

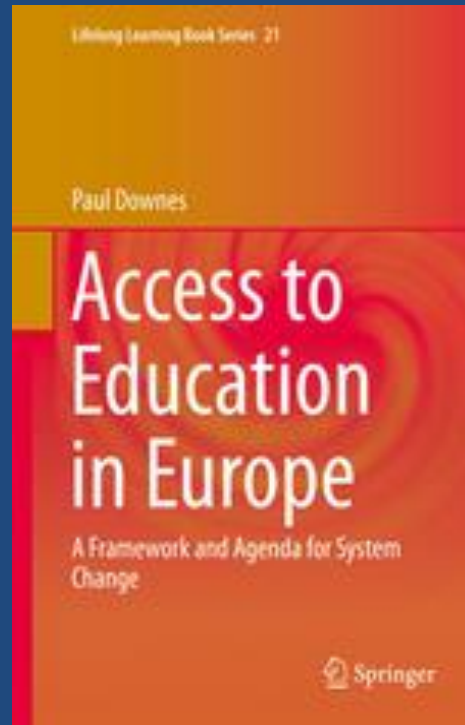
*Access to Education In Europe: A framework
and agenda for system change*

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EU2020 *Headline* Targets for Education – Access to higher education for socio-economically marginalised groups *falling between two stools*

1. The share of early leavers from education and training should be less than 10 %.
2. The share of 30–34-year-olds with tertiary educational attainment should be at least 40 % [This implies a focus on access to higher education for socio-economically marginalised groups – this focus has not been sufficiently developed]

Launched in February 2013, the Commission's U-Multirank proposes to rate universities in five separate areas—reputation for research, quality of teaching and learning, international orientation, success in knowledge transfer and start-up contribution to regional growth.

A glaring omission here is a focus on access for diversity and community engagement. This is indicative of the lower level of priority currently given at European Commission level to access to education issues for marginalised groups.

Downes 2014:

Quality requires access !

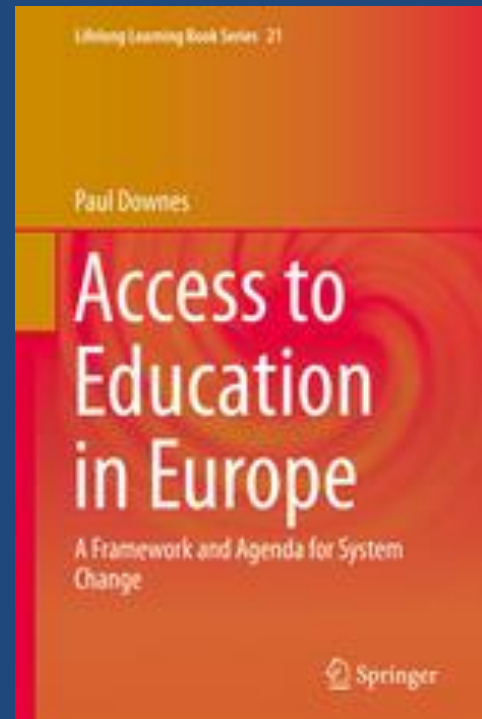
*Diversity of social classes and ethnicities offers the potential for an improved learning and discursive experience of students in areas of the humanities and social sciences in particular, where cultural dimensions are major aspects of knowledge development.

*domains such as law, psychology, history, geography, social work, sociology, politics, education, literature and business can significantly benefit from interrogation through a learning involvement with diverse voices rather than through participation from a largely homogenous, dominant culture of students.

*This is a clear consequence of a Vygotskian framework for intellectual development which prioritises socio-cultural interaction as pivotal to learning

Across the 12 national reports, 196 interviews took place in total with members of senior management from 83 education institutions, as well as from senior officials in government departments relevant to lifelong learning in each country. Sixty- nine of these interviews were with senior representatives from higher education across 30 institutions.

Austria, Belgium, Bulgaria, England, Estonia, Hungary, Ireland, Lithuania, Norway, Russia, Scotland and Slovenia.



