



Memorandum from the NVL expert network on validation

he NVL expert network regarding validation has been asked to identify common Nordic challenges in the field of validation. This memorandum is based on national reports from all the countries which were prepared during the spring of 2009. Besides identifying common challenges this memorandum points out which common challenges can be addressed at a Nordic level. We also suggest how the challenges can be examined and developed through common Nordic dialogues and initiatives.

Regarding the use of concepts, no common Nordic terminology exists in the field of validation. In this memorandum we have chosen to use the abbreviation R/VPL. "RPL", for recognition of prior learning, refers to the Norwegian and Danish terminology, while "validation" (VPL) describes the same phenomenon in Swedish.¹

The Nordic countries share a strong tradition of adult education and thus have an infrastructure in which R/VPL is relevant and useful. Accordingly, addressing R/VPL has a high priority in all the Nordic countries. However, several different approaches exist with regard to policy development, systems and solutions as well as practical imple-

mentation.

Between the countries you will find variations in the state of the art regarding R/VPL: some countries are still in the projects and preparations phase, others have enacted legislation and are striving to implement it; while yet others have established a more consolidated system.

In spite of the different approaches and stages in the implementation of R/VPL, thematic similarities emerged between the challenges pointed out in the national reports. Thus it is possible to identify a number of challenges common to all the Nordic countries. It is evident that developing the field of R/VPL is a complex and time-consuming process requiring many resources of a political, economic and professional character. Therefore the NVL expert network finds it important to consider whether is sensible to address these challenges at a Nordic level in order to lend extra momentum and added value to the national development.

The challenges identified as identical across the countries are described below. They exist at an overall structural level and at an operational level and are to a high degree interrelated. They are not ranked in order of importance or according to the priorities of the network.

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1. R/VPL AS A MATTER OF POLICY

he national reports show that implementing policy in practice depends on how the aim of R/VPL is viewed in relation to working life and education, both at an individual and at a societal level.

In the Nordic countries R/VPL is linked to the framework of the formal educational system.

The third sector does not have a strong tradition of documenting competences developed through the activities of the sector. Workplaces, on the other hand, have experience of documenting competences in relation to internal career development, but to a lesser degree in relation to the objectives of formal education. Implementing policy is a challenge that calls for cooperation and understanding between these sectors with regard to conditions, background and responsibilities.

In examining and systematizing common Nordic challenges it makes sense to relate them to the European-level initiatives regarding validation of non-formal and informal learning. Many of the challenges we identify in a Nordic perspective are shared by many other countries in the EU, and all the Nordic countries – including Norway and Iceland – are involved in the European efforts regarding R/VPL. Thus

it can be pointed out that validation can be viewed in a European, Nordic and national perspective.

In 2004 the European Council endorsed a set of common principles regarding identification and validation of non-formal and informal learning.² (appendix 1). Their wording is highly abstract, and their aim is to contribute to development and implementation of methods and systems of validation. The principles are intended to support and develop a high level of quality and credibility and facilitate comparability of approaches and systems in the EU countries. Many countries have used these principles as a point of departure and point of reference for developing national approaches to validation. This is also the case in the Nordic countries. You can say that the work of the Nordic countries is in line with the European principles. The common Nordic challenges are in different ways also addressed in different European contexts. In this way the common Nordic challenges gain more weight and substance.

One further European initiative, which it is worthwhile relating the Nordic challenges to, is the European Guidelines of non-formal and informal learning.³ The guidelines were produced on the basis of the

² http://www.ecotec.com/europeaninventory/

³ http://www.cedefop.europa.eu/etv/Upload/Information_resources/Bookshop/553/4054_en.pdf

common European principles and are intended as a practical tool. They are aimed at all interested parties and players, such as politicians and practitioners working in the field of R/VPL at all levels, in enterprises, sectors and organizations.

It must be considered how the Guidelines for R/VPL of non-formal and informal learning can be used as an inspiration for determining the specific new approaches based on the common Nordic challenges identified in this document, both at policy level and in the context of

practical work with R/VPL.

