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Ensuring Unity and Respect as Outcomes for People of Europe

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Abstract	This document reports on the evaluation of an innovative and preventative approach to radicalisation leading to violent extremism. The approach has been implemented in schools. The report also provides policy guidelines and recommendations.
Keywords	Evaluation, policy guidelines, policy recommendations.

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1 Introduction

This Report aims to provide *the overall conclusions of the evaluation of the Europe project as well as policy-oriented guidelines and recommendations suggesting possible actions to promote the dissemination of the good practices developed and evaluated within the EUROPE project.* In doing so, the Report makes clear references to the scientific and methodological 'building blocks' behind the research work carried out within the EUROPE with the goal to produce a *policy-oriented document suggesting possible actions to promote the diffusion of the good practices developed and evaluated within the EUROPE project.* Having in mind the overall target of the project – ranging from the single school's Principal to European countries' Ministries of Education (MoE)[2] – this final document will be:

- evidence-based (to support evidence-based policies);
- provide guidelines and recommendations in three areas: (i) evaluation and research, (ii) implementation clearly indicating the different steps you should follow to implement the program rightly and to deliver results and (iii) scaling up.
- friendly written, *i.e.* easy to be understood and communicated (it should be read from the single teacher/principal of the schools to the Minister of Education and her/his staff in different countries).

2 Background: strategies for preventing violence and implementing inclusive education

In the aftermath of the terrorist attacks in Paris and Denmark at the beginning of 2015, the basic question was: What can we, in Europe, do to prevent it? Alava et al. (UNESCO, 2017) for example, conclude in their report on Youth and Violent Extremism: "*It is clear that the strategic solution to violent extremism lies, inter alia, in education*" and already in March 2015, the Ministers of Education (MoE) of the European Union defined a role for education in their Paris Declaration (European Commission, 2015) in the prevention of extremism, racism, and radicalisation. The further elaboration of actions to prevent violent radicalisation led to the integration of these actions into a wider framework of inclusive education and well-being. In it is in this context that the EUROPE project focusses on preventing radicalisation, through a novel approach in education, but equally on creating

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[2]In different countries another name may be used – e.g. in England: it is known as the Department for Education, but for simplicity a single name 'MoE' is used throughout this document.

an inclusive learning environment fostering mutual understanding and respect, while supporting teachers to face the challenges that come with it.

While a full elaboration of this background is given in D5.2, in this chapter we provide a summary leading to concrete research questions concerning the novel approach implemented in the EUROPE project, known as Quiet Time based on Transcendental Meditation (QT/TM).

Before exploring strategies for preventing violence and implementing inclusive education, a few succinct definitions on key terms are given. *Radicalisation* is the process of becoming radical; in our context to become extremist. Not all extremists are necessarily violent. *Violent extremism* is understood as extremism that utilizes violence as a means to try to reach its goals. *Terrorism* is a form of violent extremisms where the goal of the perpetrators is to create fear in society, to coerce societal leaders to (refrain from) certain actions.

After decades of research on terrorism it is generally accepted that a meaningful, stable, profile of a terrorist is not achievable and that trait-based detection of terrorists is ineffective (Borum, 2004; Crenshaw, 1992; Horgan, 2008). The focus has in the last decade shifted to the process of radicalisation (Horgan, 2008) and the key question is what the factors are contributing to this process. Webber and Kruglanski (2018) conclude that the contributing factors to radicalisation and violent terrorism can be categorized as (a) motivational factors based on individual need - such as disenfranchisement, discrimination, personal failure, personal victimization, loss of identity, etc – and two opportunity factors: (b) the ideological narrative that potential terrorist buy into and (c) the supporting social network.

While much progress has been made in understanding these contributing factors, it is important to go beyond that and establish ways of coping with radicalization and violent extremism. Different strategies to combat violent extremism are:

- *repression*, punishing the perpetrators.
- *shielding*, building a protective "ring" against terrorist attacks such as metal detectors, soldiers in the streets, etc.
- *preventing bad influences*, such as coming from hate preachers and recruiters
- *promoting good influences*, such as providing a counternarrative that aims to cancel the ideological narrative that justifies (political) violence
- *self-balancing*, that prevents violent radicalisation by addressing risk factors related to the individual. Self-balancing seeks to change the behaviour, restoring well-being rather than providing an intellectual understanding of a counternarrative.

Only the last two strategies are better choices as a general approach in an educational setting. In addition, research shows that enhancing positive factors, also known as a strength-based approach, is easier than mitigating negative conditions, also known as a deficit-based approach (Carr, 2014). The strength-based approach highlights the

importance of developing individual and societal resilience against radicalisation and violent extremism (Zimmerman et al., 2013).

The self-balancing strategy, which has been chosen by the EUROPE project, strengthens all aspects of the individual, addressing radicalisation risk factors identified by Borum (2004) and Horgan (2008) such as alienation from society, victimization, the feeling of being unjustly treated, no moral standards or compassion with others, dissatisfaction with the society and the feeling that more violent action is needed to change things.

At the same time, the self-balancing approach adopted by the EUROPE project helps to restore the well-being balance by providing the right resources to meet physical, psychological, and social challenges. As such, well-being is today considered an integral part of inclusive education, going beyond the mere opposite of dealing with social exclusion in education.

However, providing such inclusive education, dealing with diversity, and preventing radicalisation, poses challenges also to teachers, with a risk of burn-out and other problems. Thus, well-being balance is as important to teachers as to pupils. Given that QT/TM has no age restriction, it can be used as a self-balancing technique for teachers and staff as well.

In the context of improving education practice, therefore the basic research questions are: (i) does QT/TM work? (ii) Can it be scaled up? And (iii) what are the policy considerations? These research questions can be answered using different branches of science such as medicine, neuroscience, criminology, etc. However, the most efficient way in the educational context of our project is using psychological tests that can measure dimensions centred around well-being as a common denominator for preventing violence and implementing inclusive education for students. For teachers and staff dimensions related to the challenges that come with dealing with violence and diversity in general, have been chosen.

3 An innovative approach: The QT/TM programme as a best practice

The QT/TM programme consists of adding 10-15 minutes at the beginning and at the end of the school or working day when participants have the opportunity to practice the Transcendental Meditation (TM) technique. Extensive research studies report an overall positive impact on decreasing stress and anxiety; increasing creativity and intelligence; improving academic performance; increasing tolerance and resilience; lowering levels of anger and hostility, and decreasing the incidence of violence across a broad spectrum of society.