A Framework Focusing on System Blockage

A major limitation to Bronfenbrenner's (1979) framework of concentric nested systems of interrelation is that it tended to omit a dynamic focus not only on time but on system change .

This gap in understanding system change means that Bronfenbrenner's influential accounts offer little understanding of system blockage and displacement.

A Systemic Approach to Evaluation and Transparency: Structural Indicators

STRUCTURAL INDICATORS (Sis) OF A SYSTEM FOR TRANSPARENCY: YES/NO ANSWERS
BY ANALOGY WITH UN RIGHT TO HEALTH (DOWNES 2014)

Generally framed as potentially verifiable yes/no answers, they address whether or not key structures, mechanisms or principles are in place in a system. As relatively enduring features or key conditions of a system, they are, however, potentially malleable. They offer a scrutiny of State or institutional effort (Downes 2014, see also UN Rapporteur 2005, 2006)

Structural Indicator: Representation of Target Groups (Including Ethnic Minorities in the Decision-Making Structures and Processes at National Level Regarding Access to Education

The Lithuania national report, according to this response from an Education Ministry official:

Are representatives from risk groups involved in a) creation and b) implementation of strategies and programmes? *They are surely involved in implementation; there are working groups containing representatives from adults' associations. They are involved in creation, too—adults' association creates a strategy. For instance, [representatives] of ethnic minorities give proposals for ethnic minorities [strategy], [representatives] of people with disabilities give them for their integration [strategy]. When there is a common document being arranged, for instance, for examinations' adaptation—[there were] representatives of the people with disabilities (Taljunaite et al. 2010).*

The Russian national report reveals a lack of such involvement from those groups being targeted, according to the response of a senior official of the Committee for Labor and Employment, St. Petersburg:

Let's go back to the risk target groups. Are their representatives involved in these committees?

No, not really (Kozlovskiy et al. 2010).

I don't really see how this can be possible. People who design outreach strategies are the employers of the Committee, those who work here officially. I don't think we will be inviting other people to increase our outreach work just because they belong to the category we want to reach (Kozlovskiy et al. 2010).

interviewee in the **Hungarian national report**: while consultation is obliged by law, this tends to become a formal process rather than being one of substantial voice for diverse groups:

In many other cases strong civilian organisations based on unwritten laws intervene in discussions. There is a consultation period before decisions are made, when interest groups, professional circles, and civilian groups can express their views. According to Hungarian law the consultation is considered to be compulsory. The law defines the ways and modes of discussions, but in my opinion this is not a real partnership. I think, partnership is, when the partner organisations are involved right from the beginning of the process of planning (Balogh et al. 2010).

Tokenistic consultation leads to a loss of trust, as is highlighted in the **Hungarian national report**

Mediated voices: Speaking for...

The English national report reveals that there is not direct representation for target groups. Their voices are mediated by representatives:

Regarding whether WAPSAC (Widening Access and Participation Strategic Advisory Committee) has any representation from target groups, from at risk groups, *Not formally. What it has is practitioners working in the field predominantly, so people who are responsible for this area of policy within institutions, Pro Vice Chancellors with responsibility for, and heads of widening participation would typically be the dominant membership...but we do not have the learner voice formally represented on that committee, except in one area where we do have some work with disabled groups, where we have an advisory body (Engel et al. 2010).*

We then would consult with bodies that represent those learners rather than explicitly putting them on a strategic [committee].... (Engel et al. 2010).

Institutional Resistance at National Level

The following response from an **Estonian** official raises the question as to whether central government wishes to hear voices of those 'on the ground' who may offer dissent and conflict with their perspectives, and thereby be labelled 'destructive':

Much depends on how active, exuberant and competent local people are. We are interested in partners who can contribute to the process. If a destructive person is appointed we will not be happy but we have to work with that person too (Tamm and Saar 2010).

The **Austrian** Education Ministry official cites a type of floodgates argument for limited representation:

In the steering group of lifelong learning we tried to keep it small, as we considered it as not possible to include all the single groups on institutional level. If you invite one group, suddenly 10 others want to join as well, and it would be unfair to make a selection (Rammel and Gottwald 2010).



