



New Opportunities for Learning – GOING LLL

Final Report

Public Part

Project information

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Executive Summary

The New Opportunities for Learning – Going LLL was a KA1-ECET LLL project approved in 2010 and implemented between 1 March 2011 and 29 February 2012.

The project was developed by a partnership between two Portuguese entities: the body that coordinates the LLL system in Portugal (then known as the ANQ) and a higher education/research institution (the UCP-CEPCEP).

The project essentially aimed to contribute to the development of the LLL system in Portugal through: (i) improving the understanding of baseline structures of the system (the new opportunities centres) and other operational structures and (ii) planning and establishing guidelines for their development in the short and medium terms. Within this context, it was considered of paramount importance that the main recipients of the outcomes of the project – the centres, their professional staff and partners – take part in the development of the project. The stages of the project which saw their involvement included the detailed cases studies, the brainstorming sessions, the focus groups for discussion and validation of preliminary results, and the final seminar to discuss and validate key results.

The main products of the project included: (i) a Quality Charter for the Lifelong Learning Centres, (ii) identification of Best Practices and Key Factors for development of the local networks for qualification (with the centres acting as ‘the main nodes’), (iii) a Road-map for evolution in Portugal, and (iv) an Implementation Guide (E-book) to assist with the wide dissemination and use of each of these products.

The project also aimed to promote wide-ranging reflection at European level about methods for developing the potential of LLL, by encouraging comparative discussions and learnings about relevant drivers, different types of approach, regulation models and relevant key factors.

With the assistance of a researcher from the Tavistock Institute, and experts from the MENON Network and UNESCO’s UIL, the project produced results based on learnings of international interest acquired through the Portuguese experience. These results pointed to an unexpected but increased significance of the roles played by local networks and educational communities in the areas of development and sustainability.

The following information is available on the official sites of the two partners: i) reports, papers, and E-book, under Produtos (PT) and Main Products (EN); ii) presentations of the Final Seminar, which took place in Lisbon on 15 February 2012, under Eventos (PT) and Events (EN).

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1. Project Objectives

The project **Mission** was to contribute to the consolidation of a Strategy for Lifelong Learning (LLL) based on the seminal experience of the New Opportunities Centres in Portugal.

The **Vision** was to establish an LLL System based on Local Networks of Qualification (LNQs) as the drivers of partnerships, communities and dynamic strategies for social, cultural and economic integration. Accordingly, the project aimed to contribute to:

- raising national awareness of the great potential of Lifelong Learning and its expected impact on the development of society and on the creation of added value to the Portuguese economy;
- supporting the development of European LLL policies.

The main **objectives** established for the project, which were implemented as products, were the Model of Lifelong Learning Centres (LLLCs) and the Identification of Key Factors (inhibitors and enablers) in LNQ.

Within this framework, the main **direct beneficiaries** of the project were the New Opportunities Centres – the basic infrastructure of the Priority Axis for Adults of the New Opportunities Initiative (2005-2010) <http://www.novasoportunidades.gov.pt/> – and their professional staff. The participation of these centres (over 400 of them, which, when the project commenced, had already reached a stage of maturity) was ensured through:

- participation in meetings organised under the project, namely brainstorming sessions during the exploratory phase and Focus Group sessions for discussion and validation of preliminary results;
- inclusion in samples - of existing centres, partners and local networks for qualification - for detailed case studies. These studies examined the procedures used in the centres, and the outcomes of those procedures, as well as the dynamics generated in the local area or region around these structures, which aimed for greater outcomes in terms of community and regional development.

In order to support the development of European LLL policies, namely by carrying out a benchmarking exercise using the Portuguese experience, the project sought to ensure the measured involvement of international entities, in the presentation and discussion of conclusions and in their dissemination. Two entities in particular should be mentioned by virtue of their effective contributions: the MENON Network and UNESCO's UIL (Institute for Lifelong Learning).

2. Project Approach

2.1 Models of analysis and methodologies used

During the course of the project, the work was divided into two operational groups, working in parallel (WP1 and WP3). The planning was carried out jointly, by the same team, but implementation involved separate leadership and different samples. The brainstorming and validation exercises involved the participation of both groups.

2.1.1 WP 1 – Looking for an LLLC model

At the outset, the aim was to:

- (i) create a framework to integrate the functions of Lifelong Learning into the New Opportunities Centres (NOCs),
- (ii) create a road-map for change that would allow the New Opportunities Centres to reinvent themselves as centres which follow this new way of thinking as their principal method of operation.

The creation of these products by these WP relied on the data collected from a restricted number of New Opportunities Centres, selected for their LLL potential, and on reflection about the knowledge acquired and ideas shared with and between the professional staff of these Centres.

The work was developed over three phases:

- a) The first phase involved an assessment of the quality and effectiveness of the New Opportunities Centres, by reference to quantitative data (SIGO) and qualitative data (CAF evaluation at the NOCs and monitoring visits in the field in other cases). The analysis, which was carried out by the project team and which involved consideration of the complexity of responses offered and of the diversity of institutions which constitute the Centres, enabled a consensual selection of the Centres to be studied.
- b) The second phase, which took into account the field work, was concerned with identifying the key factors for promoting the development of existing Centres into Lifelong Learning Centres.
- c) The third phase involved discussion of the concepts, key factors and characteristics of a LLLC, and of the development of NOCs into LLLCs.

2.1.1.1 The sample for Case Studies on the Centres

The sample of New Opportunities Centres to be studied was determined according to the following: (i) effectiveness and quality, (ii) potential for development into an LLLC, (iii) age, (iv) institutional nature, and (v) network of relationships created.

The selection, which was made in a panel session involving all project participants, resulted in the following sample (Table 1):

Table 1. Centres Selected for Case Studies

New Opportunities Centres - WP1		
Name	Region	Type of Entity
In Loco	Algarve	Association
CESAE	North	Business association
Escola Lousada	North	School
Escola Intercultural	Lisboa and Vale do Tejo	Municipal Enterprise
Centro Profissional Seixal	Lisboa and Vale do Tejo	IEFP (Institute for Employment and Vocational Training)
EPRAL - Fundação Alentejo	Alentejo	Vocational School
Politécnico de Leiria	Centre	Higher Education

2.1.1.2 Key factors

The case studies and data analysis determined that, for relevant actors, the following were the critical factors that impacted on the development of NOCs into LLLCs:

- Segmentation of supply and demand;
- The definition of what activities are considered LLL activities;
- The size of the community covered by the Centre;
- The establishment of LLL networks (WP2);
- The sustainability of the Centre;
- The value of LLL to the labour market.