Since the emotions of anger, fear, and hostility associated with social exclusion and radicalization are all states of mind dependent on the functioning of the neurophysiology, a simple, natural, mental technique that has been shown to integrate the functioning of the neurophysiology, reduce stress and anxiety, and have a positive impact on emotions and behaviour, may be effective in increasing social inclusion and reducing the risk of radicalization.

During the practice of the Transcendental Meditation, EEG coherence increases, particularly in the prefrontal cortex (Travis & Arenander, 2006), the region associated with higher human values of moral and ethical thinking. Since the frontal cortex controls the "executive functions" of the brain, including judgment, decision making, planning, ability to consider future consequences of one's actions, impulse control, management of aggression, emotional regulation, self-regulation, reasoning, and social skills, development of the coherent functioning of the frontal cortex could be important in the development of these higher functions that may be deficient in those who become radicalised.

Several randomized control trials (RCT) have reported that Transcendental Meditation produces highly significant ($p = 1.37E^{-10}$) reductions in trait-anxiety, compared with controls receiving treatment as usual (Orme-Johnson & Barnes, 2014).

An RCT funded by the United States Department of Defence (Nidich et al., 2018), report that after three months, TM was found to be significantly non-inferior to the current "gold standard" treatment for PTSD known as prolonged exposure therapy (EP). 61% of those receiving TM, 42% of those receiving EP, and 32% of those receiving health education showed clinically significant improvements.

These studies indicate that TM is capable of restoring balance to the emotions following exposure to stressful situations.

A characteristic that may lead to radicalisation through the adoption of extremist ideology is that of a rigid cognitive style where people become firmly attached to a particular ideology (Lauriola, Foschi & Marchegiani, 2015). A random assignment study indicated less rigidity and greater cognitive flexibility in the elderly in the TM group over three months compared to controls (Alexander, Langer, Newman & Chandler, 1989).

These improvements in self-development, self-concept, cognitive flexibility, leadership skills, moral maturity, self-confidence, and self-esteem, together with lower anxiety and higher resilience show a growth of self-actualization on the level of the individual that indicates the growth of qualities of self-sufficiency associated with the ability to overcome obstacles in life and less tendency to bow to peer pressure.

The practice of the TM technique has been found to decrease negative behaviours amongst diverse populations, including students, prisoners, at-risk adolescents, and minorities. Improvements in mental well-being include: decreased impulsive tendency; reduced emotional instability; decreased neurotic tendency; and decreased stress, anxiety, and depression (Orme-Johnson & Moore, 2003).

Research on reduced recidivism amongst prisoners (Bleick & Abrams, 1987; Rainforth, Alexander & Cavanaugh, 2003) is of particular interest to the EUROPE project because it indicates that even hardened criminals, after release back into society, can become "socially included" with reduced hostile and violent tendencies (Nidich, O'Connor, Rutledge, Duncan, Compton, Seng, and Nidich, 2016).

The QT/TM programme in schools has been found to improve behaviour, decrease absenteeism and rule infractions, and reduce suspensions from behaviour-related problems. For example, a randomized control trial conducted at the Medical College of Georgia, USA, found that at-risk students who learned the Transcendental Meditation technique, displayed after four months, in contrast to controls, decreased absences from school ($p < .05$), decreased violations of school rules ($p < .03$), and decreased days suspended from school due to behaviour problems ($p < .04$) (Barnes, Bauza & Treiber, 2003). Middle school students practising the technique showed increased emotional regulation, and improved well-being (Rosaen & Benn, 2006).

Many authors and institutions have expressed the view that a preventative approach needs to address the root cause. For example, a communication of the Commission (European Commission – 2016b) reads:

> *Violent radicalisation is not a new phenomenon; however, its most recent manifestations, its scale, as well as the use of new communication tools present new challenges that call for an approach addressing both the immediate security implications of radicalisation as well as the **root causes** [own emphasis], bringing Evidence-based policy making.*

Further reading on the scientific results of the QT/TM approach can be found in D1.1.

4   The effectiveness of the programme: Implementing QT/TM in Schools

In complex and innovative social programs, we always need a 'demonstration period', and when it should be replicated in a different context, we try to exploit all what we have learned in the pilot scheme. It is exactly at this point that the goodness of the implementation process deploys all its relevance.

> *«When programs are implemented poorly, it not only reduces the potential for helping children and youth in need, but it wastes scarce public resources because poorly implemented programs are unlikely to be very successful.»* (Aspe, 2013: 1).

An accurate interpretation of the outcomes heavily depends on knowing what aspects of the intervention were delivered and how well they were conducted. Coming to implementation, the open questions are at least the following two (Durlak and DuPre, 2008): i) does implementations affect outcomes? And, if it is so, ii) what factors affect implementation?

As far as the first research question is concerned literature surveys highlight that programs monitoring implementation obtain effect sizes three times larger than programs that reported no monitoring.

> *«In the largest relevant meta-analysis, Wilson et al. (2003) reviewed 221 school-based prevention programs targeting aggressive behaviour. A regression analysis indicated that implementation was the second most important variable and the most important program future that influenced outcomes.»* (Durlak and DuPre, 2008: 330).

But what is implementation? Starting from a very basic definition implementation refers: *«to a specific set of activities designed to put into practice an activity or program.»* (Durlak, 2011), or *«incorporating evidence-informed practices and/or programs into service delivery of an agency to benefit the children and families they support.»* (Mildon *et al.*, 2013).

Table 4.1 – *Defining main implementation 'ingredients'*

Implementation 'ingredients'	Explaining aspects
FIDELITY	It is the extent to which the innovation corresponds to the originally intended program (also program integrity or adherence)
QUANTITY	It refers to how much of the original program has been delivered (also dosage, or intervention strength)
QUALITY	It refers to how well different program components have been conducted
PARTICIPANT RESPONSIVENESS	It refers to the degree to which the program stimulates the interest or holds the attention of participants
PROGRAM DIFFERENTIATION	It involves the extent to which a program's theory and practice can be distinguished from other programs (also program uniqueness)
CONTROL CONDITIONS	It involves describing the nature and the number of services received by members of the control/comparison group
PROGRAM REACH	It refers to the rate of involvement and representativeness of program participants
PROGRAM MODIFICATION	It refers to changes made in the original program during implementation (program modification, reinvention)

Note: Implementation refers to what a program consists of when it is delivered in a particular setting. Source: arranged from Durlak and DuPre (2008: 329).