Consequently, the challenges identified in a Nordic perspective can also be addressed in a European perspective.

In the view of the NVL expert network on validation the issue of conditions and principles for implementation of R/VPL is suitable as topic for a Nordic conference at policy level.

2.

A NATIONAL, COHERENT STRUCTURE

ifferent systems have been developed for working with R/VPL to account for the various fields of education and within the different sectors of trade. When developing a national structure, coordination and adjustment are needed to achieve a structure that will function in a flexible and practical way. It is a challenge to create dialogue and networks between all the players in order to facilitate the development of a reliable, transparent and valid way of working with R/

VPL. This is crucial for ensuring that everyone, regardless of where the assessment is taking place, is treated equally in the national structure and to secure the legal rights of the individual.

Another challenge is how to secure coherence across the relevant departments so the individual will be met by flexible and efficient systems. A strategy for lifelong learning must include a wide range of possibilities for adult and further education as well as guidance, the pos-

sibility for R/VPL and economical schemes for both the employed and the unemployed. We need coordinated opportunities, aimed at both the employed and unemployed and perceived by individuals as a "oneentry" system. Legislation must support and facilitate coordinated efforts, and different processes of reform must interact.

Creating a transparent structure with a clear distribution of responsibilities represents another challenge – who decides what at which level and on which basis? Norwegian experience from the cooperation between the counties and the Administration of Labor and Welfare (NAV) can provide inspiration.⁴

In the view of the NVL expert network on validation, this issue, too, would be suitable as a topic for a Nordic conference at policy level. Specifically it could also form the basis for bilateral cooperation.



EQF/NQF/ECVET

The common European Qualifications Framework, EQF, is intended to facilitate increased flexibility, efficiency and mobility within education and working life. The different Nordic countries are at different stages of preparing a national qualifications framework. The framework may, to a high degree, influence how the future interaction between formal and non-formal learning will develop and has to be seen in relation to R/VPL. The qualifications framework makes it possible to transfer qualifications between the

countries without tools and methods necessarily being identical. The basis for the assessment can take the national context into consideration, but the result of the assessment is comparable. Transparency is crucial when placing the qualifications into the framework; so is acceptance of different approaches to learning and competence development. The possibility of developing a Nordic approach to NQF could be discussed, in which NQF is seen as a support for the educational systems and competence development

⁴ In Norway Vox and the Administration of Labor and Welfare (NAV) have had a development project aimed at NAV using the R/VPL services offered by the countries. An on-line handbook and ICT-based communication between the NAV-administration and the countries via the search database of the countries (VIGO) have among other things been developed.

rather than a steering tool of control. This approach should be based on allowing diversity and contextualization – both of which are characteristics of Nordic education. It

could be a topic in connection with considering a bottom-up approach to the educational system and competence development.

In the view of the NVL expert network on validation a Nordic exchange of experience could be effective in addressing how the national qualifications frameworks at an operational level could be related to V/RPL. In the view of the NVL expert network on validation, it would be suitable to establish Nordic cooperation to

test the possibilities of a compatible ECVET system.
The Nordic experiences of learning within liberal adult education represent a specific challenge in relation to securing inclusion of non-formal learning, just as the value of workplace learning must be included in the systematic of the qualifications framework.



INVESTMENTS, EFFECTS AND SUSTAINABILITY

n examination of economy and regulations, together with an overview of investments and returns, is necessary from the viewpoint sustainability and making R/VPL attractive.

A broader view on sustainability needs to be promoted in order to include and support the broader intention of the strategy of lifelong learning in terms of welfare, general competence development, democracy and citizenship.

Several of the national reports call attention to the fact that it is necessary to clarify the returns and gains from R/VPL. There is a need for making calculations and presenting the societal, as well as the individual, gains from R/VPL – both in the short and the long term.

However, the network finds it crucial that economic resources are available at the national level in order to realize the implementation of the political intentions, both in general and in relation to target groups with special needs.

4.1 Societal level

It is reasonable to assume that R/ VPL means gains of the society, e.g.



through more effective utilization of available educational places, but it is difficult to estimate the exact costs of R/VPL and its effect in the form of abbreviated educational programs.