There was, however, another critical factor, namely the issue of regulation of each LLLC and the LLLCs and networks as a whole by the public authorities. This issue - of the Regulation Model that underlies the system – was also the subject of reflection and discussion by project teams.

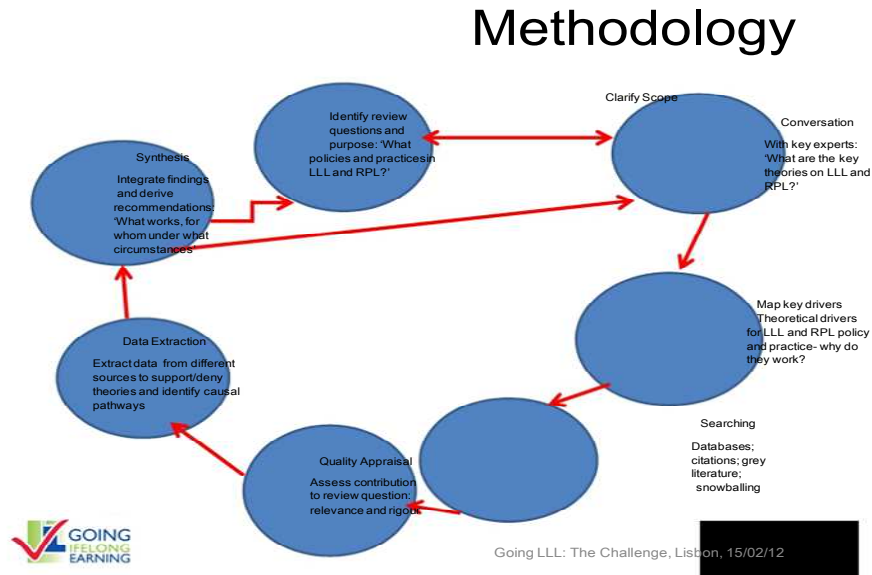
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During the development of the project, it was realised that new insights were needed, in order to understand, compare and align the Portuguese experience with international best practice. This was considered important, in terms of improving the product (the Quality Charter of the LLLCs) and creating interest for its dissemination within Europe. It was under this context that two other papers were written and presented:

- the first, written by Joe Cullen of the Tavistock Institute, was concerned with the identification of key factors for each LLLC, by reference to the state of the art in LLL in Europe and to the Assessment of Prior Learning (APL) and Recognition of Prior Learning (RPL);
- the second, written by Roberto Carneiro from the UCP, was of a political and philosophical nature and was concerned with the purpose and meaning of lifelong education.

In accordance with the ideas presented in the first paper, the approach taken was as described in the following diagram.

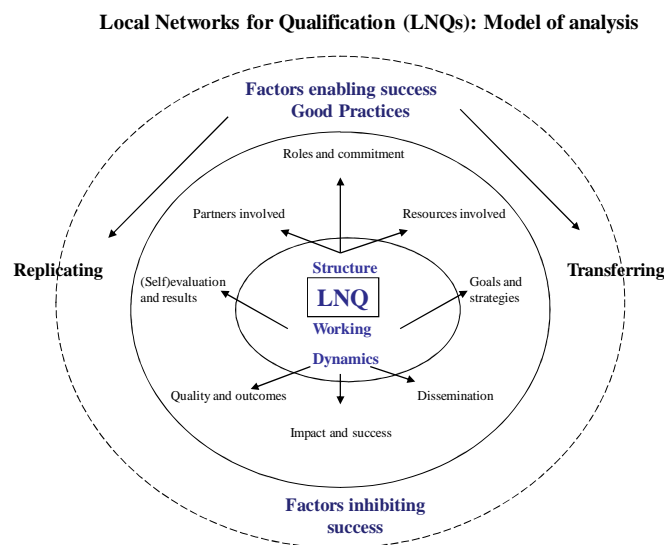
Diagram 1 – Approach and methodology for identification of key factors in LLL, based on the state of the art in Europe.



2.1.2 WP 3 – Stimulating the development of Local Networks for Qualification (LNQs)

2.1.2.1 The Model of Analysis

Diagram 2. The model of analysis of WP3. (Stimulating the development of) Local Networks for Qualification (LNQs)



The theoretical work and that of the collection of data under this WP were carried out by reference to four variables, which were considered crucial in the analysis of local networks for qualification (LNQs), as follows:

- network creation and internal operating mechanisms;
- results and potential for development of the network;
- relevant external factors;
- key factors, enabling or inhibiting success in the development of LNQs.

2.1.2.2 Sample of LNQs selected for Case Studies

From thirteen existing early stage/developed networks, three were selected for detailed case study under the project – namely:

- Rede de Educação de Adultos e Jovens do Concelho de Braga (REAJ-Braga) – in the North of the country;
- Rede de Centros Novas Oportunidades da Região do Algarve (focused on the network of the NOC of Bacia do Arade) – in the South;
- Rede de Ofertas para Adultos de Almada e Seixal (ROFAAS) – in the Centre (metropolitan Lisbon).

The selection of these networks was made according to the following criteria:

- Size of the network: number of partners, heterogeneity of institutions, and area covered;
- Objectives of the network: need for local co-ordination of education and training on offer for young persons and adults, and potential for promotion of lifelong learning;
- Dynamics of the network: current level of activity and potential for development/consolidation of the network (particularly as regards promotion of LLL).

The networks were selected mainly because of the diversity of characteristics offered, as to each of the criteria set out in Table 2.

Table 2. The three local networks for qualification (LNQs) selected for Case Studies

Network	Size (Partners)	Objectives	Dynamics
REAJ-Braga	34 Partners Considerable institutional diversity Area covered: municipality of Braga	Articulation of supply and demand of education and training for young persons and adults and regulation of the same	In operation Networking actions planned (action plan established for 2011-2012) LLL promotion expressly included
Network of NOC Algarve – NOC of	The network covers 20 NOCs The sub-network of Bacia	Rationalisation of the regional supply of training for adults	In operation Networking actions planned The network has established

Network	Size (Partners)	Objectives	Dynamics
Bacia do Arade	do Arade is comprised of 5 NOCs from the municipalities of Portimão, Lagoa and Silves		an action plan which has been agreed to by 8 NOCs of the Algarve region – in course LLL promotion is being considered
ROFAAS	24 Partners Considerable institutional diversity The network, which initially only covered the municipality of Almada (ROFAA) was extended to cover the municipality of Seixal in 2009	Articulation and regulation of the training on offer with a view to the appropriate and timely referral of persons registered at the NOCs	Little activity Network implementation/development expected, with an LLL approach to be included in the future