Structural Indicator: State-Led Incentives to Different Faculties and Departments Within Third-Level Institutions to Increase Access:

A Faculty and Departmental Level Focus to Increase Access

*There is little evidence in the national reports of a distinctive faculty or departmental level of strategic focus on access to education for socio-economically excluded groups. It is an area ripe for further policy development.

According to a **Hungarian** Ministry of Education and Culture senior official:

Research shows that within higher education institutions teacher training faculties are at a low level. Margins are rather narrow to stimulate the underprivileged ones to emerge in teacher training. However, they could better deal with disadvantaged students.

Long term programmes for Roma children to become a teacher, do not exist. This would be good to have similar programmes, but stronger, clearer and more opened intentions would be necessary from the government side (Balogh et al. 2010).

Austrian Official:

What obstacles and/or opportunities in your opinion exist to development of such an incentive?

We need a different mix of teachers, especially in urban areas where certain ethnic groups may be represented more strongly. There is a strong interest on the operative level. We are still a little behind in strategic planning, which I think stems from the relatively wild re-orientation phase of the whole teacher training sector, with these new Austrian teacher training colleges where we 'melt' more than 40 institutions...On the whole I don't think there are big obstacles. We just have to do it. Maybe it isn't so much a problem of reserving admission, because I think that there are enough places....We just have to improve the attraction of teacher training for these groups, that's what I see as a problem... (Rammel and Gottwald 2010).

An **Austrian** official from the Ministry of Science commented on this issue through emphasising the need for a proactive role from national level to influence performance agreements with universities:

Owing to political basic conditions there are limits to motivating institutions like universities...Anything going beyond the core business of a university or university of applied science will only be addressed once the core business has been secured...A classical incentive would be the performance agreements between the Ministry of Science and the universities, provided that the necessary funds can be made available (Rammel and Gottwald 2010).

Much depends here on what is construed as the 'core business' of universities.

This issue is explored in further detail in interviews in the **Hungarian national report:**

[There is a] programme called 'Útravaló', which helps the underprivileged ones getting into higher educational institutions. The essence of the programme is to support students to attend faculties they want. The government cannot influence institutions for example to admit 10 Roma on Faculty of Law so that they run legal aid service for Roma after their graduation. This could be done by knowing in advance that Roma students will achieve at least 100 points and for this reason the threshold can be 100. There are no scholarships for let's say to educate more Roma economists. The existence of special scholarships would help the system a lot. Independently from education areas the idea to have more educated Roma is a common effort but we cannot influence people on what to become: lawyer, economist, poet or translator (Balogh et al. 2010).

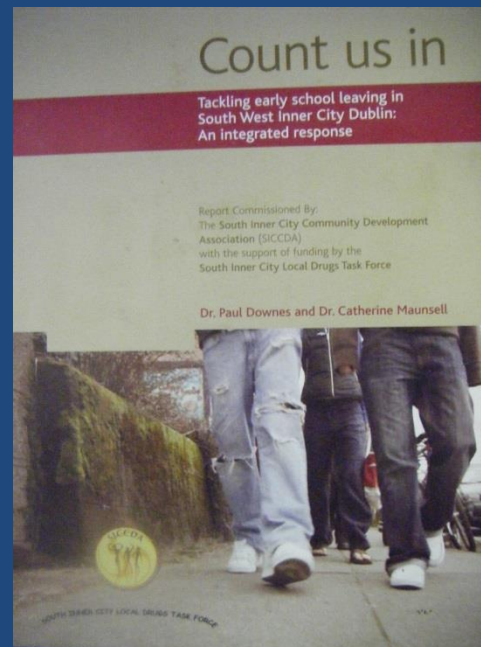
The EU Commission is an obvious starting point for providing funding to incentivise progress in this departmental and faculty level for access to education in higher education.

