



# Final policy recommendations

## Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066)

A report prepared by ICF, Praxis, Tallinn University and Civitta Estonia<sup>1</sup>

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# 1 Introduction

The report has been prepared as part of the project “Supporting young people to succeed – building capacities to better integrate non-formal and formal learning” which was implemented from autumn 2021 to autumn 2023. The aim of the project is to create a solution for integrating non-formal (NFL) and formal learning (FL) in Estonian general and vocational education (with a focus on young people aged 7-19), taking into consideration the local context and the needs of stakeholders as well as international practices.

Within the framework of the project, its implementers ICF, Praxis Think Tank, Civitta Estonia and Tallinn University first studied the current state of the integration of NFL and FL in Estonia and the related obstacles.<sup>2</sup> We then analysed the respective integration practices of other countries and exchanged experiences with the leaders of integration initiatives from other parts of the world.<sup>3</sup> On the basis of these analyses, we carried out an ex-ante evaluation of the impact of the policy change.<sup>4</sup> In the ex-ante evaluation, we highlighted the need to systematically support three types of NFL and FL integration solutions in order to achieve the desired objective:

1. recognition of NFL as part of a compulsory subject or module;
2. recognition of NFL as an elective subject, module or course;
3. recognition of NFL as an optional subject.

In order to implement these three complementary solutions, we prepared preliminary policy recommendations<sup>5</sup>, which were further developed in co-creation workshops by a taskforce consisting of representatives of the Ministry of Education and Research, local governments, general education schools, NFL providers, parents and students. The taskforce prepared more detailed guidelines for the implementation of the recommendations and supplemented them after piloting the most important activities selected by the taskforce. **This phase of the project aims to complement the preliminary policy recommendations, taking into account the results of the co-creation and piloting of guidelines<sup>6</sup>.**

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<sup>2</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Mitteformaal- ja formaalõppe lõimimise praktikad Eestis. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.

<sup>3</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Analytical report on relevant examples of policy and practice from other countries. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066). <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.

<sup>4</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Poliitikavalikute mõju eelhindamine. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. [https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D4%20Report\\_finalEE.pdf](https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D4%20Report_finalEE.pdf).

<sup>5</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Erialgsed poliitikasoovitused. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. [https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D5%20Report\\_finalEE.pdf](https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D5%20Report_finalEE.pdf).

<sup>6</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2023). Lõimimise piloteerimise tulemused ja koosloome töögrupis koostatud juhised lõimiseks vajalike poliitikasoovituste elluviimiseks. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega.



## 2 Final policy recommendations

In support of the policy change on the systemic integration of NFL and FL, we will present final policy recommendations in this chapter, together with guidelines for their implementation. The policy recommendations were initially prepared on the basis of an ex-ante evaluation of the impact of the policy change. For this report, we complemented or merged our preliminary policy recommendations and clarified their wording, taking into account the results of the three co-creation taskforce meetings and the piloting. In addition, each recommendation is accompanied by a list of steps or guidelines for its implementation, which are explained in more detail in the report on the results of the co-creation taskforce and the piloting prepared in the previous phase of the project.<sup>7</sup>

### 2.1 Recommendations to the state

#### 1. Develop the principles, guidance materials and support measures of the integration of NFL and FL and raise public awareness of the integration of NFL and FL.

| Preliminary policy recommendation <sup>8</sup>  | Reason and expected impact   | Possible obstacles and solutions  | Priority <sup>9</sup> |
|---|--|---|-----------------------|
| <ul style="list-style-type: none"> <li>Develop the principles, guidance materials and support measures for the integration of NFL and FL, which allow and support the implementation of all three policy</li> </ul> | It follows from the analysis of practices in Estonia and other countries, <sup>10, 11</sup> and from the discussions of the co-creation taskforce <sup>12</sup> , that the main obstacle to integrating NFL and FL and making it | Coordination and communication of the uniform system of NFL_FL integration may be somewhat hampered by the diversity of the field NFL in Estonia, because hobby | High                  |

<sup>7</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2023). Lõimimise piloteerimise tulemused ja koosloome töögrupis koostatud juhised lõimiseks vajalike poliitikasoovituste elluviimiseks. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega.

<sup>8</sup> Here and hereinafter: the preliminary policy recommendations can be found in ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Esialgssed poliitikasoovitused. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. [https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D5%20Report\\_finalEE.pdf](https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D5%20Report_finalEE.pdf).

<sup>9</sup> Priority of the recommendation for the implementation of the policy change for the systematic integration of NFL and FL. *High* – (extremely) necessary for the full implementation of the policy change, *medium* – contributes significantly to the implementation of the policy change, *low* – contributes to some extent to the implementation of the policy change.

<sup>10</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Mitteformaal- ja formaalõppe lõimimise praktikad Eestis. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.

<sup>11</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Analytical report on relevant examples of policy and practice from other countries. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066). <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.

<sup>12</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2023). Lõimimise piloteerimise tulemused ja koosloome töögrupis koostatud juhised lõimiseks vajalike poliitikasoovituste elluviimiseks. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega.



| Preliminary policy recommendation <sup>8</sup>  | Reason and expected impact  | Possible obstacles and solutions   | Priority <sup>9</sup> |
|---|---|--|-----------------------|
| <p>options and enhance cooperation between stakeholders.</p> <ul style="list-style-type: none"> <li>Train integration coordinators and support their networking: organise information days and co-vision meetings, continue to collect examples of successful cooperation between NFL and FL, etc.</li> </ul> | <p>available to all students is the lack of a systematic approach. Although the legislation already allows for NFL-FL integration, and it is already being done successfully in several regions, it does not provide sufficient clarity for all those responsible for the day-to-day management of integration on how to implement it. It is not possible for all students across Estonia to have their NFL credits counted towards their FL on a similar basis.</p> <p>It is expected that implementing the recommendation will harmonise the principles of integration both between schools and within schools, improve awareness of the possibilities of NFL and FL integration among all stakeholders (including students and parents) and equalise the opportunities for students to benefit from the integration.</p> | <p>education is based on curricula, but youth work is not. Practices from other countries also highlight the preservation of the specificities of NFL as one of the obstacles to the integration of NFL and FL.<sup>13</sup></p> <p><b>Solution:</b> since hobby education and FL are curriculum-based and an important prerequisite for their integration is to compare and align the curricula of FL and NFL, special attention should also be paid to preserving the uniqueness of youth work and avoiding its unnecessary formalisation. In the case of recognising youth work activities in FL, the integration coordinator has a greater role in cooperation with the student in linking the objectives, learning outcomes of youth work to FL learning outcomes.</p> <p>In addition, insufficient cooperation between the general education and youth sectors within the Ministry of Education and Research and different motivations to promote NFL and FL integration may be an obstacle.<sup>14</sup></p> <p><b>Solution:</b> a specific person in charge of the policy change for the integration of NFL and FL should be appointed</p> |                       |

<sup>13</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Analytical report on relevant examples of policy and practice from other countries. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066). <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.