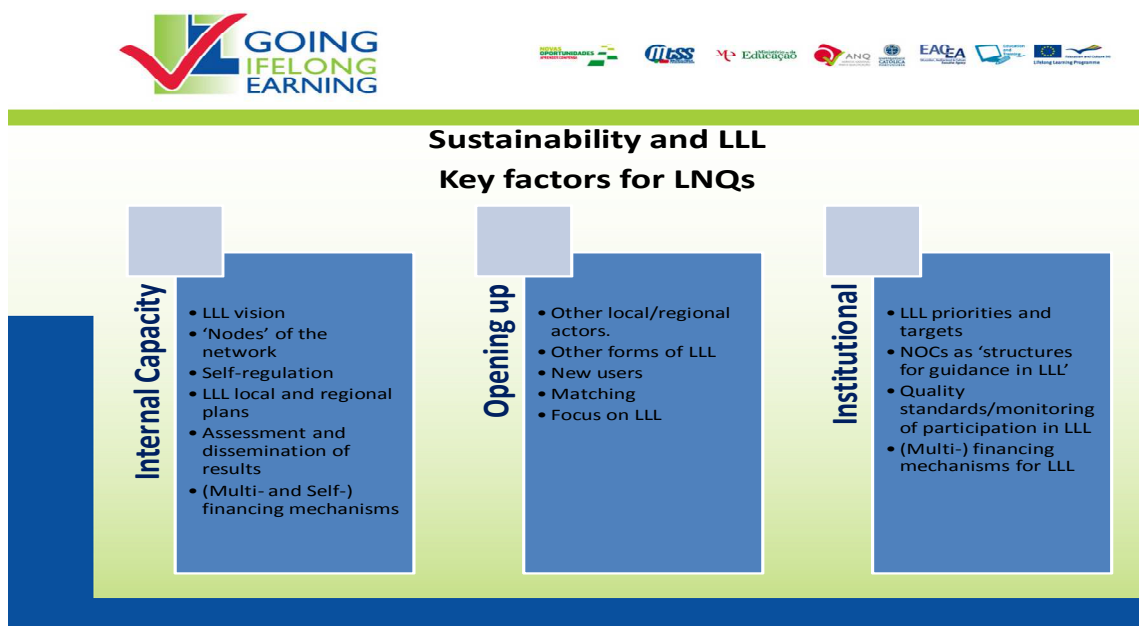
Source: CEPCEP and ANQ case studies, 2011.

2.2 Added Value

The reflection made possible by the project and the products created are expected to lead to:

- The prospect of New Opportunities Centres developing into LLLCs;
- Local and regional partners (including private entities) taking more initiative and playing a greater role in the promotion of LLL, with emphasis given to the main key factors established during the project: **strengthening the internal capacity** of early stage existing networks, **opening them up** as structures for promotion of LLL at regional level and **institutional development**.

Diagram 3. Key Factors for LNQs



- A road-map - based on the eight steps for successful change recommended by John Kotter – to act as a guide for short-term change in Portugal.

The 1st Step is a Sense of Urgency. In the case of Portugal, the urgency arises from the fact that less than one third of the population aged between 25 and 64 has completed secondary or higher education. Having in mind that this is the minimum level of education that is considered acceptable in the current information and knowledge society, it is imperative that Portugal tries to overcome this competitive disadvantage.

The project also afforded the opportunity of improving the understanding of the Portuguese experience and placing it in a wider context. Of particular significance are the different types of approach used in different parts of the world to develop LLL systems and the more or less centralised system of the model of regulation (see Tables 3 and 4).

Table 3. What kinds of LLL systems are emerging? - Sectoral patrimonies in lifelong learning ‘systems’ (after Cullen et al, 2002)

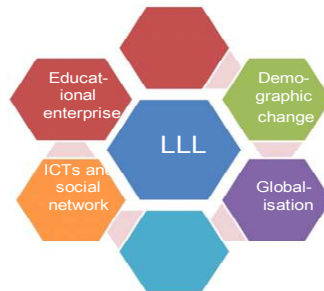
Sector	Higher Ed	Adult	WBL and CPD	Informal
Main influencing theories	Strong cognitivist/‘black box’ tradition Now constructivist influences	Andragogy Constructivism Activity theory Conscientisation	Human Capital theory Activity theory	Andragogy Constructivism Conscientisation
Current pedagogic approaches and practices	Managed Learning Student-centred learning	Active Learning Experiential Scaffolding Vernacular pedagogy	Apprenticeships Connective Experiential Key skills Problem based learning Transformative learning Communities of practice	Social movements Social capital approaches Experiential Communities of practice Active learning
Drivers	‘Performativity’ ‘De-centred’ knowledge TQM and QA Transferable skills	Scarcity of Funding Transferable skills	‘Just in time’ demand Soft skills demands Customer-focused learning	Learning entrepreneurs Popular culture Lifelong learning agenda

Table 4. Lifelong learning systems as models of regulation

	State	State-led SP	Formalised SP	Voluntary Partnership	Market
Centralized	LUXEMBOURG GREECE PORTUGAL FRANCE		AUSTRIA		
Regionalized		ITALY SPAIN	GERMANY BELGIUM		
Localized			SWEDEN NORWAY	FINLAND DENMARK	
Institutionalized				NETHERLANDS	UK

Diagram 4. Drivers of the LLL system

What dynamics are driving LLL?



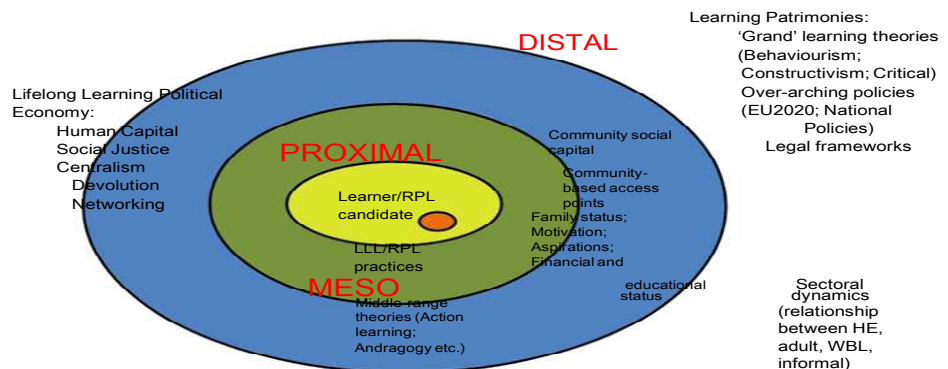
Going LLL: The Challenge, Lisbon, 15/02/12

Source: Green, A (2005)

In addition, the project facilitated a deeper understanding, on a world scale, of which dynamics and drivers best support the development of LLL (Diagram 4), and helped to break down the multiplicity of levels which contain the various key factors for development of LLLCs (Diagram 5).

