network among providers, valuing and rewarding initiatives of mutual evaluation among organizations also from different sectors, in order to promote mutual-learning and quality development from the bottom.
- 9) Promote information and training meetings on the issues of quality of learning offer addressed not necessarily, or not only, to quality specialists, in order to support the use of a language and an approach that make more evident the links between quality assurance criteria, tools and procedures and their meaning and impact in terms of expected benefits for organizations and learners.

10) Support the use of the conceptual framework of the European Peer Review methodology (Quality Areas, criteria and related indicators) for self-evaluation and in order to raise awareness about the importance of a culture of quality among different AL providers.

For AL Providers

- 11) Promote the professional qualification and continuing training of staff responsible for education and training, in particular on issues of quality assurance and the consequent recognition of these skills as relevant to their professional profile.
- 12) Consider the possibility of adaptation to the specificities of the organizations and of the educational offer, in order to include everyone in the process of improvement, starting from the sharing of a common framework.