Table 4.1 reports eight different 'building blocks' jointly defining the implementation phase within a wider policy process. We can consider the reported elements as essential to a fair evaluation of the success of the program. The simple reading of the complexity of **Table 4.1** confirms additional findings indicating that quality implementation is a systematic process of coordinated steps, which contain a temporal sequence (and many of the necessary steps should be addressed before the program begins) and implies many different types of activities and skills.

Research has identified at least 23 factors affecting the quality of the implementation, factors associated with five main categories, ranging from societal, community, program, practitioners, and organisational influences, as well as the implementation process itself (Durlak, 2011; ASPE, 2013).

The implementation of the EUROPE project starts with an agreement with the school, but before the formal agreement, information sessions are organised with the director of the school or the full management team. During this information session, the QT/TM programme is explained as well as the research being done. After the director receives personal training, a letter of intent is signed.

The next group that receives training in QT/TM is the management team. Before the training, the management team is pre-tested with standardized tests. About three months after the training, the management team is post-tested, and the data are then analysed (results are given in chapter 5).

A similar procedure is followed for the teachers. However, in preparation for the practice of the students, the teachers are also trained in how to monitor the practice of the QT/TM programme in the classroom. The teachers receive together with the management team a follow-up programme.
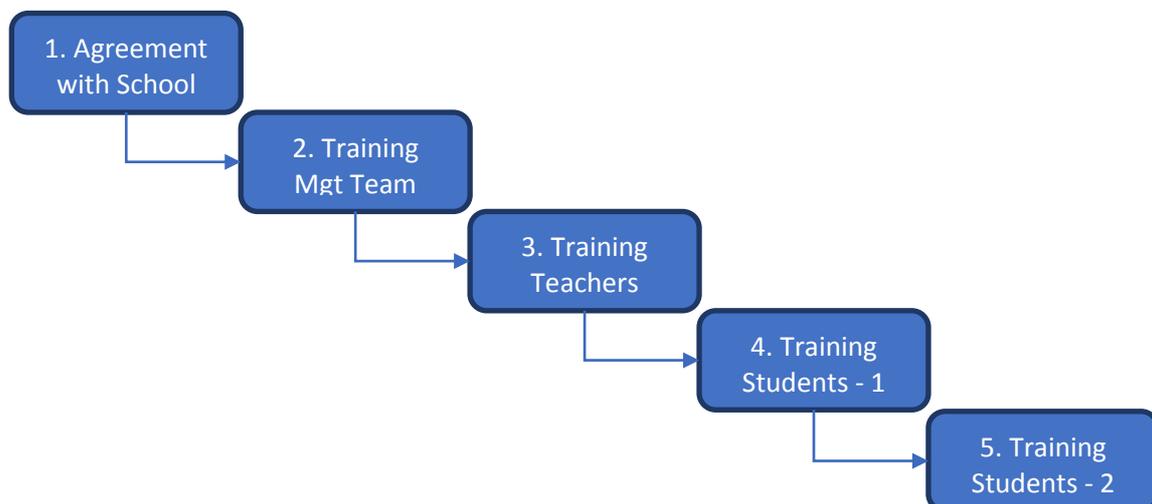
Figure 4.1 – *Schematic representation of the main implementation phases*

Before the training of students, a schedule is agreed with the school management team; information meetings are held with the parents, and the establishment of a Parent Committee is encouraged. Parents that wish can be trained. A first group, the intervention group of students (in **Figure 4.1** referred to as 'Students-1') as well as a control group or delayed start group (in **Figure 4.1** referred to as 'Students-2') are composed. Students of both groups are pretested, but at first, only the intervention group receives training in TM. After about three months the intervention group, as well as the control group, are post-tested. The data of the pre-and post-test of the intervention and the control group are analysed statistically (see chapter 5 for the results). The control group can now start also with the QT/TM training, while the intervention group receives a follow-up programme.

The QT/TM programme was implemented in three European countries: Portugal, Sweden and The Netherlands with a total of about 500 students and learners, 350 school teachers

and staff and 77 parents trained in the QT/TM programme. Twelve schools in total participated in the project implementing the QT/TM programme, while forty schools were involved in the first steps of implementation, including training of teachers and staff. This has generated the interest of about thirty schools and clusters of schools in the implementing countries that are at the moment interested in adopting the QT/TM programme and in joining the EUROPE project expansion. The project raised interest from schools and other educational institutions in other countries as well, including Belgium, Cyprus, France, Germany, Iceland, Ireland, Latvia, Poland, Romania, and Spain.

In **Portugal,** our main implementing school in the Algarve region was part of the national TEIP programme[3] for schools with special needs, that includes schools located in disadvantaged areas, with children at risk of social exclusion, in the overall national territory. After the results of the first year of implementation of the EUROPE project, the QT/TM programme has been officially introduced as a best practice in the 'Plano de Melhoria' of the Algarve implementing school, endorsing it as an official measure of quality improvement. One implementing school in Algarve, that according to the TEIP programme records had an improvement of 70% in the year 2016/2017, reached an overall improvement of 95% at the end of 2017/2018 school year.

All school teachers and staff in the Algarve region (Portugal) participating in the EUROPE project, received their training in the QT/TM Programme through the Teacher Training Centre (TTC) Ria Formosa. This TTC is offering the courses on QT/TM programme to school teachers and staff as professional training accredited to their career. It is also officially representing the Ministry of Education of Portugal /Directorate General of Education (DGE) in the EUROPE project and the TTC Ria Formosa is delegated by the representative in DGE to the ET2020 working group, a forum allowing the Member States to exchange best practices and learn from each other[4]. The TTC Ria Formosa activity has been inspiring other Teachers Training Centres in Lisbon, Aveiro and in Algarve, to follow the model in the course of the EUROPE project. As a result, there are now more than 90 Teachers Training Centres in all the country, interested in offering the courses on QT/TM programme as professional training courses accredited to the teacher's career.

In **Sweden,** the main implementing school is a refugee welcome school where newly arrived migrant get accustomed to the Swedish school system and are prepared to enter the regular system of education. The school implemented the QT/TM programme with very good results for teachers and students, as reported by the experience of the principal and of the QT/TM coordinating school teacher[5]. This school has the role of "Competence

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[3]Programa Territórios Educativos de Intervenção Prioritária (TEIP). The main aim of the Portuguese TEIP Programme is to promote educational inclusion in schools located in disadvantaged areas which include children 'at risk' of social exclusion. It is implemented in 137 school clusters. Specific improvement plans are developed and promote an improvement cycle in each cluster of schools.