Diagram 5. At which levels are the key factors for development of LLLCs to be found?

Critical Factors for Lifelong Learning Centres



Going LLL: The Challenge, Lisbon, 15/02/12

Lastly, the project facilitated an understanding of how the road-map for promotion of a Learning Society reflects and strengthens the approaches advocated by international bodies such as the EU and UNESCO concerning educating and learning cities.

“A Learning community is a city, town or region which mobilizes all of its resources in every sector to develop and enrich all its human potential for the fostering of personal growth, the maintenance of social cohesion, and the creation of prosperity”. (ELLI definition, quoted from Longworth, 1999)

2.3 The Assessment Strategy

The assessment strategy established for the project was essentially based on mechanisms of self-regulation which aimed to monitor and assess the following aspects:

- Overall progress of the project and all matters related to it (quarterly meetings of the Steering Committee which included the directors of the partner entities and the Management);
- Development of key products (regular Quality Circles involving the Management and project teams);
- Partnership Leadership and Quality (monthly Status Reports signed by WP leaders and disseminated by the Management);
- Dissemination of activities and products (controlled by the Manager).

Table 5. Going LLL Assessment Plan

Task	Steering Committee Meetings	Management Team Meetings	Quality Circles to assess progress on objectives	Dissemination of Activities and Products	Project Management	Value Added by Partners
Frequency	Quarterly	Bimonthly	Two per group: WP-DEV and DIS/EXP	Throughout the project	Throughout the project	Throughout the project
Purpose	Assessment of Overall Progress of the Project and related matters	Assessment of progress since the previous meeting	Development of key products	Dissemination and exploitation measures	Partnership Coordination and Leadership	Partnership Quality
Quality Indicators	<p>Quality of Information and Communication available prior to and at the meeting</p> <p>Degree of participation and contributions made at the meeting</p> <p>Compliance with meeting agenda and objectives</p> <p>Quality of the work environment</p> <p>Understanding by participants of the next steps</p>	<p>Quality of Information and Communication available prior to and at the meeting</p> <p>Degree of participation and contributions made at the meeting</p> <p>Compliance with meeting agenda and objectives</p> <p>Quality of the work environment</p> <p>Understanding by participants of the next steps</p> <p>Completion of tasks assigned at the previous meetings</p>	<p>Correspondence between QC purposes and performance indicators</p> <p>Compliance with work plan and timetable</p> <p>Involvement of and contributions made by all members of the QC</p> <p>Connections and contacts made with other QCs and external experts</p> <p>Understanding by participants of the next steps</p>	<p>Correspondence between activities and results planned and activities and results achieved</p> <p>All targets reached</p> <p>Measures adjusted during the course of the project to render them more effective</p> <p>Contributions received during the dissemination process were incorporated</p>	<p>Clear assignment of tasks and roles as between partners</p> <p>Clear, shared timetable</p> <p>Procedures and decision-making process were agreed to and were effective</p> <p>Communication between partners was regular and effective</p> <p>Partners made effective and valuable contributions</p>	<p>Partners allocated time and resources to the project</p> <p>Partners attended meetings and other events organised under the project</p> <p>Partners played an active role in planned dissemination activities</p> <p>Partners were engaged in the resolution of problems</p> <p>Evidence showing that responsibilities were shared and that complementarities existed</p> <p>Evidence of climate of trust and positive attitudes</p> <p>Partners developed a sense of belonging in relation to the project</p>
Type of Assessment	Internal	Internal	Internal	Internal	Internal	Internal
Assessment Tools	Assessment Sheet handed out at the end of the meeting	Comments noted down on meeting memos, past and present Self-assessment sheet	Table of issues produced by the GP	Monitored by Internal Assessor	WP Progress Sheet Assessment Sheet at the end of the 3 rd and 4 th SC	Assessment using checklist (Self-assessment in the Mid-Term and in the 3 rd and 4 th SC)

In summary, the assessment should demonstrate that:

- the project was implemented as programmed, the timetable was complied with and planned products were delivered;
- service leadership as well as reciprocal and joint team learning were stressed by the two partners, and this process resulted in increased confidence and team spirit;
- due to the turbulent climate (marked by the fall of one government and the installation of another, a financial bailout of the country, a complete change of the management of the coordinating partner, as well as a change of the name of the coordinator partner), the Dissemination Plan was reviewed to strengthen the structure of the project by involving international experts;
- due to the crisis which erupted in the country (and as a result of the changes already referred to), it was not possible - although it would have been desirable - to obtain greater involvement from the new government during the course of the project. It is expected that this situation will be redressed during the ensuing months, in order to ensure that the road-map and the desired development are fully implemented.

2.4 The Dissemination Strategy

The dissemination strategy, which was reviewed in the first few months of the project and implemented accordingly, was as shown in the following table.

Table 6. Going LLL Dissemination Plan

Relevant Entities	Why? Purpose	For whom? TARGET GROUP	What? Content	How? Method	When? TIMING	Expected Results and Impact
ANQ	1) Commitment to the project Publicise the project internally	Management DFO, NCI, NI, GJ	Key factors Projects exists and is in development	Management Meeting Coordination Meetings Publication of news on ANQ website and in New Opportunities newsletter, when relevant	February 2011 April 2011 Jan 2011 to April 2012	Final Decision Mobilisation of ANQ resources
PARTNERSHIP	1) Start of project 2) 1 st Assessment 3) 2 nd Assessment 4) Final decisions/ presentation of accounts	Project managers and teams	Vision, Mission and timetable Reflection on implementation progress Project closure	4 SC meetings	March 2011 July-Sept 2011 Nov-Dec 2011 February 2012	Create motivation for start-up Validation/adjustments to course of action Final Assessment
Relevant sectors at	Provide information about development of the project	1.1. Government entities in the	Preliminary conclusions and relevant	1.1. Meeting presentation to	Nov-Dec 2011	Involvement in project, participation in Final Seminar, and exploitation