OECD⁵ has in Norway among other places recommended establishing better documentation of savings gained via R/VPL and customized educational programs.

Iceland has experience-based know-how in calculating the economical and competence related gains by investing in R/VPL and concludes that it can pay. Exactly this type of knowledge is essential in terms of increasing the demand for R/VPL.

4.2 Organizational level

Another element in the economics of R/VLP is the cost of the actual assessment and recognition processes, which includes expenses pertaining to education suppliers and workplaces. This aspect ought to be analyzed mainly by statistical methods in national systems.

4.3 Individual level

With regard to the personal outcome of R/VLP, the challenges are more complex, requiring more qualitative methods. The outcome can be viewed from the perspective of working life, focusing on career development and working environment, or it can be related to how R/VPL can encourage the potential of the individual.

The expert network on validation notes that only a few of the Nordic countries have a substantial knowledge-base on this issue. In the view of the network, a Nordic initiative at this time would only contribute to a

small degree to the national efforts, but defining different models for analyzing the relation between costs, returns and sustainability could be a suitable topic for a joint Nordic report.

5.0

STATISTICS AND IDENTIFICATION OF TARGET GROUPS FOR R/VPL

stablishing a statistical system is necessary for registering, among other things, the following: to which extent R/VPL is used and by whom; with what impact, in which fields of trade and at which levels; to which extent R/VPL shortens study periods and whether it is possible to identify any patterns in this regard.

Valid data will primarily benefit policy-making at national level, but collecting and presentation of data could also be useful as the basis for comparisons between the countries. It will be necessary to supplement the quantitative data with more qualitative approaches. To make the comparisons across the countries meaningful it is important to have unambiguous definitions of what is being reported. Data protection from the point of view of the individual is a particularly important issue in the context of R/VPL.

In the view of the network on validation, it could be advisable to establish closer Nordic cooperation regarding com-

parable data and statistics on R/VPL. This task ought to be entrusted primarily to a network of statistics professionals.



SPECIAL TARGET GROUPS

n general, the motivating effect of R/VPL on individuals with no or little formal education must be emphasized. Reaching the target groups in greatest need of R/VPL is an immense challenge.

The national reports point out that special attention must be paid to securing the possibilities of R/VPL for the unemployed – not least in a period of recession and compounded pressure on the adaptability of the workforce. An excessive focus on working life and the individual's current job increases the risk of marginalizing R/VPL opportunities directed at the unemployed. Such a tendency has been clearly visible in the Finnish system.

Another special challenge is how R/VPL can be actively used to reach out to weak or drifting young people who drop out of school and cannot find unskilled work in times of recession.

It is important that citizens with a foreign background are given opportunities to show what they can do through customized R/VPL-programs, and that the integration potential of recognizing their competences is utilized. In this context

in particular, the reports point out that flexible methods are needed in the mapping out and documentation phase, as one could be dealing with competences that cannot be verified in a traditional way for the individual.

Similarly, special needs must be addressed via assessment methods used for adults with difficulties in reading, writing and math. Special methods and approaches must be used to secure different groups of disabled adults access to R/VPL.

In the prisons, a potential may be found in clarification and assessment of the inmates' competences. Inspiration can be sought in the work of the NVL prison education network and in a three-year Norwegian project on R/VPL in prisons.

To sum up, the network views R/VPL as a possibility to give the most disadvantaged and vulnerable groups in society a helping hand on their path towards an education or a job. The challenge is to develop a system that takes into consideration the needs of the workplaces, the needs of society and the actual competences of the target groups with special needs.

In the period to come, the network on validation wants to focus on collecting experiences from the Nordic countries in order to get a Nordic overview of how the possibilities and barriers of using R/VPL for special target groups are being addressed. This will entail an exchange of experiences of project results and national measures at seminars. Possibly this cooperation could form the basis for a pilot for a more in-depth survey of experiences and recommendations in relation to specific target groups.