[4]https://ec.europa.eu/education/policies/european-policy-cooperation/et2020-working-groups_en

[5]https://europe-project.org/results/#finalConference (part 2 min. 17.07)

Centre" in the town, sharing experiences with many other schools in the region and other schools that face challenges of exclusion and violence.

The QT/TM programme was also introduced in one of the most difficult schools of the country in terms of violence and low academic results and with a high percentage of ethnic minority students with very significant results[6]. In addition, the programme was implemented in innovative schools, intrinsically more open to innovation like two small Montessori schools with a great percentage of students that could not easily integrate into traditional education.

In the **Netherlands,** the project focussed on schools with difficult and socially disadvantaged students or with ethnic minority background introducing the first step of implementation of QT/TM programme in many schools. The QT/TM approach has been adopted in a special school with students that have dropped out from other schools, but also, on the initiative of a student that learned the TM technique, an MBO school (vocational school middle level), in Utrecht. The implementations in the Netherlands also resulted in spin-off activities the Flemish part of Belgium, where leaders and participants of a small organisation of migrants, aiming to their social inclusion, were trained in QT/TM.

The Europe project results were also presented to the 'School & Safety Foundation', active in policy development about the Paris declaration and aiming at creating healthy social well-being in schools in the Netherlands. The EUROPE project has further been presented to all mayors of Midden Limburg, and it has been very well received.

5   Research findings from the EUROPE project

Previous chapters explore the use of the QT/TM programme as a novel approach in education, for preventing violent radicalisation as well as creating an inclusive learning environment fostering mutual understanding and respect, while supporting teachers to face the challenges that come with it. In this chapter, a summary of our research findings is presented (see D5.5 for a complete discussion of our research findings).

5.1 Understanding the effects of quiet time/transcendental meditation

Motivational factors for radicalisation such as disenfranchisement, discrimination, personal failure, and personal victimisation, are all challenges that may create a well-being imbalance if individuals don't have the psychological resources to deal with it. Research shows that enhancing positive factors, also known as a strength-based approach to radicalisation, is easier than mitigating negative conditions, also known as a deficit-based

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[6] https://www.youtube.com/watch?v=J5XRhc21gbQ.

approach (Carr, 2014). Hence, a self-balancing approach such as QT/TM, restoring the well-being balance to the individual is more effective. At the same time, well-being is now recognized as an integral part of an inclusive society and of inclusive education (World Bank group, 2013; Sen 2001: 74; Boushey et al. 2007).

Therefore, using the well-being model of Dodge et al. (2012), the effects of the practice of QT/TM on factors preventing violence and fostering inclusive education through well-being can be measured in three ways:

- directly by psychological characteristics indicating a well-being imbalance such as anxiety (an indicator for stress levels), optimism, life satisfaction, satisfaction with the school for students, burnout for teachers, etc.
- by determining the degree of increase or decrease of *psychological challenges* individuals face, such as (lack of) cooperation.
- by determining the degree of increase or decrease of *psychological resources* of individuals such as resilience.

Besides using psychological tests, semi-structured interviews have been conducted and school statistics have been analysed, to understand general behaviour and school performance.

5.2 Quantitative study: Psychological tests

Table 5.1 shows the psychological dimensions that were measured for students. We also evaluated academic performance by measuring the grades of the children. The psychological dimensions measured for teachers are given in **Table 5.2**.

Table 5.1 – *Tests for students*

Student Protocol
Multidimensional Anxiety Scale for Children (MASC), March, J., et al. (1997).
Strengths and Difficulties Questionnaire (SDQ), Goodman R., et al. (1998).
Healthy Kids Survey Resilience Assessment Module (HKRA), Constantine, N. A., & Bernard, B. (2001).
Positive and Negative Affect Schedule for Children (PANAS-C), Laurent, J., et al. (1999).
Satisfaction With Life Scale (SWLS), Diener, E., et al. (1985).
Coping Responses Inventory – Youth Form (CRI-Y), Moos, R. H. (1993).
Multidimensional Life Satisfaction Scale for Children (MLSSC), Giacomoni, C., & Hutz, C. S. (2008).

Table 5.2 – *Tests for teachers*

Teacher / Staff Protocol Short Name
Life Orientation Test-Revised (LOT-R), Scheier, M. F., et al. (1994).

Perceived Stress Scale (PSS), Cohen, S., et al. (1983).

Ryff's Scales of Psychological Well-Being (RPWB), Springer, K.W. & Hauser, R. M. (2006).

Generic Job Satisfaction Scale (GJSS), MacDonald & MacIntyre (1997).

State-Trait Anxiety Inventory (STAI), Spielberger, et al. (1983).

Maslach Burnout Inventory (MBI), Maslach, C., & Jackson, SE. (1981).

Positive and Negative Affect Schedule (PANAS), Watson, D., et al. (1988).

Satisfaction With Life Scale (SWLS), Diener, E., et al. (1985).

For students, an experimental study design (with a control group) was used. This control group took the same pre-tests and post-tests as the experimental group but did not start with the Transcendental Meditation technique.

For teachers, a quasi-experimental study design (without a control group) was used, comparing pre-test data with data of the post-test taken after three months of practice.

5.3 Qualitative study: Semi-structured interviews

As an addition to the quantitative, psychological tests, we also used semi-structured interviews to understand the effect of QT/TM on factors that are not easily measured by psychological tests. Examples of these factors are school climate or the ability to deal with diverse learners and different cultures. Six parents, nine students and six teachers where interviewed, randomly selected from the experimental group. For teachers and students, four domains where investigated: perceived behaviour and discipline, environmental learning, school atmosphere and QT/TM benefits on individual, social and professional level. For parents, the domains where: perceived behaviour and discipline, parent-child relationship and communication, QT/TM benefits for the individual, social, school performance and resource. Each interview lasted about half an hour. Records of these interviews were transcribed and categorised for content analysis.