Relevant Entities	Why? Purpose	For whom? TARGET GROUP	What? Content	How? Method	When? TIMING	Expected Results and Impact
national level		areas of Education, Employment, Training and Higher Education 1.2. Other partners with membership in CAINO or SNQ	discussion	Government entities 1.2. Meeting presentation of the Monitoring Committee (3)	Nov-Dec 2011	of results following conclusion of project
Education and training sectors at European level	1) Keep the EU informed about development of the project and results	ECET	1.1. Evidence of project implementation 1.3. Conclusions	Email communication with Project Officer Disseminate the Final Report in European Commission project networks	October 2011 April 2012	Create interest in conclusions Motivate interest/participation
	2) Attract and involve other experts and European institutions	2.1. NOI external assessors, recruited by the UCP 2.2. MENON network, UNESCO, OECD	Extend participation in reflection about LLL experiences and in production of results	Request comments on Provisional Conclusions – Brussels meeting with MENON network UCP invites foreign experts in June 2011 to speak at the Final Seminar, and plans following steps and information leaflet	Nov 2011 February 2012	Broaden conclusions by increasing the range of experiences Deepen experience and disseminate at international level
NOCs and Partners of Local Networks for Qualification.	1) Mobilise for participation in field work	1.1. Centres and 81 partners of the sample (1)	Project existence and purpose	1.1.1. ANQ invitation to integrate sample + leaflet	April 2011	Motivate interest and participation between April and November 2011
				1.1.2. Case Studies + meetings with team + leaflet	April-Nov 2011	-{}- Motivate interest and participation between April and November 2011
		1.2. Other Centres and Partners	Invite contributions	1.2. ANQ invitation to participate (2) in	April 2011	

Relevant Entities	Why? Purpose	For whom? TARGET GROUP	What? Content	How? Method	When? TIMING	Expected Results and Impact
	2). Provide information about development of the project	Professional staff and partners of the Initiative	Start up and meetings with Centres and Partners	meetings under the project + leaflet	Nov 2011	Keep this target group informed about project progress
	3). Validate conclusions	3.1. Centres and partners of the sample 3.2. Other Centres and Partners	Presentation of Conclusions, with a view to discussion, validation and improvement	ANQ and UCP websites and New Opportunities newsletter Conduct 2 Focus Groups	March 2011 to March 2012 November 2011	Adherence to project conclusions by the network of Centres and Partners
	4). Support the next steps	Professional staff and institutions involved with the NOI (promoters and partners)	Best practices and LLLC road-map	Final Seminar (aimed at 1000 to 1500 participants, including managers and coordinators of NOCs and a selection of partners) Implementation Guide for Centres (Hard copy and CD or E-Book)	February 2012 February 2012	Facilitate the exploitation of project results by NOI professional staff (7000-10000) and partner entities

The review was marked by five main facts:

- the effective involvement of both partners in the dissemination of activities and products;
- the attraction and involvement of non-national institutions as dissemination partners (as a result of a strategy which sought their involvement in the validation and discussion of preliminary results), namely the MENON network and UNESCO's UIL;
- the importance given to the dissemination of activities from the beginning of the project (which involved the preparation and distribution of a leaflet at meetings and events, whether organised under the auspices of the project or not, and the publication of project initiatives in newsletters);
- the publication of an E-Book Guide (the principal means of dissemination, originally planned as a CD) in two languages (PT and EN), with a view to easy access through the internet and availability of an English version;
- the decision to publish the project website simultaneously on the official sites of both project partners, in a separate area of each site, with the same content and including all products created under the project.

As provided initially in the valorisation plan, the Implementation Guide/Proposed Action Plan also had a print edition which was widely distributed during the Final Seminar on 15 February 2012 in Lisbon.

The first Brainstorming session (held in April 2011) and the Validation sessions (held in November 2011 and February 2012) created the necessary spirit of involvement and contribution among the main beneficiaries, with the result that they became active participants in the dissemination of the project (publishing on their own websites and newsletters, in the local press etc.) as well as in the detailed analysis of the Quality Charter (through meetings organised by the beneficiaries in their own local areas).

Following the Final Seminar, the project was publicised in the official sites of the partners and in social networks (e.g. existing EU groups in LinkedIn). This resulted in numerous international downloads of the final documents of the project and the seminar presentations. In particular, UNESCO used and publicised this material in events which took place in the ensuing weeks.

2.5 Contributions to sustainability (exploitation of results)

The main indicators of significant impact/sustainability, which were identified in the Valorisation Plan, are shown in Table 7.

Table 7. Going LLL - Indicators of Significant Impact/Sustainability (medium and long term)

TYPE OF INDICATOR / INDICATORS
INDICATORS OF SIGNIFICANT IMPACT / SUSTAINABILITY
Exploitation of results (medium term)
Number and type of manuals/guides updated (e.g. Quality Charter of the Centres)
Legislative amendments which demonstrate political commitment to the recommendations implicit in the products created
Number of protocols established by networks for qualification (new protocols and cumulative total at year end)
External recognition and interest created (long term)
Number of multilateral projects (at international level) for testing and dissemination of the Model (5 year period after the end of the project)
Number of entities involved in the multilateral projects for testing and dissemination of the Model
Number of references to the project in international publications
Number of studies conducted by international organisations concerning the project or subsequent multilateral projects
Number of international seminars related to the project or which make reference to the project
Number of prizes or honourable mentions awarded to the project (at national, European or international level)

The set of conditions which should ensure positive impact/ results in the long term have been demonstrated:

1st All result and implementation indicators have been achieved in full;

2nd (Beyond initial expectations) the project secured the involvement of noted international experts, who are currently in the field following up on the reflections and processes of the project and disseminating its products.