<sup>14</sup> Cocreation meeting of final policy recommendations with representatives of the Ministry of Education and Research, 12.06.2023.



| Preliminary policy recommendation <sup>8</sup>   | Reason and expected impact | Possible obstacles and solutions  | Priority <sup>9</sup> |
|--|----------------------------|---|-----------------------|
|  |                            | (see also “ <b>Resources needed to implement the policy change</b> ”), who will also have the central task of harmonising perceptions among national education policy makers. |                       |
| <b>Guidelines for the implementation of the recommendation<sup>15</sup></b>  |                            |   |                       |
| <ol style="list-style-type: none"> <li>1. Develop guidance materials for general education schools and NFL providers that reflect integration principles and arrangement options (recognition as compulsory, optional or elective subjects or as part thereof).</li> <li>2. Define the role of integration coordinators in guidance materials, provide them training and support their networking.</li> <li>3. Explain to the wider public the objectives, organisation and benefits of the integration of NFL and FL.</li> <li>4. Identify the way to describe NFL learning outcomes and create guidelines for comparing NFL and FL curricula and syllabi.</li> <li>5. Establish measures to support the necessary cooperation between NFL and FL representatives at local level for NFL and FL integration, for example by providing funding to local governments through calls for proposals for the organisation of NFL and FL cooperation groups and events.</li> </ol> |                            |   |                       |

## 2. Develop a common digital education register for NFL and FL.

| Preliminary policy recommendation  | Reason and expected impact  | Possible obstacles and solutions  | Priority |
|--|---|---|----------|
| <p>Establish a common digital education register for NFL and FL, which gives an overview of:</p> <ol style="list-style-type: none"> <li>1) the student’s learning pathway in both FL and NFL (portfolio or education passport function);</li> <li>2) the qualifications of NFL providers and the content and expected learning outcomes of NFL (function of a register for the field of education and youth).</li> </ol> | <p>A single information infrastructure for learning and education would record the learning pathway for students and help them use this information to assess their competences throughout their lives. A digital register would also make it easy to gain an overview of the qualifications of NFL providers and the content of their activities. As an expected impact of the development of a common digital register, it will be easier and faster for schools to</p> | <p>Due to requirements related to the protection of personal data, the exchange of students’ information between NFL and FL parties may be difficult.</p> <p><b>Solution:</b> in order to ensure that both NFL and FL representatives can see the student’s learning pathway in the NFL-FL digital register and personal data have the necessary level of protection, it is necessary to analyse the records visible to the various</p> | High     |

<sup>15</sup> Here and hereinafter, see more detailed explanation of the guidelines in ICF, Praxis, Tallinn University and Civitta Estonia. (2023). Lõimimise piloteerimise tulemused ja koosloome töögruppis koostatud juhised lõimiseks vajalike poliitikasoovituste elluviimiseks. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega.



| Preliminary policy recommendation | Reason and expected impact   | Possible obstacles and solutions   | Priority |
|-----------------------------------|--|--|----------|
|                                   | <p>recognise NFL - NFL providers do not need to provide information concerning the same activity separately for each student's application for the recognition of NFL. The opportunity to get an overview of the student's learning pathway in both the NFL and FL will contribute to instilling a lifelong learning mindset in students and parents, improving awareness and appreciation of learning in various settings. Students can send (future) employers and higher education institutions a standardised overview of their competences acquired in different learning environments.</p> | <p>parties (NFL provider, general education school staff, parent or guardian, student) in cooperation with the Data Protection Inspectorate.</p> |          |

#### Guidelines for the implementation of the recommendation

1. In the digital register, create an overview of the student's learning pathway with respect to both FL and NFL (function of a portfolio/education passport).
2. Ensure that the digital register provides an overview of the qualifications of NFL instructors and teachers, the content of NFL and the expected learning outcomes (function of a register for the field of education and youth).
3. Ensure that all parties have access to FL and NFL curricula in a uniform format in the digital register (see also recommendations 12 and 13).
4. Ensure that the state, representatives of NFL and FL, parents and students have access to the digital register (in accordance with the requirements of personal data protection).
5. Analyse the possibilities for categorising hobby education activities clearly according to the qualification requirements of different levels and instructors<sup>16</sup> and make the categorisation visible in the digital register.

### 3. Implement changes in legislation by defining the concept and volume of optional subject in the compulsory curriculum and the role of the integration coordinator.

<sup>16</sup> See, for example, the concept of dance hobby education levels from page 6 onwards at [https://tantsuharidus.ee/wp-content/uploads/2021/10/Tantsuhariduse\\_pohimotted.pdf](https://tantsuharidus.ee/wp-content/uploads/2021/10/Tantsuhariduse_pohimotted.pdf).



| Preliminary policy recommendation   | Reason and expected impact  | Possible obstacles and solutions  | Priority    |
|---|---|---|-------------|
| <p>Prepare a legislative amendment that allows optional subjects to be recognised as a part of the compulsory curriculum.</p> | <p>The concept and organisation of optional subjects is currently nationally unregulated and their definition differs among schools. We recommend defining the purpose of optional subjects at national level as an opportunity for students to discover and develop their interests and talents in subjects/areas outside compulsory subjects, and to set aside a certain volume for optional subjects in the national curriculum. While elective subjects may also be compulsory for students depending on the school or focus of studies, in the case of optional subjects, the student should have full freedom to choose the prescribed amount of elective subjects either via NFL or choose them amongst other elective or optional subjects offered by the school.</p> <p>If students are also encouraged to pass an optional subject via NFL and schools cannot use the optional subject for additional lessons in compulsory subjects, students who do not yet participate in NFL are more likely to benefit from the integration of NFL and FL. In addition, allocating a certain volume to optional subjects already in the basic school curriculum supports students in making choices at an early age.</p> <p>Having an integration coordinator at school or local government level prevents any additional burden on subject teachers and makes</p> | <p>If the compulsory curriculum prescribes a certain volume for optional subjects and some students pass it via NFL, the different qualification requirements of NFL and FL providers may cause confusion or dismay among stakeholders.</p> <p><b>Solution:</b> NFL instructors should not be required to have qualifications corresponding to the teacher's qualification to instruct an optional subject recognised in school. Vocational education, where instructors without teacher's qualification are regularly involved in the teaching process and there is a legal basis for this, can serve as a model.</p> <p>Having a certain volume for optional subjects in the basic school curriculum entails the risk of students having longer days and gaps in the school day that not all students know how to fill on their own.</p> <p><b>Solution:</b> in the guidelines for the integration of NFL and FL, schools could be advised to offer optional and elective subjects at the beginning or end of the day, as a result of which gaps in the class schedule are avoided in the middle of the day. This also allows students who take part in</p> | <p>High</p> |





| Preliminary policy recommendation | Reason and expected impact   | Possible obstacles and solutions  | Priority |
|-----------------------------------|--|---|----------|
|                                   | <p>integration clear for all stakeholders involved in the school and NFL (see recommendations 8 and 14 for more information). Defining the role of the integration coordinator in the Basic Schools and Upper Secondary Schools Act, similarly to the role of the coordinator of the studies of a student with special educational needs, would give a clear signal from the state on the importance of the integration and reasonable arrangements in schools, harmonising the opportunities for students to benefit from the NFL and FL integration policy change.</p> | <p>extracurricular NFL to make better use of their time.<sup>17</sup></p> |          |