5.4 Results for students

Results from the psychological tests showed the following significant changes.
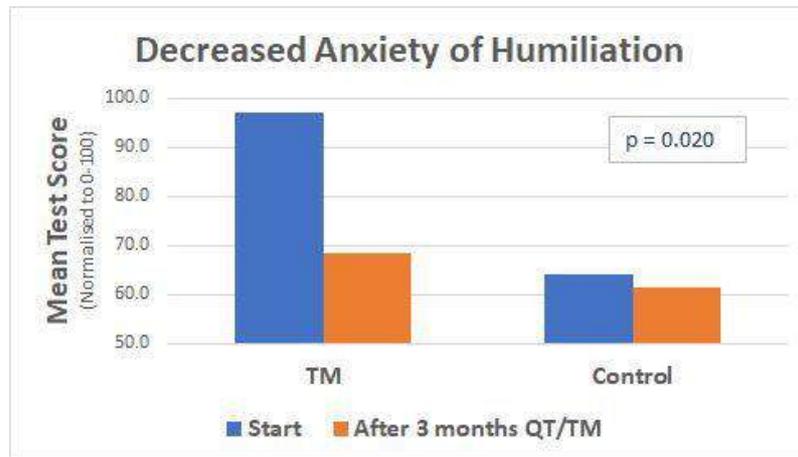
Figure 5.1 – *Decreased fear of humiliation with students*

The TM group showed after three months significant decrease in the anxiety of humiliation, while the Control Group showed no significant change (see **Figure 5.1**). This measure reflects the extent to which persons may be anxious about being humiliated by others in social settings. This means that students that are part of QT/TM are feeling less anxious about humiliation in social settings, of which the school context (co-learners, teachers) are a major part.
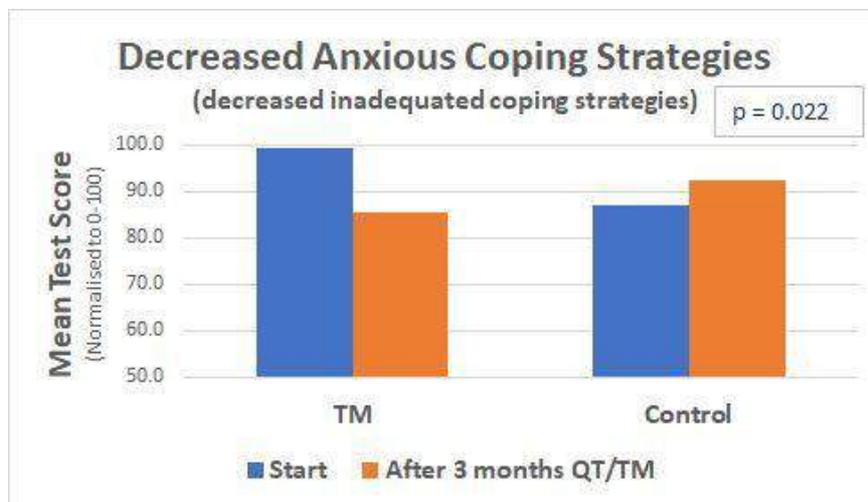
Figure 5.2 – *Students decrease their tendency to adopt anxious coping*

The TM group decreases their tendency to adopt anxious coping, while the control group increases their tendency (see **Figure 5.2**). Anxious coping occurs when persons adopt strategies to avoid situations perceived as risky or dangerous, causing stress and anxiety.

Figure 5.3 – *Increase in cooperation with other students and with teachers*

The TM Group showed a significant increase in flexibility in relationships and ability to work with others, ability to exchange information, ideas and to express feelings and needs (see **Figure 5.3**). The Control Group did not show a significant change.

Although, it was not a prime objective to evaluate how the frequency of meditation influences on the psychological indicators, we used the nominal question "How many times did you meditate in the last week?" to analyse that. Results show a clear tendency of improvement on psychological indicators along the increase of mediation frequency.

5.5 Results for teachers

Teachers show a marked improvement in several areas, both from the quantitative study as well as from the qualitative study. Quantitative results show:

- decreased stress-levels
- decreased anxiety
- decreased negative moods (afraid, nervousness)
- decreased burn-out symptoms, such as emotional exhaustion or irritability
- increased optimism
- increased job satisfaction
- increased positive moods (enthusiasm, interested)
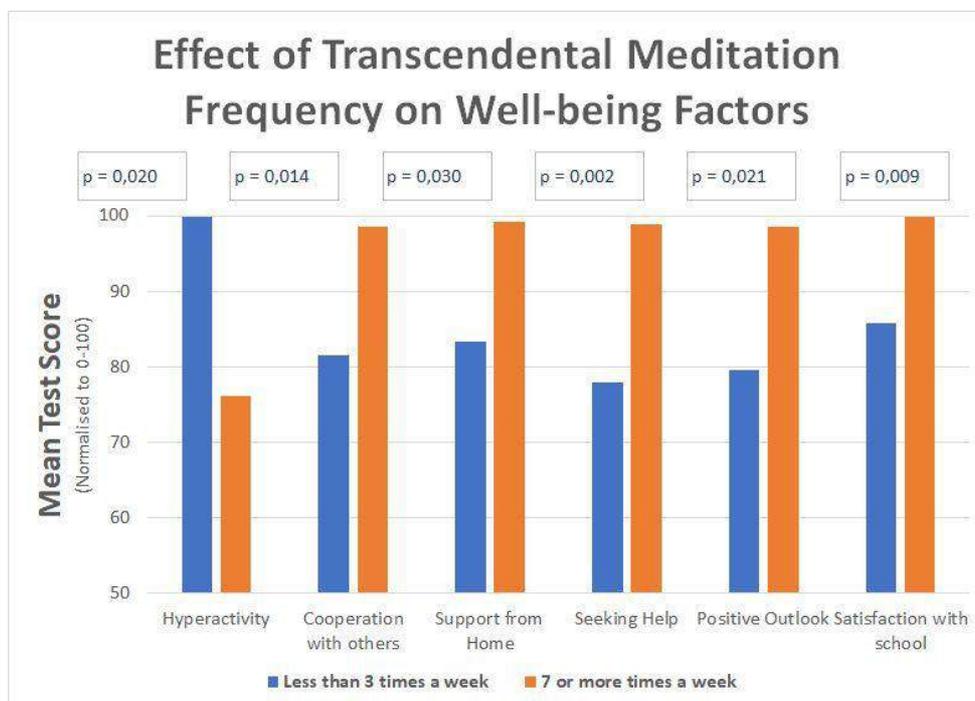- increased feelings of job-effectiveness for employees
- increased psychological well-being, with regards to purpose in life, autonomy and managing life situations

5.6 School statistics

In one school in Portugal, official school statistics of two years of the project were compared with those of two years before the project. These school statistics showed a positive result:

- a decrease in the number of cases of grade retention (i.e. redo a school year);
- the internal, as well as the external evaluation for Portuguese language grades, showed significant improvements;
- the internal, as well as the external evaluation for mathematics grades, showed mixed results with the tendency towards improvements.

Although these findings show only a correlation, the results are in line with earlier findings of improved academic performance.