In terms of contributions to sustainability, the following should be highlighted:

1^o The assessment made by the beneficiaries during the Final Seminar was extremely positive, as can be seen in the following chart:

Chart 1



Chart 2



Chart 3

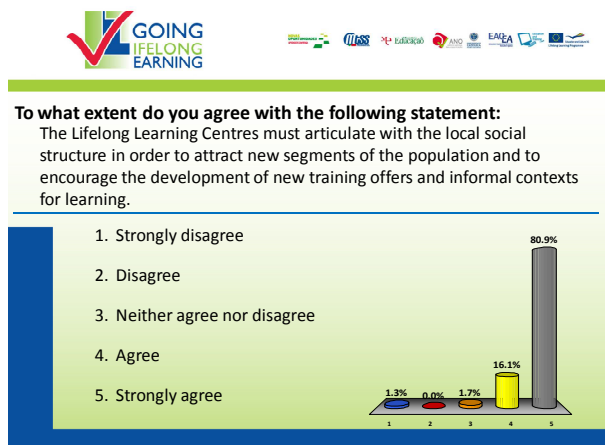
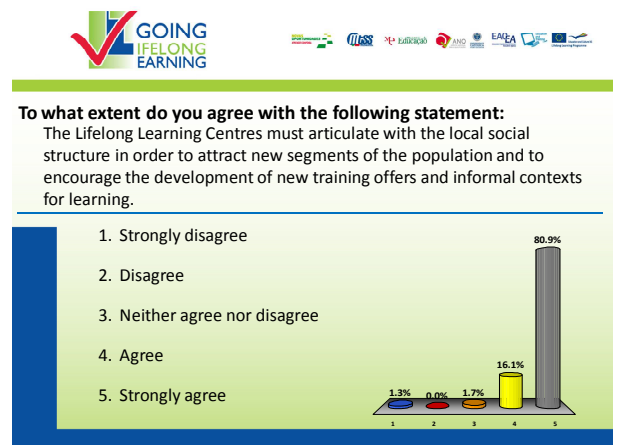


Chart 4



2° The leveraging enabled by the involvement of international 'partners' in the context of the launch of the publication of the book *Accreditation of prior Learning as a lever for lifelong learning: lessons learnt from the New Opportunities Initiative, Portugal* by Roberto Carneiro and others (2011), in Brussels on 15 November 2011 (available at http://www.menon.org/publications/APL_LLL_2011.pdf / <http://uil.unesco.org/home/information-services/publications/news-target/accreditation-of-prior-learning-as-a-lever-for-lifelong-learning-lessons-learnt-from-the-new-opportunities-initiative-portugal/ad6ae717f43bf9cf2b089cbd3dd90cf/> / http://www.ucp.pt/site/resources/documents/CEPCEP/Accreditation_final.pdf).

This event (International Seminar on Innovation in Public Policy), which was jointly organised by MENON, UNESCO and UCP-CEPCEP, provided a means to disseminate the Going LLL project, based on the understanding that all participants were learning from the experiences of the New Opportunities Initiative (2005-2010). Immediately following this event, a meeting was held between the Management of the project and MENON Network partners to share experiences and discuss preliminary results.

The holding of these two events (15 November in Brussels and 15 February in Lisbon) has created a strong expectation, at national and international levels, around the results of the project, which may well lead to portability of learning outcomes of the Initiative, as well as use of its products and results, on an international scale.

At the same time, there has been growing interest and involvement shown by UNESCO's UIL, starting with their participation in the GOING LLL Final Seminar and reinforced by the conceptual proximity between the project's conclusions and the role of educating and learning communities (which play a crucial role in promoting LLL). Based on this, the Portuguese government has organised a number of meetings with that organisation to conduct further discussions on the subject.

Notwithstanding, the issue of the availability of financial resources may well prove crucial to the full implementation of the GOING LLL proposals and recommendations. Funding lines, which are co-financed by Community resources (the main source of funding for the New Opportunities Centres until now), are becoming depleted and will need topping up. In the future, it is expected that private financing will play a greater role and accordingly, the project has recommended that greater focus be given to the development of partnerships at local level. Nevertheless, such a process must integrate with an overall plan for gradual change, as defended in the Road-map. Regarding this issue, the role played by the European Commission, which must undergo negotiation with the Portuguese government, will also be significant, if the project conclusions are to have an impact in the long term.

3. Project Outcomes & Results

The main products of the project were:

- LLLC Model and Quality Charter (the final report of WP1 - in PT - and part IV of the E-Book - in PT and EN - are available, respectively, at <http://www.anqep.gov.pt> in GOING LLL/Produtos and <http://www.en.anqep.gov.pt/> in GOING LLL/Main Products);
- Key Factors for the LNQs (the final report of the WP3 - in PT - and part III of the E-Book – in PT and EN – are available at the same sites under GOING LLL – Produtos/Main Products);
- Political and philosophical paper by Roberto Carneiro, ‘Living by Learning, Learning by Living’ (in PT and EN – available at the same sites under GOING LLL – Produtos/Main Products);
- Social policy paper by Joe Cullen, ‘Critical factors for the development of LLLCs’ (in EN – available at the same sites under GOING LLL – Produtos/Main Products);
- Final Seminar presentations, ‘Going Lifelong Learning (Going LLL) – The Challenge’ (in PT and EN – available at the same sites under GOING LLL – Eventos/The Events);
- E-Book, ‘Lifelong Learning: a challenge for educational communities – a policy proposal’ (available in PT and EN at the same sites under GOING LLL – Produtos/Main Products). There was also a print edition, in both languages, which was widely distributed at the Final Seminar (ISBN : 978-972-8743-73-4).

The E-Book includes a clear summary of the first two products listed above, as well as a section on ‘A road-map for a learning society’ (Part 1) and another on the identification and recommendation of best practices (point 2 of Part III).

Table 8. Review of the GOING LLL Implementation Indicators

TYPE OF INDICATOR / INDICATORS		
IMPLEMENTATION INDICATORS	%	Notes
Project products		
Model of a Lifelong Learning Centre as an organisational node in the future local networks for qualification, encouraging learning on a continuing and permanent basis.	100	
Identification of the key factors for success in the creation and development of local networks for qualification, and involvement of the relevant partners in civil society and educational and training institutions (public and private), with a view to providing a more effective response to the qualification needs of the population.	100	
Holding of a Seminar, in Portugal, for reflection on and dissemination of the products and results.	100	
Publication of an Implementation Guide for Lifelong Learning Centres.	100	E-Book in two languages enabled wider dissemination at lower cost
Key milestones of project		
Quality Plan	100	
Mid-term reports – WPI and WP3	75	Delay in completion due to holiday period
Mid-term review – Project management in Steering Committee 2	100	
Final reports on products – WPI and WP3	100	Two complementary products added and disseminated internationally
Final report	100	Translation of public version into English completed in April 2012

Table 9. Review of the GOING LLL Result Indicators

RESULT INDICATORS	
STATUS	%
Involvement of 14 Centres in the sample (as expected)	100
Involvement of 7 Centres in the sample (as expected)	100
Focus Group of 28/11/2011 Qualitative Assessment very favourable	100
70 Directors and Coordinators of NOCs in the sample (40 expected)	175
Involvement of 3 local networks in the sample (as expected)	100
39 NOCs involved in the sample of the 3 networks (20 expected)	195
81 partner entities involved in the sample of the 3 networks (80 expected)	100
Result above 91% in the sum of points 3 to 5 (objective -> 50% c/3)	100
Result above 90% in the sum of points 3 to 5 (objective -> 50% c/3)	100
Agreement indicated by 93.5% in points 4 and 5 of the scale	100
Relevance assessed against positioning of NOCs - 98% in agreement (3 to 5)	100
Involvement of all NOC professional staff	100
Involvement of all Social Partners (17 entities participating in the Monitoring Committee of the NOI)	100

In spite of the turbulent climate experienced during the one year period of implementation, the project was fully realised and succeeded in involving relevant target groups and partners and in attracting external entities, namely international experts and institutions, to the dynamics of the project. Obstacles were overcome mainly due to the strong commitment of the directors and teams of both partners. The decision to opt for rationalisation of expenditure resulted in total spending being under the estimated budget, with no negative impact on the achievement of project outcomes and results.