#### Guidelines for the implementation of the recommendation

1. Define the concept of an optional subject at national level in such a way that schools are not able to use the full volume of an optional subject for additional lessons in compulsory subjects, but rather increase the opportunities for students to discover and develop their other interests and talents. Students would have the freedom to fill the volume of optional subjects prescribed in the curriculum with out-of-school NFL activities or other elective or optional subjects offered by the school.
2. Establish NFL quality requirements (requirements for NFL activities, qualifications of different types of NFL instructors, how is the achievement of learning outcomes assessed), which would give stakeholders certainty and clarity about the quality of NFL.
3. Create free space in the national curriculum of the basic school by adding optional subjects.
4. Allow non-differentiated assessment of optional subjects.
5. Define the integration coordinator in the Basic Schools and Upper Secondary Schools Act as an employee whose task is to support students' awareness of learning in different environments and having it recognised in FL, as well as ensuring smooth organisation of the integration of NFL and FL between students, parents, teachers and NFL providers. For the concept of an integration coordinator, see also recommendation 8.

#### 4. Organise joint trainings for the employees of general education schools and vocational educational institutions and for NFL instructors on the integration of NFL and FL (including trainings for NFL-FL integration coordinators).

<sup>17</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2023). Lõimimise piloteerimise tulemused ja koosloome töögruppis koostatud juhised lõimiseks vajalike poliitikasoovituste elluviimiseks. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega.



| Preliminary policy recommendation   | Reason and expected impact   | Possible obstacles and solutions   | Priority |
|---|--|--|----------|
| <ol style="list-style-type: none"> <li>1. Organise training for schools and prepare guidance materials that explain how to use self-assessment to determine the achievement of learning outcomes when recognising NFL.</li> <li>2. Develop the digital competences of youth workers/hobby education teachers in both initial and further training.</li> </ol> | <p>Most of the topics related to the integration of NFL and FL are relevant to both NFL and FL employees. For example, there is a need to harmonise perceptions and share experiences on the topic of student self-assessment, which is currently more common in youth work but less so in hobby education and FL. As a result, it is ensured that the self-assessment systems used to recognise NFL are based on modern educational psychological knowledge and that the field of NFL is not over-formalised for the purpose of recognising NFL in FL.<sup>18</sup></p> <p>In addition, it is important to develop the digital competences of both FL and NFL stakeholders, which would also ensure sufficient competencies for the design and implementation of online activities. This would also contribute to expanding the possibilities of NFL for students living in remote areas. In this way, the diversification of the FL learning environment through integration will benefit all students.</p> <p>As a general effect of joint trainings, it can be expected that a common information space will be created for the stakeholders of NFL and FL on the subject of integration, and that cooperation will be enhanced on the</p> | <p>While joint training for NFL and FL providers conducted in a broader context than just the integration of NFL and FL will help to enhance cooperation, it should be recognised that both fields have their own specificities, methods and issues that require focused attention in continuing education and may not be relevant for all staff involved in the day-to-day development and support of students.</p> <p><b>Solution:</b> continue to target certain training activities at teachers and/or school staff in general education schools or vocational training institutions, hobby education teachers or youth workers.</p> | Medium   |

<sup>18</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Poliitikalikute mõju eelhindamine. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. [https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D4%20Report\\_finalEE.pdf](https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D4%20Report_finalEE.pdf).



| Preliminary policy recommendation | Reason and expected impact  | Possible obstacles and solutions | Priority |
|-----------------------------------|---|----------------------------------|----------|
|                                   | grounds that the stakeholders will have the same perceptions, communicate more and form trusting relationships. |                                  |          |

**Guidelines for the implementation of the recommendation**

1. Organise joint trainings for NFL and FL stakeholders, which would explain how to support the self-assessment of students in assessing the achievement of learning outcomes when recognising NFL.
2. Extend the target group of trainings for education workers so that the heads of hobby education schools have more training opportunities.
3. Continue training activities for the development of digital competences of both FL and NFL providers.

**5. Establish a monitoring system of the policy change for the systematic integration of NFL and FL and evaluate the success of the policy change.**

| Preliminary policy recommendation  | Reason and expected impact   | Possible obstacles and solutions   | Priority |
|--|--|--|----------|
| Monitor and assess the progress and success of the policy change related to the integration of FL and NFL. | <p>Continuous monitoring of policy change for the integration of NFL and FL is important as it gives policy makers the opportunity to adjust policy implementation continuously. . This contributes to the realisation of the objectives set even if the initial measures do not seem to be leading to the desired results.</p> <p>As a result of the monitoring, systematic support for integration at national level is sufficiently sensitive to changes, i.e., it adapts based on feedback from stakeholders and other indicators. In addition, monitoring and evaluation ensure evidence-based and transparent policy making. Evaluation will give the opportunity to identify the strengths, obstacles and</p> | Schools may not currently have suitable data collection and reporting systems for collecting data related to students, as they would be created with the development of the NFL and FL digital register (probably based on the Estonian Education Information System (EHIS)). Therefore, it can be difficult to measure the baseline levels of the proposed performance indicators. Alternatively, cross-sectional surveys with representative samples on integration experiences and the current situation can be used, or a section on integration quality and practices can be added to the national satisfaction survey for general education schools. | Medium   |



| Preliminary policy recommendation | Reason and expected impact                               | Possible obstacles and solutions | Priority |
|-----------------------------------|--|----------------------------------|----------|
|                                   | points of impact (or lack thereof) of the policy change. |                                  |          |

#### Guidelines for the implementation of the recommendation

1. Identify the performance indicators that reflect the main expected impacts<sup>19</sup> of the policy change for the integration of NFL and FL and organise related data collection. The performance indicators should reflect the following expected impacts of integration:
  - changes in the weekly workload of students (decreases);
  - development of students' general competences (increases);
  - the number of students whose NFL activities have been taken into account in FL (increases);
  - the workload of teachers and NFL instructors (remains similar to the current level);
  - all stakeholders' awareness of the possibilities of the integration of the NFL and FL (students, parents, NFL and FL employees) (increases).
2. Notify local governments of the collection and transmission of data.