5.7 Discussion and conclusion

If we look at the totality of the results of the quantitative and qualitative study, it shows a marked improvement in several psychological characteristics, which are connected to more openness, better relations with peers in the more positive outlook on life, more happiness and greater satisfaction with life. Important to note is that these results were obtained by two times 10-15 minutes meditation a day. No counselling sessions, no discussions or no punishments of negative behaviour were involved. These changes come spontaneously, just because of the QT/TM programme. This indicates that students, and teachers, change from within; they changed not because of external pressure or

intellectual reasoning, but they changed because of internal changes in their psychological makeup. Also, the size of the change is remarkable compared to the short period between the pre-test and post-test, only three months.

Therefore, can we conclude that QT/TM prevents young people from becoming terrorist and/or facilitates inclusive education? What we can say is that this research has shown that the QT/TM programme helps people to be become more positive, happier and with a better outlook on life. In general, well-being increases significantly. These changes are indeed important factors (a) in preventing people to slide away to extremism and terrorism and (b) in implementing an inclusive learning environment. Are these changes lasting? Time will tell, but it is very promising that people can practice Transcendental Meditation on their own, without any help from outside. Previous research shows an accumulative positive effect of the prolonged practice of Transcendental Meditation. A more large-scale research can provide more definitive answers. We evaluate this limited-size pilot as successful for moving youngsters towards a happier and fulfilling life, without the negative connotations of extremism and terrorism.

Last but not least, the study shows that the QT/TM programme is also beneficial to teachers. The results of our study show a significant decrease in stress, negative affects and burnout and, simultaneously a significant increase in job satisfaction, optimism, positive affects and well-being. This observed significant results show the importance of the QT/TM programme for the protection of teachers in their challenging profession and environments.

6 Scaling up and policy recommendations

At the very start of this final part of the Report devoted to scaling-up and policy recommendations, it seems important to clarify the rationale of this chapter, to set the right expectations.

The very core of this chapter is related to two main subjects: (i) the scaling-up process and (ii) the development of a coherent set of recommendations for policymaking in the educational field. The ultimate goal is to strengthen and foster take-up of a "good practice" that has proven to have the best potential to address radicalisation and violence problems within the schools even beyond disadvantaged environments and well-off regions.

As we will see in the following, the strengthening action corresponds to the deepening dimension of the scaling-up process, while the take-up action is linked to its widening dimension.

The strong link with the pilot project is mainly in the "lessons learned" from the implementation in the field by the EUROPE project and its thorough evaluation. We know that the EUROPE project is rooted in a multi-year experience developed by the different partners of the project and it is now possible to look forward to standing on the shoulders of the giants.

Thus, this Chapter addresses four main points: the first section is devoted to the scaling-up process and the main obstacles to be overcome; the second one looks deeply into the role of the different actors to extract the first set of policy recommendations keeping in mind the problem of multi-level governance here emerging. The chapter moves on to dealing with some implementation challenges related to: "process and protocol", and the training/learning–, evaluation–, and networking–processes. Next, costs and funding issues are addressed, and the chapter closes with a decalogue of ten policy recommendations related to both the deepening and widening perspectives.

6.1 The scaling-up process

The QT/TM, like many other social programs, has been correctly developed on a pilot basis. It is a 'social experiment' designed and implemented according to a strict protocol and, thankfully, it expresses a huge potential for being beneficial to multiple potential users (schools, students, teachers).

But moving innovation from a few schools to a great many so that it can have a regional or national impact, is very challenging. For moving from a hundred to several hundred thousand children, we need a strong multiplier: shortly we need a good 'scale-up' program (Glennan *et al.*, 2004; Fixsen *et al.*, 2009; Hardee *et al.*, 2012).

A sense of urgency stems from a shared concern within the world of education. People working in it increasingly acknowledge that the goal to eradicate failures has not been reached at an acceptable pace. Current efforts need to be multiplied several times to meet the skills creation challenge facing our advanced world (OECD Countries) in the first quarter of the 21st century.

Within an evaluation perspective, it is widespread to distinguish between process (or implementation) evaluation and outcome (or impact) evaluation. Sometimes, process evaluation is an ongoing function involving repeated measurements over time, and it is therefore defined as program monitoring (Khandker *et al.*, 2110).

Table 6.1 – *A conceptual framework: assessing, implementing and scaling-up the QT|TMP*

Attention to be paid from a (…) point of view	Policy questions [policymakers' planning]	Operational questions [direct implementers]	Systemic questions [Scaling-up mechanism]
MOTIVATIONAL	Why should we support QT|TMP in our educational system?	Why should a school start a new 'unknown' program?	Is there a group of schools already expressing a demand for QT|TMP? How to disseminate

			information among schools?
ORGANIZATIONAL	Do we need an implementation protocol? What level of flexibility should it tolerate? Can we easily finance the QT|TMP?	Has the protocol been implemented correctly? What can I do to reach the best results?	How to support schools in implementing QT|TMP? How to build up a unifying frame?
GOVERNANCE	What is the right territorial anchoring of the QT|TMP? Should be better a 'bottom-up' or a top-down' approach?	How to preserve a generally shared frame and the school's independence?	Who is responsible for what? Is there any unified 'problem solving' mechanism?
ASSESSMENT	Does the QT|TMP deliver measurable results? Is it cost-effective?	How does the school measure the impact of the QT|TMP? (on students, families, teachers)	How to promote a unique monitoring and evaluating system for QT|TMP?
COMMUNICATION	Could the QT|TMP be easily explained? (to schools, to policymakers, to society)	How can the school easily engage teachers, families, students? How can the school communicate with its local community?	How to use 'good practices' to further promote the Program? How to treat 'failure cases'?

Source: Author's own elaboration.

It is here fruitful to devote attention to the reasons why a policymaker should do something to enhance and foster the implementation of such a Program (QT|TMP). We have condensed in **Table 6.1** some urging questions to which QT|TMP should be an appropriate answer. We do briefly justify why it is so and, equally important, at what conditions should the QT/TM delivers its results.

In doing so, we articulated the 'narrative' according to a sequential logical pattern anchored on five keywords: *motivation, organisation, governance, assessment,* and *communication.* **Table 6.1** is focussed on three main fields of delineation which are: *i)* some *policy questions* arising in the effort to implement the Program; *ii)* some *operative questions* relating to schools directly implementing the Program; and, finally, *iii)* some *systemic questions* which should be answered in the scaling-up phase of the Program.