The Commission Communication (2005) extracts a focus on differentiation in quality and excellence, stating:

‘This requires some concentration of funding, not just on centres and networks that are already excellent (in a particular type/area of research, teaching/training or community service)— but also on those who have the potential to become excellent and to challenge established leaders’ (p. 5).

Implicit in this vision, especially regarding community engagement and potential, is that aspects within a third-level institution may excel in the area of good practice in fostering access to education for traditionally underrepresented groups; it need not necessarily be at the level of the whole institution.

Downes and Maunsell (2007) on the need for access strategies linked with specific university faculties which are particularly relevant to the needs of the local community in a traditionally working class area of Dublin, Ireland—faculties and departments such as law, psychology, social work, youth work, medicine, education, social policy, community development, health promotion, etc.



Structural Indicator: Development of outreach institutional strategies that go beyond mere information based models

The European Commission (2006) gives emphasis to an information- based approach to reaching those traditionally excluded and alienated from the educational system:

“**More information** about the advantages of attending higher education is essential, notably for people who do not attempt to enter higher education because they are unaware or unconvinced of the opportunities it affords. (Lee and Miller 2005 ; Studley 2003 ; Botelhoet al. 2001)” (p. 26)

*The Council Recommendation (April 2013) on the Youth Guarantee appears to broaden this approach slightly through recognition of the need for ‘effective outreach’ and ‘awareness’, when recommending that EU Member States ‘develop effective outreach strategies towards young people, including information and awareness campaigns...’.

The weaknesses of informational-type approaches have already been recognised in psychology internationally with regard to drug prevention strategies (Morgan 2001).

*Information about different drugs by public authorities tends to have the unintended effect of promoting these drugs

While discussing Gilligan's (1982) challenge to abstraction of the logic of justice in moral reasoning, Benhabib (1987) states:

'In assuming the standpoint ['of the generalised other'], we abstract from the individuality and concrete identity of the other. We assume that...what constitutes his or her moral dignity is not what differentiates us from each other, but rather what we...have in common' (p. 87).

Asked whether parents with immigrant background were not reached, [...]informants replied:

Norwegian reply:

No, it was too difficult, because it had to be a person from the local environment which could, who knew different places and who was engaged, quite simply (Stensen & Ure 2010).

My informant had an immigrant background and her experiences and knowledge was crucial for how they decided to recruit participants to the project. She knew where to reach them and how to move forward (Stensen & Ure 2010).

Austrian reply:

That never occurred to me, that it is the mission to approach all groups of society. That is not its mission. Scientific education doesn't have this mission (Rammel and Gottwald 2010).

Bulgarian reply:

Disadvantaged groups obtain comprehensive information about policies of admission.

There are no special strategies for reaching these groups (Boyadjieva et al. 2010).

The Belgian national report highlights the severe limitations to an informational approach to an abstract other:

The Sociale School Heverlee Centrum voor Volwassenenonderwijs vzw (SSH-CVO) also uses printed press (programme brochure, local newspaper, flyers, adverts, documents, etc.) and online tools (such as a website) to increase the access to their educational provision.

Although this type of advertisement reaches the most people, a recent evaluation research by the SSH-CVO has shown the effects of this strategy are rather minimal (Vermeersch & Vandenbroucke 2010). It emphasises a role for formal institutions cooperating with community leaders.



A lot of the promotion to open access for adults at risk is done through word-of-mouth advertisement

According to both interviewees this is by far the most effective form of widening access. The organisation tries to cultivate this type of advertisement through different strategies:

- Community leaders and key figures in a community can take on the role of 'key influencers'. The SSH-CVO tries to give them incentives to do so;
- Participants and former participants are just as important in the process of widening access. They tell others about their learning experiences or someone in their community will hear about the courses, etc. Both strategies take limited budget but have unlimited potential (Vermeersch and Vandenbrouke 2010).

Outreach needs to be distinguished not only from information-based approaches but also from a particular variant of an informational approach, namely, a top-down PR-type approach employed in a **Russian** example:

Are there representatives from the at risk target groups involved in a) designing, b) implementing outreach approaches to reach those most excluded from education?