### 6. Support the development of an occupational qualification system for hobby education and continue to popularise the occupational qualification system for youth work.

| Preliminary policy recommendation   | Reason and expected impact   | Possible obstacles and solutions  | Priority |
|---|--|---|----------|
| Support the development of a professional qualification system for hobby education and continue to popularise the professional qualification system for youth work. | The development of occupational qualification systems is necessary because it supports the quality of NFL and the understanding of actors outside the NFL field of the specific strengths of the youth work and its role in society. This contributes to the systemic integration of NFL and FL. In addition to youth workers, coaches and dance specialists, the development of an occupational qualification system in hobby education in general creates a self-analysis model for hobby education teachers. It can also serve as a basis | However, when an occupational qualification system for hobby education is implemented, people in the field may not be motivated to apply for an occupational qualification.<br><br><b>Solution:</b> the problem could be alleviated by linking qualifications to salary levels, equalising the salary levels of teachers in hobby education and general education, or other measures. | Medium   |

<sup>19</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Poliitikalikute mõju eelhindamine. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. [https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D4%20Report\\_finalEE.pdf](https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D4%20Report_finalEE.pdf).



| Preliminary policy recommendation | Reason and expected impact   | Possible obstacles and solutions | Priority |
|-----------------------------------|--|----------------------------------|----------|
|                                   | <p>for supporting hobby education teachers with national salary in the same way as FL teachers are.<sup>20</sup></p> <p>As an anticipated impact of the development and popularisation of qualification systems, youth workers regularly attend trainings, stakeholders have increased awareness of the role and strengths of the youth sector in supporting youth development, and the professional standard also applies in hobby education. A clear occupational qualification system contributes to valuing the competences of youth workers in society at large and creates a trusting and close cooperation between NFL and FL stakeholders, which boosts the integration of NFL and FL.</p> |                                  |          |

#### Guidelines for the implementation of the recommendation

1. Continue popularising the occupational qualification systems of existing professions of hobby education and youth work (e.g. youth worker, coach, dance specialist).
2. Support the establishment of an occupational qualification system for hobby education teachers.
3. Together with popularising and developing the professions of the youth sector, create clarity in the concepts of the youth sector, looking for solutions to the position of hobby education between two fields (youth work and education).
4. Change the conditions for participation in continuing education and retraining to enable hobby education teachers and youth workers to participate in continuing education and retraining.
5. Ensure state support for the salaries of youth workers.

<sup>20</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2023). Lõimimise piloteerimise tulemused ja koosloome töögruppis koostatud juhised lõimiseks vajalike poliitikasoovituste elluviimiseks. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega.



## 2.2 Recommendations to local governments

### 7. Prioritise the integration of NFL and FL at the level of the local government in development plans for the education and youth sector, ensuring resources and expert coordination and analysing the progress of NFL and FL integration in their area.

| Preliminary policy recommendation  | Reason and expected impact   | Possible obstacles and solutions  | Priority |
|--|--|---|----------|
| <ul style="list-style-type: none"> <li>■ Prioritise the integration of NFL and FL at the level of the local government in development plans for the education and youth sector, thereby monitoring and analysing the progress and success of integration.</li> <li>■ Carry out consistent monitoring of the quality of NFL and assess the impact of policy changes related to the integration of FL and NFL at the local level.</li> </ul> | <p>Successful and more comprehensive NFL and FL integration practices in both Estonia and other countries point to the importance of competent coordination at the local level.<sup>21, 22</sup></p> <p>If the development plan includes clear targets, the support for integration is more systematic and consistent and less dependent on the attitudes and motivation of individuals. Setting goals in cooperation with the community creates an integration system of NFL and FL in the local government which meets the needs and opportunities of various target groups in the region and adapts and develops thanks to consistent communication with the community.</p> | <p>In the case of smaller local governments, where instead of an entire department, individual officials focus on the education and youth sector, it can be difficult to inspire and motivate other decision-makers to prioritise NFL and FL integration, especially in conditions of limited resources. Due to a lack of resources, the region may also have a smaller selection of NFL options.</p> <p><b>Solution:</b> the start of the process and the outlining of long-term plans can be supported by getting acquainted with the NFL and FL integration systems already in place in other local governments. In addition, cooperation with other local governments could be pursued to expand NFL options.</p> | High     |

#### Guidelines for the implementation of the recommendation

1. Include the integration of NFL and FL in the development plans of the local government and ensure resources (money, time, plan, people, skills, knowledge) for the implementation activities of the integration.
2. Enable local government education and youth professionals to take part in NFL and FL integration trainings, information days and other events related to supporting the integration policy change and to participate in the sharing of good practices between local governments.
3. Develop both FL and NFL quality in the area of administration.
4. Collect and transmit data to the state in accordance with the national monitoring system of the NFL and FL integration policy change.

<sup>21</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Mitteformaal- ja formaalõppe lõimimise praktikad Eestis. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.

<sup>22</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Analytical report on relevant examples of policy and practice from other countries. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066). <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.



| Preliminary policy recommendation  | Reason and expected impact | Possible obstacles and solutions | Priority |
|--|----------------------------|----------------------------------|----------|
| 5. Involve the community in the development of more specific arrangements for the integration of NFL and FL in the local government and collect feedback from various parties (students, parents, NFL and FL employees) on the progress of the integration of NFL and FL, adapting local-level policies to the needs of the community. |                            |                                  |          |

## 8. Establish and fund the role or separate position of an integration coordinator in schools or local governments.

| Preliminary policy recommendation  | Reason and expected impact  | Possible obstacles and solutions  | Priority |
|--|---|---|----------|
| Fund the role or separate position of an integration coordinator at schools. | Integration is currently not systematic at schools and the attitudes of school employees towards NFL vary greatly, which affects the opportunities of students to apply for the recognition of NFL in FL. There is also a lack of awareness among parents and students about the possibility of integrating NFL and FL. <sup>23</sup> By determining the role of an integration coordinator in local governments and/or schools, awareness of the possibility and benefits of the integration of NFL and FL among various stakeholders will improve, the integration will be understandable and accessible to more students. Assigning the role of an integration coordinator will avoid additional burden on subject teachers. In addition, with improved awareness, more students can take part in NFL, leading to a greater diversity of learning experiences for a larger number of students, increased | Lack of funds may make it more difficult to establish an integration coordinator position.<br><br><b>Solution:</b> in smaller local governments, it is possible to employ an integration coordinator on a part-time basis, to share their workload between several general education schools or to distribute their tasks among the school's existing employees. Target groups also see state funding as a possible support measure (e.g., application rounds related to integration for local governments) to kick-start the work of integration coordinators. | High     |

<sup>23</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Mitteformaal- ja formaalõppe lõimimise praktikad Eestis. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.



| Preliminary policy recommendation | Reason and expected impact   | Possible obstacles and solutions | Priority |
|-----------------------------------|--|----------------------------------|----------|
|                                   | development of general competences and subject and interest competences. |                                  |          |

#### Guidelines for the implementation of the recommendation

1. Identify the opportunities and needs of schools, NFL providers, students and parents in the region regarding support for the integration of NFL and FL.
2. On the basis of the national guidelines on NFL and FL integration, analyse the expected workload of the integration coordinator(s) and develop a more precise role for them in a given local government: is the position filled by one person in the local government and all schools or does each school need an in-house integration coordinator?
3. Introduce the integration coordination system and strategies in the development and financing plans of local governments in order to ensure its sustainability (see also recommendation 7).