As already stated, the scaling-up process is rooted in two interlinked dimensions: deepening (see section 6.2) and widening (see section 6.3). The deepening process revolves around embedding the QT/TM practice permanently. All the schools involved in the Pilot have expressed the need to incorporate the QT/TM programme permanently in the school's curriculum. Therefore, the "experiment" carried out must be transformed into a continued practice, and this is also the way to ensure a true dimension of sustainability in the process.

6.2 The deepening process

Transforming the QT/TM experiment into continued practice requires three fundamental changes:

- to make QT/TM part of the curriculum;
- to dedicate a specific time for it (we need the first and last fifteen minutes of the lessons day);
- to provide permanent support by dedicated teachers.

Besides these changes, the following would facilitate the deepening process:

- providing a long-lasting monitoring system offering an evaluation perspective on this innovative practice, and
- fostering a dialogue with other schools to improve the QT/TM programme through the exchange of "good practices" and sharing how to address problematic cases. Up and running, such dialogue typically can evolve into the establishment of a "community of practice" among the different schools and teachers. It will represent a precious new actor in charge of further deepening and widening of the QT/TM programme.

As we will see in the next section, these points bring into play many different actors at different levels. It is exactly at this point that the multi-level governance of the educational sector becomes central. In the majority of European countries, the single school is not allowed to decide about the introduction of a new subject in its curricular offer and, accordingly, is not allowed to modify the daily timetable to make room for an "eligible" activity.

But we have already encountered possible answers to this fundamental point. For example, in Portugal, the Ministry of Education (MoE) has introduced a reform into schools deciding that 75% of subjects are shared by every school – defining a specific curriculum – and that 25% of subjects can be chosen by the school according to a standardized procedure.

The second point is to train teachers in each school to be in charge of the QT/TM Programme. While in the start-up phase these teachers may be external ones, normally working for charities instructing people into TM, it represents a strengthening element of the Programme to have one or more "tenured TM teachers" in the school. Such teachers should receive some incentives for becoming "tenured TM teachers". We can think to two main types of incentives, in some ways complementary: (a) monetary incentives (such as extra hours paid as overtime) and/or (b) credits gained in the context of Continuous Professional Development (CDP) as an ingredient for career development.

The two final steps, within the deepening dimension of scaling-up, regard the evaluation process of the QT/TM Programme in the school, and the construction of a "community of practice".

The first one may be really satisfying. In 2017 Ofsted – the independent school watchdog in the UK – provided a very positive report on behaviour in a school in Skelmersdale, Lancashire (UK) where all students practise TM. The school was judged 'outstanding' for Personal Development, Behaviour and Welfare. This kind of external appreciation plays a strong reputational role, enhancing the evaluation of the school, the satisfaction of teachers and parents, and the increased well-being of participating students. Positive implications may be: a rising number of enrolments, a strong appreciation from the local community, an increased sentiment of community ownership, and a major plus point for fundraising activity.

The last step we want to address within the deepening process is the construction of a "community of practice". The initial focus should and would be the different TM teachers within the schools and within the local educational area, but it can grow to gather all the TM teachers in the region and even in the nation. Once up and running the "community of practice" might even extend the group of the regional/national networks to the European level.

6.3 The widening process

Having developed the deepening process, we can deal with the widening process which assumes a scalable dimension from the particular to the general.

A first dimension of the widening process is a growing number of meditating students within the class as well as in other classes, raising the proportion of meditating students in the school. This is important for two reasons. The first is that, when applying QT/TM, there is strong evidence of a positive effect not only within the class but also on the students who do not practise meditation. It is a known positive "spill-over effect", and the whole mood of the class improves due to just only a part of the class meditating. The second reason is the reaching of a "threshold effect" at the school level as well. When between a fifth and a quarter of the school's students are meditating the overall climate and behavioural attitudes will change for the better.

This positive externality effect, which continues in concentric circles, may also occur at the district or county level, and even at the higher regional level. The impact of this good practice on the whole community – if a meaningful threshold is reached – may change the attractiveness of the area and enhance its external visibility.

The motivations for actors and schools in the diffusion of this best practice may be very different, but this creates a momentum in the search for "didactic continuity" along different stages of education. A child who starts meditating in primary school could be strongly interested in continuing the positive experience in secondary school, and his parents will search for a school where they are already practising meditation or will ask the local school to allow the application of the QT/TM programme.

Besides didactic continuity, informal mechanisms of 'spreading the word' will be activated: the principal and the teachers of the secondary school will get in contact with their colleagues of the primary school at least for the curiosity to know something about this unknown QT/TM programme, and its diffusion follows the young witnesses who are changing from one school to the next. Parents' associations moreover could be a very powerful actor in raising interest, spreading the knowledge, and creating a positive impact.

Another frequent channel for raising interest in the QT/TM Programme is linked to the contacts among the different principals operating in a territorial context. As they largely face the same problems – and frequently they feel helpless in how to solve them – they are among the first to notice that something new is happening in a specific school in their area, and they try to know what is going on. The same social exchange may occur and frequently does, among teachers speaking together of their work, of their difficulties, of their successes.

All these impacts are still to be precisely quantified in different territorial contexts but are an important element in the analysis of the policy.

6.4 Policy recommendations and the role of actors

Having provided a comprehensive picture of the scaling-up effects, we introduce a number of the policy recommendations. There are three dimensions to consider when dealing with policy (making) recommendations: firstly, the different actors involved in the complex project; secondly the implementation challenges and their delineation; and thirdly the costs issue jointly with the funding opportunities. When we speak about actors, we should distinguish – broadly speaking – between local and nonlocal actors.

6.4.1 The local actors

We can start from the school level where the principal plays the most relevant role. A fully convinced principal is a key asset to positively start the adventure of the new programme. When the leader is on board, it is much easier to convince teachers and to speak to parents. As we will see, this is exactly the right sequence to start the QT/TM Programme in a new school: first the principal and management, then the teachers (even a small group of them), thirdly the parents, and finally the students.

Once the principal is convinced and motivated to introduce the QT/TM programme in his school the most relevant actors, very decisive for the success of the programme, are the school's teachers. Maybe even a small group of them, but possibly operating in the same class/classes. The best way to achieve success is where teachers meditate with their students, directly sharing the change of mood and of positive attitudes, the improvement of good relations within oneself and the class, and the booster for attention and learning performance.

Finally, and equally important is the role of the parents of the children starting to meditate. They are the first witnesses of the change in their child, and in the large majority of the cases they act as the strongest supporters of the new programme; they have a tremendous impact in spreading the word. They can carefully observe and assess the positive effect of TM on their children and the school. Even when they do not have the full knowledge of how TM works, they can be pleased with the results, they can see that it works. Parents Associations represent a very important actor in following the diffusion of the QT/TM programme in the school, and among other schools, and should be a precious ally in overcoming difficulties.