7. INFORMATION

Il the countries point out the need for improved communication and information about R/VPL opportunities. The information activities must target both individuals/citizens and professionals in the field. This requires new knowledge and competence of the administrative staff, guidance counselors and teachers, as well as updated and improved web pages. It is also important that workplaces receive enough information, as the benefits of R/VPL concern working life and the whole society as well as the individual. Moreover, outreach activities must be intensified and improved, e.g. via educational ambassadors, educational and vocational guidance counselors, and in cooperation with other stakeholders such as job centers, the unions and the third sector. Concrete examples could serve as inspiration.

In the view of the network on validation, information is primarily a national matter. However, the network points out that educational institutions and particularly guidance professionals play an important role.

8.

STRENGTHENING OF GUIDANCE TOWARDS R/VPL

nderstanding R/VPL as a coherent process from information and clarification via documentation to assessment and possible recognition is important. Still, the question remains whether enough emphasis is being placed on the part of the process that deals with clarification and documentation. A number of surveys, in particular international ones, point out that clarification, documentation and self-evaluation enhance the individual's insight of his or her own competences and increase motivation. This in turn affects the individual's attitude towards education and courses later in life.

In Denmark it is being discussed whether there should be more emphasis on the preliminary phase of R/VLP, which could be supported with more concentrated guidance efforts

The expert network regarding validation notes that the Nordic countries are at different stages in the process of establishing a system of guidance service for adults (educational guidance and counseling, vocational guidance and counseling and the guidance and counseling of the job centers). According to the network, a Nordic dialoque about experiences of interaction between the different stakeholders offering guidance services linked to R/VPL would be useful for all the Nordic countries. Cooperation with the NVL's guidance counseling network should be established.



COMPETENCE DEVELOPMENT

ompetence development is very much needed and in demand by the various groups of professional staff working with the different elements of the R/VPL process. Thus there is a need for securing the professionalization of the staff, which should include European principles, such as professional ethical standards. At a concrete

level it must be made clear what it takes to work with R/VPL. Targeted educational programs must be developed with both a guidance professional nature and with an assessment professional nature, as well as developing the relevant competences of the administrative staff – who often are in charge of the first direct contact with the citizens. Compe-

tence development is a necessary part of the quality assurance of the field and will contribute to a homogeneous quality of the services.

Each country has practical experience from educational programs in relation to contents and organization. E.g. project organization has worked well for this type of education in Iceland.

One possibility is certification of the staff who work with the different element of the R/VPL process. In the view of the network on validation, an improved professionalism of the field is needed including clearer descriptions of the job, responsibilities and standards for working with R/VPL. This challenge should be addressed at both national and Nordic level. In-depth descriptions of national arrangements and projects could be useful for bilateral inspiration and exchange of experience.

10.

DEVELOPMENT OF METHODOLOGY

ethods to secure high quality R/VPL processes are Icalled for. Iceland points out that the methods must be useful both for individuals and for group processes. Aland points out that a key issue is to develop methods adjusted to the local context. The Swedish report calls for efficient processes of validation". The challenges are viewed somewhat diversely, as there is a need for standardization to establish easily recognized methods, while at the same time, methods suitable for specific contexts are also needed. Accordingly, a need for a whole "battery" of methods supplementing each other is emphasized.

The country reports point out the challenge of securing resources for R/VPL processes that comprise a combination of methods suitable for

making tacit knowledge visible in a reliable way. For target groups with special needs, specially adjusted methods must be developed on the basis of experiences from special education.

The overall challenge lies in how to develop methods that support credibility, reliability and relevance for the end-users. The ongoing analysis of e-tools will form a basis for further Nordic exchange of experience.

In the view of the network on validation, a Nordic exchange of experience will yield positive results. The modus operandi will be a combination of initiatives: descriptions, cases and a seminar dedicated to this issue.



INTERACTION BETWEEN THE ENTERPRISES AND THE EDUCATIONAL SYSTEM

VPL can contribute to increased insight by workplaces regarding the competences of their employees and identification of educational needs. In the Danish legislation, for example, it is noted that "It furthers a more qualified and targeted use of the public educational programs as a part of the competence development of the staff". Using R/VPL during the current recession can be important. However, it is an immense challenge to establish coherence between internal strategic competence development and R/VPL. Enterprises document and assess the competences of the staff in relation to the iobs and the development of the enterprise, while the educational institutions document and assess in relation to educational objectives.