Table 10. GOING LLL objectives, outcomes and products

	STRATEGY	PRODUCTS	Stakeholders
OBJECTIVES	Raise national awareness about LLL	Guide and Road-map for Learning Society	Available on websites and at Seminar
	Support the development of European LLL policies.	Paper on Key Factors for LLLCs (in EN)	Available on websites and social networks
	Facilitate learning, using the Portuguese experience	Guide in E-Book form (in two websites) in EN	MENON and UNESCO to assist with implementation
OUTCOMES	Model of LLLC	LLLC Quality Charter	All NOCs
	Key Factors for LNQs	Key Factors for LNQs	Partners and all NOCs
		Political and philosophical paper – in PT and EN	Available on websites and social networks

The number of products exceeded what was originally planned, principally as a result of the use of technical, political and philosophical research findings to enable NOCs to

make a qualitative 'jump' to LLLCs. At the same time, it was also necessary to ascertain the state of the art on LLL, APL and RPL in Europe, with a view to enabling comparisons between systems and facilitate subsequent portability of results to the international dimension.

Given the current climate of financial constraint and economic adjustment being experienced in Portugal, the final stage of exploitation of results (to occur post-project) will probably require special attention, namely in terms of the release of additional funds.

4. Partnerships

The project was born from a partnership between two Portuguese entities:

- the National Agency for Qualification (ANQ) - the national body responsible for guidance and regulation in the area of LLL at the time of development of the project;
- a Centre for Studies at a higher education institution (UCP- CEPCEP), which was responsible for the external evaluation of the Priority Axis for Adults of the New Opportunities Initiative in the period 2008-2010 (available in PT only at <http://www.anqep.gov.pt> under Estudos e Avaliações – Eixo Adultos).

During this period of assessment and subsequently, the Initiative incorporated the recommendations of the assessor, resulting in improvements to the LLL system (which were achieved in spite of the strong expansion of the system). The partnership underlying the project was born from the generation of knowledge resulting from the dynamic ‘action-assessment-research-action’, and from the need to provide direction, consistency and continuity to the programme post 2010. During the project, the UCP was responsible for coordination of the WP of research/development and the ANQ for the Valorisation WP. However, the two partners were actively involved in both activities. Given its responsibilities at national level, the ANQ played the very important role of motivating and involving the direct beneficiaries of the project, whereas the UCP, as a member of the MENON Network, focused on promoting the strong involvement of other members of the network at international level. The Programme and the interchanges of information that took place during the GOING LLL Final Seminar constituted the visible result of the journey of collaboration, knowledge sharing and joint learning that was undertaken during the project. These interactions, which occurred within and outside of the project, at European and international level, ensured that project results were more solid and relevant. At national level, it is also important to highlight the contributions made by the main beneficiaries (New Opportunities Centres and their partners), both in terms of the approach required and the necessary implementation. These beneficiaries were included in the samples selected and/or participated in the Final Seminar (which showcased the project results). The main participants, by region and type of entity, are shown in the following table.

Table 11. Distribution of participants at the GOING LLL Final Seminar, by region and type of entity

Type of entity	Region					Grand Total
	1 - North	2 - Centre	3 - Lisboa	4 - Alentejo	5 - Algarve	
Groupings of schools	2	5	3	1		11
New Opportunities Centres	125	165	160	69	7	526
Private entity	4	6	4	2		16
Public entity	1	2	80		4	87
School	2	1	12			15
Vocational School		3				3
Higher education institution		2	10			12
Other entities	2	5	12	1		20
Others		2	4	1		7
Grand Total	136	191	285	74	11	697

5. Plans for the Future

At national level, the long term sustainability of the project depends on the extent to which the current New Opportunities Centres can develop into LLLCs, a factor which mainly depends on the partners at local and regional level taking on an increased responsibility. On the one hand, the project gave recognition to the importance of the social capital residing in the collaborative relationships between entities, as mobilised by the Centres; on the other hand, what is now required is greater openness and diversity from the LLLCs (in terms of target groups and supply), which is strongly predicated on the support of local networks, namely those concerned with the qualification of the working population.

Given the current restrictive climate surrounding government accounts, it is very unlikely that an expansionary cycle will follow that of 2005-2010 (which involved over 1.6 million adults, 450 Centres and 9000 professional staff). The necessity of budgetary restraint by the Portuguese government, as well as the depletion of funding lines available under the QREN for LLL, constitute a serious threat to the development of LLL in Portugal in the short term.

The sharing of experience with the MENON Network and UNESCO, however, points to a particular direction, namely that sustainability will depend on building the capacity of local and regional networks and evolution towards educating and learning communities. In a climate of greater scarcity of resources, the project recommends that the Vision focus on this direction (3rd Step of the proposed road-map), and that the partnerships be extended to private entities, in order to form the powerful guiding team referred to in John Kotter's 2nd Step.

Accordingly, the critical steps to now be taken by the Portuguese government and the regulator (the ANQEP) are: to strengthen dialogue with partners (local, public and private), to mobilise their involvement (widening the set of stakeholders of the LLL system) and to renegotiate with the European Commission so as to ensure the continuity of resources to support the process of development. As to regulation, the GOING LLL project clearly recommends that in the next phase, targets be set at regional level for the effort to improve the qualifications of the working population and to prioritise financial resources. It follows that applications must be subject to preliminary consultation at local and regional levels. This should provide the appropriate stimulus and ensure that the recommended development takes place.

The principal means of dissemination of the project – the Implementation Guide/Proposed Action Plan in E-Book format – is user-friendly for the Centres, in that the new Quality Charter stems from the former Quality Charter for the NOCs. This should ensure a smooth transition. The provisions will be easy to follow by qualified staff at the Centres but must now be considered as provisions to be followed. To assist with this, the ANQEP should organise training workshops and review and adapt existing monitoring instruments, as part of its role of regulator of the system.