### 9. Organise networking meetings for NFL providers and schools.

| Preliminary policy recommendation   | Reason and expected impact   | Possible obstacles and solutions  | Priority |
|---|--|---|----------|
| Map the NFL opportunities of the region and organise networking meetings for NFL providers and schools. | <p>The current more systematic NFL and FL integration practices point to the central role of NFL and FL stakeholder meetings in ensuring a smooth integration system.<sup>24</sup></p> <p>In order to coordinate the networking of NFL and FL representatives at the local level, it is important for the local government to get an overview of the region's NFL providers. Networking supports building trust, developing a common understanding of NFL and FL integration and ensuring smooth integration arrangements. As the expected impact, the understanding of the integration of NFL and FL will be consistent, trust in NFL increases at schools and better contacts between NFL instructors and FL teachers will</p> | <p>The motivation of stakeholders to participate in NFL and FL integration discussions may vary. In addition, meeting formats and places that are familiar to educators may not be attractive to, for example, students or parents.</p> <p><b>Solution:</b> it is important to think about and provide various opportunities for participation and receiving information: face-to-face meetings, discussion forums at other major local events, local print media, local community social media channels.</p> | High     |

<sup>24</sup> *Ibid.*





| Preliminary policy recommendation | Reason and expected impact  | Possible obstacles and solutions | Priority |
|-----------------------------------|---|----------------------------------|----------|
|                                   | also boost the creation of elective courses offered in cooperation. |                                  |          |

#### Guidelines for the implementation of the recommendation

1. Important prerequisite: establish the role of an integration coordinator at local government level (see also recommendation 8).
2. Organise regular meetings between the stakeholders of NFL and FL, contributing to the development of cooperation between them.
3. Map the NFL opportunities of the region.
4. Analyse the interests of young people in the local government area and their satisfaction with NFL.
5. Create an overview of the resources available in the local government to enable cross-use between NFL and FL (rooms, equipment, etc.).
6. Cooperate with the community by involving parents and students in discussions on the integration of NFL and FL (see also recommendation 7).

### 10. Analyse and encourage the participation of young people, especially youth with fewer opportunities, in NFL

| Preliminary policy recommendation  | Reason and expected impact  | Possible obstacles and solutions  | Priority |
|--|---|---|----------|
| Diversify the possibilities of NFL in local governments and ensure the availability of support measures (e.g. coverage of participation fees, appropriate transport arrangements) that would improve access to NFL for students from all regions and various socio-economic backgrounds. | <p>The prerequisite for recognising NFL as a compulsory, elective or optional subject is the participation of students in NFL. Participation is influenced by students' awareness, motivation and opportunities, and supported by a diverse and high-quality selection of NFL opportunities available and accessible to students. At the moment, access to the diverse activities of NFL is not uniform in all regions of Estonia.<sup>25</sup></p> <p>The expected impact of implementing the recommendation is that the benefits of NFL and FL systemic integration will be realised more equally for all students.</p> | It is more difficult for smaller local governments to provide diverse and accessible NFL opportunities for all students. There may also be a lack of recreational activities in the area that take into account young people's interests or special needs. <b>Solution:</b> if the local government is not able to provide certain services to young people, it can work with neighbouring rural municipalities or cities and support the students by organising transport where necessary. | Medium   |

#### Guidelines for the implementation of the recommendation

<sup>25</sup> *Ibid.*



| Preliminary policy recommendation   | Reason and expected impact | Possible obstacles and solutions | Priority |
|---|----------------------------|----------------------------------|----------|
| <ol style="list-style-type: none"> <li>Analyse participation in the local government's NFL in order to get an overview of the youth excluded from NFL and the obstacles to participation in NFL.</li> <li>Resolve transport-related problems when using NFL services (transport subsidies, changes to bus schedules).</li> <li>Ensure local government funding to (partially) cover participation fees for hobby education and activities.</li> </ol> |                            |                                  |          |

## 2.3 Recommendations for non-formal learning providers<sup>26</sup>

### 11. Participate in describing the learning outcomes of NFL and in developing guidelines for comparing the curricula of NFL and FL.

| Preliminary policy recommendation  | Reason and expected impact   | Possible obstacles and solutions   | Priority |
|--|--|--|----------|
| Clearly formulate the learning outcomes of NFL, paying particular attention to the development of general competences (e.g. hobby education, curricula). | <p>The stakeholders of the education system perceive the important role of hobby education in the development of general competences, but in order to ensure functional integration, the content and learning outcomes of NFL must be clarified so that they can be compared to the learning outcomes of FL.<sup>27</sup></p> <p>If NFL learning outcomes are formulated more clearly, they are easier to compare with those of FL and as a result, the process of recognising NFL at schools is simplified. Therefore, it is necessary for NFL providers to participate in the development of guidelines for comparing FL and NFL</p> | <p>In today's legal framework and system, it is possible to compare and integrate the content and learning outcomes of FL and NFL curricula without major legislative or technical changes.<sup>28</sup></p> <p>However, there are a number of practical obstacles that make it difficult and time-consuming for the stakeholders involved: the different structures of FL and NFL curricula, the fact that NFL learning outcomes are spread across various FL subject syllabi and/or that NFL covers the FL learning outcomes of several school stages. In addition, FL and NFL</p> | High     |

<sup>26</sup> As with other stakeholders (state, local government, FL), the recommendations are aimed at organisations (hobby schools, institutions and organisations engaged in hobby activities and youth work).

<sup>27</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Mitteformaal- ja formaalõppe lõimimise praktikad Eestis. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.

<sup>28</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2023). Lõimimise piloteerimise tulemused ja koosloome töögrupis koostatud juhised lõimiseks vajalike poliitikasoovituste elluviimiseks. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega.



| Preliminary policy recommendation | Reason and expected impact                                       | Possible obstacles and solutions   | Priority |
|-----------------------------------|--|--|----------|
|                                   | curricula (led by the state, see recommendation 1, guideline 3). | <p>curricula use different terms and wording.<sup>29</sup></p> <p><b>Solution:</b> many local governments have already undergone a curriculum comparison process with general education schools and NFL providers in their area, and their experiences enable others to learn from their experience in describing NFL learning outcomes and comparing NFL and FL curricula. The process can also be simplified by using the curriculum information website.<sup>30</sup></p> |          |

#### Guidelines for the implementation of the recommendation

1. Renew and create clear and coherent NFL curricula, which clearly formulate the learning outcomes of the activities and pay attention to the development of general competences.
2. Contribute to the creation of national quality standards for NFL (see also recommendation 3).
3. Participate in local networking meetings on NFL and FL integration, where together with FL representatives it is possible to get better acquainted with each other's activities, identify possible new overlaps in NFL and FL learning outcomes and objectives and compare outcomes.