Much depends on both employer and employee being able to see the purpose of R/VPL and, in a conscious and active way, view the workplace as a place of learning and an independent producer of competence.

Iceland stresses the importance of establishing an agreement between the parties about the process of R/VPL and reaching consensus about the result. Thus it is important that all parties work together in the process. Working life and education suppliers do not always speak the same language but Iceland has had experience of a well established/well structured interaction contributing to

a better dialogue.

It is pointed out from Norway that mapping/clarification of prior learning from working life must be guaranteed via local agreements in order to succeed. Getting an overview of existing agreements is a challenge, and the involvement of the social partners in the R/VPL approach is crucial both at local and national level.

A key concept when it comes to understanding R/VPL of work-based competences is transformation. How can the learning outcome from one context be transformed and utilized in another context?

Qualifying and elaborating in this field of research is needed.

In the view of the network on validation, a branch-specific Nordic exchange of experience could be an objective, as the various professional organizations in each country have compiled extensive materials on these issues.

Furthermore research on transformation of learning outcomes from non-formal and informal contexts is needed. In the view of the network it will be an advantage if this research is carried out at Nordic level, preferably in connection with a Nordic development project under Nord Plus.

12. INTERACTION BETWEEN THE THIRD SECTOR AND THE EDUCATIONAL SYSTEM/WORKPLACES

n this report the third sector is used as an aggregated concept including non-formal and informal learning contexts within liberal adult education and within the associations. third sector does not have a strong tradition of documenting competences from courses, honorary positions and other activities. It is a challenge to establish systems for documentation of this type of prior learning, if the aim is to exempt the sector from extra work and economical expenses.

Documentation of competences from voluntary work and from being active in associations in itself is, according to Danish experiences, important as a means of motivation and encouraging democratic participation.

If the intentions of making nonformal learning acquired in the third sector visible are going to materialize, third sector organizations will have to accept the responsibility for establishing adequate formats of descriptions suitable as documentation. In addition, they need to motivate individuals to participate in R/VPL with a view to using it in relation to education or working life.

It is a challenge that the sector will have to issue documentation for the learning activities and, at the same time, support its participants in documenting this type of competences in a good, systematic manner. A further challenge is how to make the formal education system request such documentation. Employers already do use it to some extent it when recruiting new staff.

Irrespective of whether third sector competences are utilized in employment contexts or in formal education, a big challenge is how to conceptualize the transformation of the learning outcome from one context to another.

In the view of the network on validation, a Nordic exchange of experience on working out a format of documentation for third sector could be very useful for the countries. It could, for example, be via a working group representing both the sector and the formal educational system.

13.

INTERACTION WITHIN THE UNIVERSITY/HE SYSTEM

nly a few of the countries point out that universities and higher education institutions have established different procedures for admission to further/higher education on the basis of prior learning. In connection with exemption from exams or tests in further/higher education and shortening of the study period on the basis of prior learning a certain skepticism is observed, based on the implication that exemption will lower the quality level.

Having actual costs covered in relation to R/VPL is also a challenge in this sector. Quality assurance is important to secure the legitimacy of R/VPL in this sector.

In the view of the network on validation, several points related to universities and further/higher education could be developed at Nordic level. It could be relevant to arrange a Nordic seminar in cooperation with the steering group responsible for the sector under the Council of Ministers.



EDUCATIONAL IMPLICATIONS OF R/VPL

mplementing R/VPL calls for educational new thinking and institutional new thinking, if R/VPL is going to be an integral and coherent part of the teaching as such.

A lot of questions come into mind, e.g.: How can education in reality build on top of prior learning? How is the individual approach secured? How do you organize the shorten-

ing of the study period in relation to your co-students? How are customized educational programs made sustainable?