No. And I don't really see how this can be possible. People who design outreach strategies are the employers of the Committee, those who work here officially. I don't think we will be inviting other people to increase our outreach work just because they belong to the category we want to reach. We prefer to work with professional PR specialists who know how to attract people to our programmes...Our Committee has a large advertising campaign which provides that we're known in the city and people come to us if they want to be helped (Kozlovskiy et al. 2010).

An important example from the **Scottish national report** of outreach as networking with NGOs and representatives of traditionally marginalised groups is as follows:

Apart from provision for marginalised learners... Community and Learning Development (CLD) 1 had targeted specific groups in the community through a particular programme:

Yes, we have an organisation in [the local authority] which is essentially the body which works with ethnic minorities and Travellers and so on, and we have a very close working relationship with them to try to develop a whole range of programmes for young people and for adults (Weedon et al. 2010).

Cooperation agreements between universities and schools operate in **Estonia**:

[The University] organises courses, summer schools and workshops for upper secondary students: *We have signed cooperation agreements with 17 schools.*

Faculties and institutes introduce learning opportunities. Our students also take part in these events (Tamm and Saar 2010).

In other words, inequality of access to university will be perpetuated by a ‘former student’s approach’ to word-of-mouth promotion for schools, areas and communities without a tradition of attending university.

Our students who go to their former schools are good ambassadors (Tamm and Saar 2010).

The Scottish national report provides the important example of community-based outreach strategies - less threatening and more convenient for those who have had negative experiences of the school system:

College A's distribution strategy had opened up campuses in local communities...The college provided taster programmes in the community...rather than going straight into a main college campus.

*Classes were located in a wide range of locations through the local authority for example, in schools, in the local colleges, libraries, community centres and miners' clubs. The aim was to get the provision into the communities (Weedon et al. 2010).

Belgium: Both interviewees accentuate that one cannot expect all participants to come into a classroom. The educational activities should be 'home delivered'.

Therefore the organisation makes efforts in providing education within the communities, decentralised all over Brussels (in mosques, sports clubs, pubs, etc.)(Vermeersch and Vandenbrouke 2010).

A **Lithuanian** example recognises the limitations of mere informational approaches and shares the concerns with the Austrian example about an 'open door'—type fair:

Open door days are organised but their problem is that they are not so popular anymore. The information is spread through other different channels. We have many agreements with other schools, and they don't need to go here as if it was some guided tour... (Taljunaite et al. 2010)

Well, pupils often do not understand why they should go to this fair, only already motivated pupils go there. People from disadvantaged groups don't go there, they rather see it as a day they can take off (...) And the teachers do not push them to go there, either, they see no reason for that. So that does not work as it should (Rammel and Gottwald 2010)

******The strength of the Slovenian festival approach is that it requires the target group to be actively involved in the design of the project and not simply be a passive consumer of it, as in the Austrian and Lithuanian examples.

SI- University Outreach Strategy to Communicate with Spokespersons, Opinion Makers and Community Leaders in Socioeconomically Marginalised or Ethnic Minority Communities

The Norwegian national report observes from one educational institution that:

The communities are approached by building on existing networks and associations as well as making use of spokespersons and opinion makers within the communities. Students with a corresponding ethnic background are engaged as role models, communicating in their familiar language at meetings with the target groups (Stensen and Ure 2010).

The Irish national report offers examples of university consultation and partnership with members of the Irish Travelling community:

In relation to ethnic minorities, University A targets Irish Travellers, acknowledging that they face particular challenges throughout their education. The Access Service includes members of the Irish Travelling Community in all of its initiatives. They work with local Area Partnerships, communities, Irish Traveller support groups, youth agencies and schools and with the parents and students of the Travelling community to overcome some of the barriers they encounter as they progress through the education system. They run a scholarship programme for Traveller students making the transition to the senior cycle of secondary school (Dooley, Downes, Maunsell & McLoughlin 2010).