### 12. Develop the quality of NFL activities for youth (youth work, hobby education, hobby activities), including supporting youth workers in acquiring youth work and hobby education occupational qualifications.

| Preliminary policy recommendation   | Reason and expected impact   | Possible obstacles and solutions  | Priority |
|---|--|---|----------|
| Support employees in obtaining the qualification of a youth worker (information, enabling participation in training, linking the wage system to the qualification). | Trust in the quality of NFL is the most important aspect of NFL and FL integration. The development of NFL quality needs to be addressed at various levels (see also recommendations 6 and 7), but | Conscious and systemic self-improvement of youth workers is hindered by a lack of awareness of career opportunities in the field, low salaries regardless of qualifications (frequent job transfers, more complex | Medium   |

<sup>29</sup> *Ibid.*

<sup>30</sup> <https://oppekava.ee/>.



| Preliminary policy recommendation | Reason and expected impact  | Possible obstacles and solutions   | Priority |
|-----------------------------------|---|--|----------|
|                                   | <p>institutions and organisations providing NFL also have an important role to play.</p> <p>Currently, there is no common understanding of the quality requirements of NFL: while many local governments use a uniform assessment model for youth work,<sup>31</sup> the quality requirements of hobby education have not been agreed upon. The quality of NFL is perceived as uneven, which affects its value in society in general and makes it difficult for NFL and FL stakeholders to cooperate smoothly and trust each other, but this is necessary for the systemic integration of NFL and FL.<sup>32</sup></p> <p>If organisations providing NFL value the professional qualifications of their employees and support their self-improvement (e.g., enabling them to participate in training courses during working hours), the competencies of the employees will remain up-to-date and the quality of NFL will be even.</p> | <p>work organisation due to multiple jobs) and the position of hobby education teachers between two fields (youth work and education).<sup>33</sup></p> <p><b>Solution:</b> the problems would be alleviated by creating clarity in the definitions of youth work (led by the state, see recommendation 6) and by setting up a professional qualification system for teachers in the field of hobby education (see recommendation 6). In addition, the opportunities for professional development of hobby education teachers would be expanded by providing them access to continuing education and retraining that is available to FL teachers.<sup>34</sup> Thus, the professional development of youth workers and the overall quality development of NFL do not depend solely on organisations and institutions providing NFL. Cooperation to popularise existing professional qualification system and support the acquisition of qualifications should be carried out by the state, local governments, other youth organisations and employers,</p> |          |

<sup>31</sup> See <https://harno.ee/noorsootoo-kvaliteedi-hindamismudel>.

<sup>32</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Mitteformaal- ja formaalõppe lõimimise praktikad Eestis. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.

<sup>33</sup> Kivistik, K., Käger, M., Pesti, M., Juuse, L., Toomik, K. & Aavik, A.-L. (2023). Eesti noortevaldkonna töötajaskonna töötingimused. Institute of Baltic Studies. DOI:10.23657/wta2-4a85.

<sup>34</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2023). Lõimimise piloteerimise tulemused ja koosloome töögrupis koostatud juhised lõimiseks vajalike poliitikasoovituste elluviimiseks. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega.



| Preliminary policy recommendation | Reason and expected impact | Possible obstacles and solutions  | Priority |
|-----------------------------------|----------------------------|---|----------|
|                                   |                            | professional qualification providers and umbrella organisations in the field. <sup>35</sup> |          |

#### Guidelines for the implementation of the recommendation

1. Participate in the development of occupational qualification standard for hobby education teachers.
2. Ensure opportunities for youth workers and persons engaged in organising hobby education and hobby activities to participate in training during working hours (finding substitute employees, covering costs, creating a culture that values professional development in the organisation).
3. Actively participate in learning and communication spaces for NFL and FL representatives.
4. Participate in discussions on the concepts of youth work and hobby education and problems related to their boundaries (media communication, participatory processes in policy-making), as well as support the active participation of employees in this process.

## 2.4 Recommendations for formal learning providers

### 13. Set out the principles and organisation of completing and recognising subjects through NFL in the curriculum of general education schools.

| Preliminary policy recommendation   | Reason and expected impact  | Possible obstacles and solutions  | Priority |
|---|---|---|----------|
| <ol style="list-style-type: none"> <li>1. Set out the principles and organisation of completing and recognising compulsory, elective and optional subjects through NFL in the curriculum of general education schools.</li> <li>2. Describe learning outcomes in a broader and field-based manner in school curricula.</li> </ol> | <p>The current practice of recognising NFL is often different for students within a school, making integration unavailable to students under the same conditions. NFL remains unnoticed and unrecognised, reducing the students' motivation to participate in it.<sup>36</sup> In addition, the experience of other countries in integrating FL and NFL demonstrates that learning outcomes that have been described in a too</p> | <p>Although the FL and NFL providers may have the same objectives and even the same methods, the lack of awareness of what is happening in the field of NFL, the uneven quality of NFL and the related mistrust may hinder smooth cooperation and the motivation of school employees to engage in integration.<sup>40</sup></p> <p><b>Solution:</b> appointing a NFL-FL integration coordinator at the level of</p> | High     |

<sup>35</sup> *Ibid.*

<sup>36</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Mitteformaal- ja formaalõppe lõimimise praktikad Eestis. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.

<sup>40</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2023). Lõimimise piloteerimise tulemused ja koosloome töögrupis koostatud juhised lõimiseks vajalike poliitikasoovituste elluviimiseks. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega.



| Preliminary policy recommendation | Reason and expected impact   | Possible obstacles and solutions  | Priority |
|-----------------------------------|--|---|----------|
|                                   | <p>narrow or too detailed manner and rigid curricula are a significant obstacle to integration.<sup>37</sup> A broader approach to the learning outcomes of the school curriculum and the possibility of subject-based, field-based and/or outcome-based recognition will alleviate the problem of recognising NFL of students who have different interests.</p> <p>If NFL is recognised and credited in a systematic way, and is better understood by teachers, students and NFL providers, it is expected that the applications for recognising NFL outcomes in FL will increase and the overall workload of students will be alleviated. Valuing NFL in society at large also increases the motivation of students to participate in NFL.<sup>38</sup> A well thought out self-assessment system based on educational psychological knowledge supports the development of students' general competences, while preserving the flexibility of NFL,</p> | <p>the local government and/or school will support cooperation between the stakeholders and keep them informed about the organisation of integration (see recommendation 14 for more details).</p> <p>If the learning outcomes of NFL have to be assessed on the basis of the (numerical) assessment system of the school in order to recognise them in FL, there is a risk of losing the specific character of NFL (voluntary nature, internal motivation of participants, spontaneity and indeterminacy).<sup>41, 42</sup></p> <p><b>Solution:</b> the use of student self-assessment when recognising NFL contributes to maintaining the distinctive nature of NFL and develops the general competences of students, but not all self-assessment arrangements have equally positive impact on students.<sup>43</sup> Therefore, schools should follow national guidelines when setting up the student self-assessment system (see recommendation 4).</p> |          |

<sup>37</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Analytical report on relevant examples of policy and practice from other countries. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066). <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.

<sup>38</sup> *Ibid.*

<sup>41</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Analytical report on relevant examples of policy and practice from other countries. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066). <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.