When is it relevant to issue competence certificates instead of recommending that the individual receive a full education? In the view of the network on validation, the complexity of this problem must be a part of the teacher training. At Nordic level is could be the topic of a seminar for participants responsible for basic education and as well as further education and training.



CHANGE OF ATTITUDE

he biggest challenge regarding R/VPL is not in passing legislation and principles and recommending methods, but to have it implemented. The common European principles regarding R/VPL do not have any impact in themselves, but can serve the purpose of political leverage.

Obtaining a change of attitude within the formal education system and having prior learning accepted as equal to formal competence represents a very large challenge.

All systems contain an inherent bias for doing things the usual way, and as R/VPL in most of the Nordic countries is placed within the framework of the formal education system, a certain degree of inertia or opposition can be detected. The main purpose of the educational system is to offer education, but R/VPL is an alternative that makes education superfluous if the individual already possesses the competences.

Accordingly it is pointed out by some countries that establishing an

independent, external unit could be a possibility to secure objectivity and quality in R/VPL. Examples of such types of institutions could be the Dutch Kenninscentrum or the Danish Knowledge Centre for Validation of Prior Learning.

Based on the above remarks, the network on validation points out two main challenges:

- Changing attitudes within the formal educational system to make prior learning accepted as equal to formal competence, and, in accordance with this, developing methods for assessing documented as well as non-documented competences
- Raising awareness in working life and in third sector of documenting competences from non-formal learning in a good way and thus providing the basis for assessing this type of competences

16. CONCLUDING COMMENTS

uidelines, regulation and implementation are key elements in the development of a R/VPL system. But guidelines and regulations are not enough, just as practical routines alone are not enough for carrying out R/VPL. All elements must be present in a sustainable system. The biggest challenge is getting it to function in practice. The implementation demands understanding and discussions of attitudes at both individual and societal levels.

Coordination, dialogue and a clear division of responsibilities between different societal structures and stakeholders is a precondition for a well functioning R/VPL structure.

Links to national and European qualifications frameworks will improve flexibility and mobility. An important challenge is to integrate non-formal learning into these frameworks.

R/VPL is assumed to provide positive economic effect at the societal level and also gains in relation to welfare and democracy. Thus it is important to develop methods for establishing clear evidence of the long term outcome for both the individual and society.

Marginalized groups must have the same possibilities for R/VPL as

the rest of the population. To secure this, flexible, specially adjusted methods are demanded. To secure that R/VPL has meaning for the whole society, information about the possibilities must reach all parties. But information is not enough, it must be combined with targeted counseling and a holistic approach to the process of R/VPL – from the first bits of information to the final result.

Continuous assessment of the activities forms the basis for quality development. To assure the quality of R/VPL, professionalism is required. Everybody working with R/VPL must be offered continuous competence development in the field.

All stakeholders have much to win by a closer cooperation between enterprises and education suppliers. Through clarification of competence, employees' educational needs can be identified, which will benefit the workplace as well as the individual worker. Competences developed in the third sector can to an even higher extent be recognized and utilized in education and working life.

R/VPL requires new thinking based on trust in all sectors, and yet new challenges prove that this is a field in development.



APPENDIX 1 ABSTRACT FROM EUROPEAN INVENTORY ON VALIDATION

fying and validating non-formal and informal learning

Individual entitlements

Identifying and validating non-formal and informal learning should, in principle, be a voluntary matter for the individual. There should be equal access and equal and fair treatment for all individuals. The privacy and rights of the individual are to be respected.

Stakeholder obligations

Stakeholders should establish, in accordance with their rights, responsibilities and competences, systems and approaches for identifying and validating non-formal and informal learning. These should include ap-

propriate quality assurance mechanisms. Stakeholders should provide guidance, counselling and information about these systems and approaches to individuals.

Confidence and trust

The processes, procedures and criteria for identifying and validating non-formal and informal learning must be fair, transparent and underpinned by quality assurance mechanisms.

Credibility and legitimacy

Systems and approaches for identifying and validating non-formal and informal learning should respect the legitimate interests and ensure the balanced participation of the relevant stakeholders.



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Validation Expert Network is supported by the NCM strategic means through NVL.