SI- Formal Links Between Universities and Non- governmental Organisations Representing Marginalised Groups

The Bulgarian national report observes that ‘no interaction is evident between the NGO sector and the formal education system’ (Boyadjieva et al. 2010).

However, a Bulgarian institutional interviewee recognises the need for such interaction:

There should be more aggressive policy, targeted towards these groups i.e. they should organise on purpose. To help disadvantaged people to overcome the barrier of integrating with the other students, this is the greatest responsibility of the NGOs. In other words, to reduce the stress these people experience being disadvantaged. The organisation of courses can help overcome this psychological problem. Why not have courses for plumbers for the minority groups? (Boyadjieva et al. 2010).

SI- Outreach Strategy to Engage Young Immigrants and Young Members of a Target Group: Cohort Effect as a Positive Potential

- Beyond individual
- Social interaction focus

Norwegian national report:

Immigrants' perception of higher education should be changed. Hence, the solution has been to target specific nationalities, namely young immigrants, their parents and even the community they form part of. The latter point is illustrated by differences between immigrant communities in their propensity to start up higher education studies. In this regard, our informant reports that ethnic communities that are unified, such as Indians, Tamils and Vietnamese, more easily develop a culture emphasising the value of educational skills, while such attitudes are less easily nurtured in, e.g., the more fragmented Somalian community (Stensen and Ure 2010).

SI- An Access Strategy of Third-Level Institutions Which Engages with Primary and Secondary Students Experiencing Socio-economic Marginalisation

The Scottish national report provides one of the rare examples of a strategic approach to access to education which engages with younger learners, including those at the primary school level:

The college was heavily engaged with local schools with many children from 3rd and 4th. Members of staff had a big involvement with schools: We teach in schools, we run special projects for primary school kids so the kids in school are aware of us from a young age, they are aware of the college and what it does and when it comes time for them to leave school, college is seen as an opportunity for them (Executive Director, College A) (Weedon et al. 2010).

As the words of this **Estonian** Education Ministry official highlight, the issue of access to 'elite' universities requires focus on the earlier stage of elitist selection processes for schools at post-primary and even, as in Estonia, primary level:

People believe that if you have finished a so-called elite school (one of the best schools in Tallinn or Tartu that accept 7 year olds to year one on the basis of entrance tests) then you have the right to a state funded study place, because you are better than others. Nobody seems to realise that the advantages of an elite school graduate may be the result of his/her better starting position compared with a graduate from a secondary school in the countryside or a small town. Our society does not recognise that social fairness is a problem. People do not want to see it (Tamm and Saar 2010)

Structural Indicator: Funded Strategies to
Develop Local Community Lifelong
Learning Centres

The Scottish national report emphasises that learners experiencing socio-economic exclusion may be much more at ease taking classes in such community based environments

The Bulgarian national report also provides evidence for the key role of community based learning centres, for personal fulfillment and active citizenship objectives, including for formal education: The Community centres (*chitalishta*) play a crucial role in relation to the personal and citizenship perspectives on LLL. Being unique traditional self-managed units in Bulgaria, they function as 'training fields' for acquiring skills for managing collective activities... Some community centres (*chitalishta*) conduct qualification courses for adults following curricula with internationally recognised certificates (Boyadjieva et al., 2010).

The Irish national report emphasises the important role of *An Cosán* which is the largest independent community-based education centre in Ireland:

In relation to groups currently in the student population women from the local area attend classes. They run programmes specifically for young women in the area who are lone parents and early school leavers. *An Cosán* caters for ethnic minorities who need to improve their English language skills, confidence or parenting skills. Parents, particularly fathers and their children come to some classes together (Dooley et al., 2010).