<sup>42</sup> Põlda, H., Reinsalu, R. & Karu, K. (2021). Mitteformaalõpe praktikute keelekasutuses. The Yearbook of the Estonian Mother Tongue Society. DOI: 10.3176/esa66.10.

<sup>43</sup> Andrade, H. L. (2019). A Critical Review of Research on Student Self-Assessment. *Frontiers in Education*, 4, 87. <https://doi.org/10.3389/feduc.2019.00087>.



| Preliminary policy recommendation | Reason and expected impact   | Possible obstacles and solutions   | Priority |
|-----------------------------------|--|--|----------|
|                                   | <p>especially youth work and hobby education as a learning environment.</p> <p>A systemic approach to principles and organisation creates a situation where general education schools can be guided by the national integration framework, but it is up to the schools themselves to agree on precise rules and developing an understanding of how the students' NFL is taken into account in the context of a particular school and in view of the community.<sup>39</sup></p> <p>As the systemic integration of NFL and FL is a relatively new process for all stakeholders involved, it requires conscious process management, situation identification, monitoring and evaluation at school, local government and state level, in order to adapt the organisation of integration at various levels where necessary (see also recommendations 5 and 7).</p> | <p>Taking into account students' various interests and the various forms of NFL (e.g. international youth projects, camps, project-based hobby activities) when specifying the organisation of integration of NFL and FL in school can be difficult, compared to, for example, the organisation of recognising hobby education.</p> <p><b>Solution:</b> learning outcomes that have been described in a broader, not too detailed manner and are not solely subject-based give greater freedom to recognise competences acquired in NFL. In this way, students' opportunities to have NFL recognised will improve. Recognition of NFL may be subject-, field- and/or outcome-based.<sup>44</sup></p> |          |

#### Guidelines for the implementation of the recommendation

1. Follow the principles and guidelines of integration developed by the state upon recognising NFL.
2. Develop a self-assessment framework and tools to recognise NFL in FL, based on both the general principles of integration and the specificities of the school and/or region.
3. Define learning outcomes in a broader and field-based manner in school curricula.
4. Use non-differentiated assessment (passed/failed) when recognising NFL.

<sup>39</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2023). Lõimimise piloteerimise tulemused ja koosloome töögrupis koostatud juhised lõimiseks vajalike poliitikasoovituste elluviimiseks. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega.

<sup>44</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2023). Lõimimise piloteerimise tulemused ja koosloome töögrupis koostatud juhised lõimiseks vajalike poliitikasoovituste elluviimiseks. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega.



| Preliminary policy recommendation   | Reason and expected impact | Possible obstacles and solutions | Priority |
|---|----------------------------|----------------------------------|----------|
| 5. Focus on informing students and parents about the possibilities of NFL and FL integration and how parents can support their children in the integration process, including self-assessment and recognition of the knowledge acquired.  |                            |                                  |          |
| 6. The opportunity to not apply for the recognition of NFL outcomes in FL must be remain available for students. This includes the right to participate in in a corresponding subject lesson or course of a general education school or vocational education institution n the case of acquiring the learning outcomes of FL curriculum via NFL.. |                            |                                  |          |

#### 14. Enhance the coordination of integration within schools by appointing a school integration coordinator or cooperating with a local government integration coordinator.

| Preliminary policy recommendation  | Reason and expected impact  | Possible obstacles and solutions   | Priority |
|--|---|--|----------|
| Enhance the coordination of integration within schools by appointing an integration coordinator. | <p>A clear division of roles in schools and the appointment of a school employee with respective preparation (e.g., training) prevents the overload of subject teachers and inequalities between students arising from the varying attitudes and knowledge of teachers in connection with integration. This is what characterises the current situation, where there is no systematic approach to NFL-FE integration within and between schools.</p> <p>In addition, systematic integration is supported by informing parents about the principles of integration<sup>45</sup> and involving them in the process.</p> <p>By defining the tasks and roles of the integration coordinator – whether the</p> | <p>The role of the integration coordinator requires a lot of time to create and fulfil (especially during the implementation of the process), and for larger schools there is a risk that a student-centred approach to integration will result in a workload that is too large for one position. The opposite situation is also possible: in a small school, there may not be enough work for an integration coordinator to justify the position or money to hire a new employee.<sup>46</sup></p> <p><b>Solution:</b> the tasks and workload of the school integration coordinator (based on the nationally developed principles for integration, see recommendations 1 and 2) should be considered in the light of the needs of</p> | High     |

<sup>45</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Mitteformaal- ja formaalõppe lõimimise praktikad Eestis. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.

<sup>46</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2023). Lõimimise piloteerimise tulemused ja koosloome töögrupis koostatud juhised lõimiseks vajalike poliitikasoovituste elluviimiseks. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimiseks formaalõppega.





| Preliminary policy recommendation | Reason and expected impact   | Possible obstacles and solutions   | Priority |
|-----------------------------------|--|--|----------|
|                                   | <p>position of integration coordinator is shared by several schools in the local government or forms a separate position in the school – creates a situation where different parties within the school have a clear understanding of integration. In this way, it will be possible to understand the principles on the basis of which NFL is recognised in school and what steps the stakeholders involved need to take in order to do so, and how the integration of NFL and FL is important in a student-centred approach.</p> | <p>the school and the community, the number of students, and whether the role requires full-time work or can be divided among existing staff. Keeping the coordinator's workload reasonable will also be supported by standardised activities related to integration at national, local government and school level, including additional functions in the digital register (see recommendation 2).<sup>47</sup></p> |          |

#### Guidelines for the implementation of the recommendation

1. Regardless of whether the school has an in-school integration coordinator or the local government has a common integration coordinator for several schools, the role, tasks and responsibilities of the integration coordinator must be agreed upon based on the principles and guidelines of integration developed by the state (see recommendations 1 and 8).
2. Actively participate in the state-led process of creating integration principles and guidelines.
3. Use the tools and processes already in the school (e.g., development conversation) under the leadership of the integration coordinator to analyse the interests of students and participation in NFL and to inform parents and students about the possibilities of NFL and FL integration.

<sup>47</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2023). Lõimimise piloteerimise tulemused ja koosloome töögruppis koostatud juhised lõimiseks vajalike poliitikasoovituste elluviimiseks. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega.

### 3 Resources needed to implement the policy change

The preliminary assessment of the policy change<sup>48</sup> and the analysis of the resources needed to implement the solutions for the integration of NFL and FL<sup>49</sup> initially considered the three ways of integrating NFL and FL (Figure 1) as separate solutions and compared the resources needed to implement them. However, as a result of the preliminary assessment, it became clear that it is important to give the students the possibility to have NFL recognised as an optional or elective subject or course, as well as a compulsory subject or course or as part thereof, and to support the implementation of the respective systems at various levels.