In addition, the regulator must also consider if it will play a facilitating role in the development of cooperative structures at regional level. At international level, management approaches associated with the concept of Creating Shared Value (Porter

& Kramer, 2011), as well as methodologies focused on creating, monitoring and evaluating collective impacts (Hanleybrown, Kania & Kramer, 2012), inherently involve a facilitating context for development, irrespective of the position of the regulator.

The ANQEP (National Agency for Qualification and Vocational Training) will play the role of coordinating body and provide continuity by inheriting in full, the assigned functions and responsibilities of the former ANQ. This decision was taken by the Portuguese government (under Decree-Law no. 36/2012, of 15 February) due to the need to streamline state structures at a time of crisis, with a view to preserving the status of public institution, as well as the relationship with the supervisory Ministries (Ministry of Education and Sciences, Ministry of Economy and Employment, and the Ministry of Social Security), and to conferring technical and educational autonomy to the new entity.

This decision demonstrates the full commitment of the government to the project and is crucial to ensuring the long term impact of its results. Accordingly, under article 3 (2), the ANQEP is assigned the following responsibilities:

'(a) To develop and manage the system of recognition, validation and certification of competencies, in the area of education and vocational training, with a view to ensuring the coordination of the necessary network of structures, as well as the follow-up, monitoring, assessment, and regulation of the system, in close collaboration with all of the entities which form part of the National System of Qualifications;

(e) Without prejudice to the functions assigned to the Ministry of Foreign Affairs and within the scope of its own functions, to establish cooperative or other appropriate relationships with other actors or entities, public or private, national or foreign, with a view to encouraging the development of quality lifelong learning.'

6. Contribution to EU policies

During a year marked by a severe crisis and a financial bailout for Portugal (by the EU and the IMF), the project contributed to put the country on permanent alert that LLL is a very important factor in terms of development and motivation. At the conclusion of the project and at a time in Portugal when public institutions and organisations were being decimated by rationalisation, the fact that the coordinating body of the LLL system survived is a promising sign (also significant is the fact that it is overseen by more than one Ministry).

Portugal is strongly handicapped by the fact that a mere 1/3 of its population aged 25-64 has completed secondary or higher education. Motivated by the urgent need to improve this statistic, the project aims essentially to contribute to achieving one of the EU 2020 targets – to have on average 15% of this age group participating in LLL activities, in order to offer a growth model that is both intelligent and inclusive.

The proposals for action included in the project conclusions have also contributed to significant increased awareness, at national and international levels, of the great potential and impact of LLL: (i) the local networks are key factors in the development and sustainability of the system, (ii) the models of regulation must encourage self-regulation of basic infrastructures and in this respect, it will be important to adhere to the LLLC quality charter and for regional qualification targets to be set by the regulator.

The continued existence of these LLLC type structures in the field - acting as the central nodes of local networks for qualifications and with the support of multiple partners - will facilitate the continued improvement of the key-competencies of the Portuguese people and strengthen their ability to compete, as well as help to break down inequalities, including those based on gender.

6.1. Objectives of the Lifelong Learning Programme (LLLP)

The GOING LLL contributes directly to the achievement of the following objectives: (a) 'to contribute to the development of quality lifelong learning and to promote high performance, innovation and a European dimension in systems and practices in the field' and (c) 'to help improve the quality, attractiveness and accessibility of the opportunities for lifelong learning available within member states'. The Portuguese experience of LLL during the first decade of the millennium contributed to the dissemination of LLL in Europe and to its projected development in the medium term (through the methodology of the road-map), also influenced by other insights resulting from European knowledge and experience. In its outcomes, the GOING LLL project recommended that Portugal develop the existing New Opportunities Centres into future LLLCs. This can also be expected to contribute to LLP objective (f) 'to contribute to increased participation in Lifelong Learning by people of all ages' – to the extent that the measure will widen the scope to persons of all ages (and apply not only to persons aged over 18, as is currently the case).

6.2. Lisbon Education & Training Progress Indicators

To the extent that the GOING LLL project defends the need to invest in LLL, with a view to broadening the concept in use in Portugal until 2011 and to encouraging greater responsibility by local and private actors, it will contribute to the following targets in the medium and long terms: “Skills for the knowledge society” (LIS- B4 and B-9) “Open Learning Environment” (LISB- E19) and “Making Lifelong Learning more attractive” (LISF – 22 and 23). The target groups which are expected to show the most visible signs of educational progress are:

- persons aged 18-24 who have not completed secondary education and who are currently outside of the education system (F23);
- adults who have not completed secondary education and who are participating in some form of training or education;
- persons aged 22 who have completed secondary education.

6.3. Lisbon Key Competencies

KC5 – Learning to Learn is the key-competency with the best results according to the external evaluation of the NOI. This increased level of competency has contributed to the desired effect of promoting lifelong learning and to its beneficial impact on course enrolments. In acknowledging the new opportunities centres as basic infrastructures from which the LLLCs will develop and in widening the scope to other age groups, the GOING LLL project has contributed to maintaining the LLL system strongly focused on raising this key-competency, which is considered the main ‘trigger’ for lifelong learning.

6.4. LLP Horizontal Policies

The implementation of the GOING LLL proposals for action will particularly facilitate the continued promotion of gender equality (EQUAL). Studies show that women play a key role in unlocking the inertia of ignorance and poverty and figures show that the strong demand for education and training by women has been significantly related to the diversification in supply, including modular training, which has occurred within training and education systems during the last decade.

6.5. Complementary with other policies

GOING LLL has not only contributed to KA1 – ECET (facilitating technical cooperation and knowledge sharing in European countries) but also to ET 2010 (Education and Training 2010 Work Programme), by working towards the achievement of its four objectives, as shown in the table below.

Table 12. Examples of contributions made by Going LLL to ET 2010 Objectives

	No. ET 2010 Objectives	Examples of contributions by GOING LLL
1	Turn LLL into a reality	A broad, consistent, on-going strategy for LLL in PT
2	Improve the Quality of Education and Training	Quality Charter of the LLLCs – integrated in the education and training system
3	Promote equality, social cohesion and citizenship	Widening of the scope and functions of the centres (e.g. guidance)
4	Stimulate creativity and innovation, including entrepreneurial spirit, at all levels of education and training	GOING LLL symbolises a partnership between education, research and innovation The model and the road-map consider partners and local networks as strategic/key factors