This community centre adopts both a life-long and life-wide focus and combines non-formal with a focus on progression to formal education

Structural Indicator: Availability of school and university institutions free of charge during summertime and evenings for community groups from marginalised areas

The Slovenian national report provides an example where an educational institution makes its rooms available free of charge for community groups:

Institution's building is available for evening and summer events for many associations. Especially in the summer time, they can use it in the evenings for their meetings, lectures etc. *Yes, they also use it. Various societies use lecture rooms, above all as a place for their meetings (Ivančič et al. 2010)*

This availability is particularly during the evening and summertime: *Institution is open regarding availability for evening and summer events for the local community and/or target groups. There is no problem to give other profit or non-profit organisations rooms, when they are free. They do that free of charge, they do not demand any money for that (Ivančič et al. 2010)*

Regarding the practical use of [State] university building [in **Lithuania**], it is being used in summer though the process could be even better elaborated. According to interviews it is obvious that there is no systematic use of the building. Some small groups coming for language courses are using the building in summer (Taljunaite et al. 2010)

In Bulgaria, this issue is constructed in terms of institutional autonomy, and availability of university premises to community groups is only if it is paid for:

The College establishes contacts with disadvantaged groups in order to improve their access to higher education by: ... *organising visits to different schools and discussions with students.*

[...] The college's buildings may be rented to members of the local community for different social events. (Boyadjieva et al. 2010)

Structural Indicator: Preparatory Admission Courses

The Estonian national report observes a tradition of preparatory classes in a university, though classes requiring payment:

The University has offered preparatory courses for more than 50 years. The courses are offered by the Open University. The courses are offered for a fee and focus on subjects of state examinations: physics, maths, chemistry, mother tongue (essay writing) (Tamm and Saar 2010)

A key issue also raised in the **Bulgarian report** is the need for State funding for such preparatory classes:

The University does not organise preparatory classes for disadvantaged groups.

This is a good idea, but for this purpose universities should be funded by the state or donor organisations by a competition, quota or other indicator. This is not possible for now.

The universities themselves have no sufficient funds for this activity. And there is no guarantee that if they conduct such activity they can reap its fruit. There is no way to commit people to being students at only one institution (Boyadjieva et al. 2010)

The English national report in relation to summertime preparatory courses for university, across a wide range of subjects:

The University offers Summer University short-courses. These courses are designed and aimed towards individuals who return to study after a break from education. The aim is to boost confidence and develop the necessary skills for future courses at University A. Each of the Summer University courses carries recognised University A credits and a University Certificate of Continuing Education is awarded after 20 Summer credits and these credits towards other University qualifications. A wide range of courses are available, including Business, Employment and Learning Skills, Mathematics, Languages, English, Art, Computing, Education, History, Media, Performing Arts, Science, Social Sciences, among others (Engel et al., 2010)

These courses are also of interest to non-traditional adult learners, as the courses offer quick short sharp skills that they can pick up and maybe build on to something else, because they carry credits, but they're all free...[many] to go on to part and full - time HE courses (Engel et al. 2010)

Recommendations (Downes 2014)

National – Structural Indicators

Structural Indicator: Representation of Target Groups (Including Ethnic Minorities) in the Decision-Making Structures and Processes at National Level Regarding Access to Education

Structural Indicator: State-Led Incentives to Different Faculties and Departments

Within Third-Level Institutions to Increase Access: A Faculty and Departmental Level Focus to Increase Access

Institutional – Structural Indicators

Structural Indicator: Development of Outreach Institutional Strategies that go Beyond Mere Information Based Models

Structural Indicator: University Outreach Strategy to Communicate with Spokespersons, Opinion Makers and Community Leaders in Socioeconomically Marginalised or Ethnic Minority Communities

Structural Indicator: Formal Links Between Universities and Non- governmental Organisations Representing Marginalised Groups

Structural Indicator: Outreach Strategy to Engage Young Immigrants and Young Members of a Target Group: Cohort Effect as a Positive Potential

Structural Indicator: An Access Strategy of Third-Level Institutions which Engages with Primary and Secondary Students Experiencing Socio-economic Marginalisation

Structural Indicator: Availability of School and University Institutions Free Of Charge During Summertime and Evenings for Community Groups from Marginalised Areas

Structural Indicator: Funded Strategies to Develop Local Community Lifelong Learning Centres

Structural Indicator: Preparatory Admission Courses

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