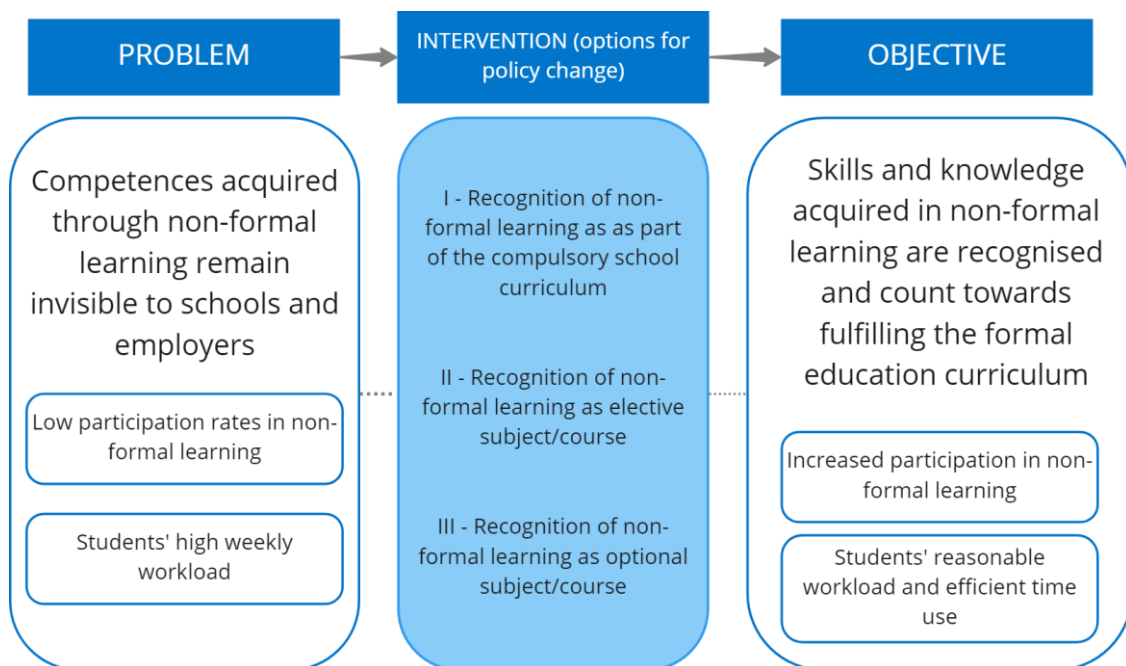


Figure 1. Simplified intervention logic for the policy change on the integration of non-formal learning and formal learning

Therefore, we consider the systematic support to the implementation of the three different solutions as one common policy change. Tables 1 and 2 below provide an example of the resources needed to implement the policy change on the systemic integration of NFL and FL, focusing in particular on the likely types of costs at national level. The expected costs of other parties, i.e. schools, local governments and NFL providers, are also included.

<sup>48</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Poliitikalikute mõju eelhindamine. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. [https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D4%20Report\\_finalEE.pdf](https://www.hm.ee/sites/default/files/documents/2023-07/REFORMSC2021066%20-%20D4%20Report_finalEE.pdf).

<sup>49</sup> Souto-Otero, M. (2022). Thematic input paper: Piloting and resources. Supporting young people to succeed – building capacities to better integrate non-formal and formal learning (REFORM/SC2021/066) [unpublished working document].

Table 1. Costs of implementing NFL and FL integration policy change.

| Cost type  | Cost to the state  |
|--|--|
| Staff costs  | National policy change coordination: Full-time employee (workload 1.0) (probably in the Ministry of Education and Research) to coordinate activities related to the implementation of the policy change and to support schools, NFL providers and local governments in integration |
| Costs related to the creation of training and guidance materials | Nationwide training for integration coordinators of schools and local governments. Drawing up guidelines and continuing to collect good practices in cooperation with NFL providers and schools, their dissemination in schools and among NFL providers                            |
| Administrative costs   | Administrative costs related to the activities of NFL and FL are covered by their performers (FL and NFL)  |
| Administrative costs related to the digital register             | Continuous administrative costs also arise from the maintenance of the digital register of NFL and FL. Costs will depend on the possibilities for integration with existing systems (EHIS)   |
| Unpaid work  | Stakeholders adapting to the policy change   |
| Increasing awareness, information days                           | Costs for designing, distributing and organising webinars, information materials and information days for NFL providers and school staff   |
| Monitoring and assessment  | About 5% of the total policy change budget   |

Source: Souto-Otero, M. (2022) and ICF, Praxis, Tallinn University and Civitta Estonia. (2022)<sup>50</sup>.

Table 2. Costs of implementing NFL and FL integration policy change – other stakeholders.

## Costs for other stakeholders

### Local government

- Joint integration coordinator for several schools with a workload of 0.75-1.0.
- Measures to support NFL participation fees.
- Reviewing and organising the transport system within the local government to enable students to participate in NFL also in the middle of school days.

### General education schools and vocational educational institutions

- The integration coordinator at schools is expected to have a workload of 0.2-1.0.
- Development of the principles of and procedure for recognising knowledge acquired in NFL and introduction thereof in the school curriculum; increasing the volume of elective subjects or courses in the school curriculum, where necessary. It is a one-off cost, but it must be taken into consideration that it can take time to set up and test new systems and, where necessary, improve them.
- Arrangements for students who do not participate in a subject lesson (e.g. providing and furnishing suitable rooms for relaxation or independent work if they are not available already).
- Additional burden for teachers: assessment of compliance of NFL with the syllabus (including which part of the syllabus is covered by NFL) and, if necessary, consideration of the student's self-assessment in cooperation with the integration coordinator. If anything, the additional burden will be reduced, as the participation of students in NFL will not increase overnight, not all students may be initially interested in NFL, and over time a common NFL and FL digital register will become operational, which will greatly simplify the recognition.

<sup>50</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Mitteformaal- ja formaalõppe lõimimise praktikad Eestis. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.



## Costs for other stakeholders

### NFL providers

- Description of the learning outcomes of NFL (one-time cost). The implementation of the policy options may also motivate the establishment of new curricula and greater coordination of curricula with providers of FL in order to offer schools suitable elective subjects or courses (one-off cost). In the long term, this will generate additional revenue for NFL providers and allow for an increase in the staff workload.
- Successful implementation of the policy options requires NFL providers to publish NFL subjects and courses in the national digital register established for this purpose. The related labour costs are low and may not apply to all NFL providers.
- In order to apply self-assessment more widely, it may be necessary for NFL providers to support students in self-assessment.
- With regard to the integration of NFL and FL, it is necessary to allow hobby education teachers and youth workers to participate in training and this may lead to additional costs (substitute employees).

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Source: Souto-Otero, M. (2022) and ICF, Praxis, Tallinn University and Civitta Estonia. (2022)<sup>51</sup>.

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<sup>51</sup> ICF, Praxis, Tallinn University and Civitta Estonia. (2022). Mitteformaal- ja formaalõppe lõimimise praktikad Eestis. Noorte edu toetuseks – võimekuse arendamine mitteformaalõppe lõimimiseks formaalõppega. <https://www.hm.ee/et/mitteformaalse-oppimise-loimimine-formaalharidusse>.