Moving up the schools' governance hierarchy, we can meet district or regional level coordinators or civil servants in charge of the management of the whole educational system in their area. According to the different national organisational schemes they may or may not have a different degree of autonomy in deciding some core points to allow/help the start of new QT/TM programmes in schools. In some cases, they act as a bridge between the local level and the central one.

6.4.2 The national and European actors

The role of the national actors is probably the most influential; they are regulators and facilitators of the educational system. It is the Ministry of Education level that chooses to transform scattered experimentations into a more systemic approach to face radicalisation, social exclusion, and many other problems affecting the educational system.

It is, therefore, appropriate to raise two fundamental questions: why should the MoE, in the different European countries, support the QT/TM programme, and what could be the role of the MoE?

The "why" question is the easiest one to answer even if it is not effortless to convey the message properly. The first part of the answer is that the cost of "doing nothing" is very high. The second part of the answer is that the cost-effectiveness of QT/TM Programme is equally high. While the second point will be addressed further on, we open with 'the cost of doing nothing'.

The natural conclusion is that MoEs should take into due consideration the QT/TM Programme and do their best in diffusing, sustaining and enhancing the methodology, not in a compulsory way, of course, but voluntarily. The bet is that the results are so outstanding that whoever tries the programme will confirm their interest in structuring and enlarging the provision of this opportunity. The positive impacts are impressive: the well-being of the students and teachers will improve; parents will be more than glad to enjoy the promised improvements; the school environment becomes more attractive; learning processes improve a lot, and above all, the programme ensures a real and positive impact on reducing stress, anxiety and violence, while increasing inclusion, tolerance and mutual understanding.

Having answered the "why" question, we move on to the "how" question where the field is even more open.

What may be the 'central role' in the scaling-up process? We can distinguish three main tasks, which will be further enriched with the results of the ongoing EUROPE project:

- To *set the rules,* that basically means to validate the implementation protocol, supervising its correct application, and providing a general and uniform framework for the evaluation process;
- To *directly support* the implementation efforts of the local entities participating to the QT|TMP;
- To *stimulate and foster* the exchange of good practices and to smooth the information flow of the ongoing projects.

It is important to stress that the policymaker's role should be that one of a facilitator and a multiplier of an activity (the implementation of QT/TM) which could only be freely and bottom-up[7] promoted. In addition, we should avoid any bureaucratisation of the program. Even while providing public money, we have to avoid schools spending too much time on reporting and administrative tasks.

It is quite clear that within this logical frame a scaling-up policy should maintain the feature of an enlarged, second step, pilot scheme. Maybe with open calls directed to all (or a selected subset of) schools[8] which may join the QT/TM, supported with all the instruments reported in **Table 6.2**.

A further consideration is needed for the evaluation process. Of course, it should be framed outside the single school but, at the same time, it could not be a top-down process defined as a 'desk work' from a national commission. We must start from the experiences of the schools already applying the QT/TM and try to understand what are the critical points to evaluate the result of the program.

The greatest difficulties are not in pre-determining the causal links, nor in establishing appropriate thresholds separating success from failure, but in detecting the true reasons behind possible deviations from the expected results. It is therefore meaningful to program an experimental period of two years, and after this period it would be possible to bring to synthesis the evaluation paths. The final point is certainly a pre-defined unitary evaluation procedure, but it has to pass through an empirical fine-tuning process.

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[7]The strong engagement that the program requires from all the involved subjects (families, teachers, students, local communities) needs to be managed with an inclusive and involving attitude which could only be promoted within a bottom-up approach.

[8]Eventually, the financial support may be commensurate with the specific context of the answering school. A higher level of disadvantage students may ask for a stronger support.

Table 6.2 – *'Central role' in the scaling-up process*

Different tasks	Possible illustrations
SETTING THE RULES	▪ To validate the implementation protocol ▪ To create and manage a 'register' of the certified teachers for QT teaching ▪ To promote a public pool of certified teachers who are in charge of the training of the teachers in the schools ▪ To frame a standard evaluation process ▪ To recognise the hours spent in QT training as a way to meet the requests of permanent training programs ▪ To promote information and knowledge on the opportunities offered by the QT/TM
SUPPORTING IMPLEMENTATION	▪ To support the cost of teachers training ▪ To reward the pro-activeness of the teachers involved in the QT/TM ▪ To help schools (if requested) in the evaluation process ▪ To certify ex-post attainments to diffuse correct information ▪ To help (if requested) in dealing with 'failure' cases
CREATING NETWORKS	▪ To set up a network platform for good practices exchange ▪ To disseminate knowledge and good practices among schools ▪ To promote schools networking to solve problems what would eventually arise ▪ To stimulate the creation of a 'community of practices' among the teachers involved in QT/TM in the different schools ▪ To organise a 'network of the network', an European level to confront different national experiences and to further diffuse good practices

Source: Author's own elaboration.

Up and running, the QT/TM will produce its best results: (i) an improved social, behavioural, and learning attitude of the attendees; (ii) a positive impact on the whole school with an enhanced inclusive climate; (iii) an impact on families which are and remain the first witnesses of the progresses of their children, getting aware of the changes produced by the program. In the long term, schools with a solid track of good practices may even attract new students and grow.

With more than one school having experienced such a change in a local context, a further step may be the hybridisation among schools and between each school and its strict environment, the neighbourhood, the town, in an interchange between school and society that is all the more important.

To gain all these positive outcomes, we must assure continuity to the policy. These kinds of programs make a difference in the long run (Simmons *et al.*, 2007; OECD, 2010). Or, better, for the single student/teacher/school the difference may be evident just at the end of the program, in one scholastic year. But for the system, to see things change more time is needed. Policymakers should be patient enough to reap the results.

MoEs can disseminate appropriate information about the programme specifically to school principals, and/or hold regional/local meetings addressing both principals and teachers. If in a country there are centres for continuous professional development, MoEs can also

operate through these centres. Then follows the three main tasks of "central level" (see **Table 6.2**).

MoE have to play their central role as regulators. They can introduce a certain degree of flexibility (as in the Portuguese case) opening up the possibility of embedding QT/TM in the curriculum of schools. This also means introducing flexibility in the school timetable to have two slots – at the start and at the end of the teaching hours – to meditate. Moreover, MoEs could introduce QT/TM as a subject for professional development, guaranteeing credits for teachers attending those courses.

They have to assure, together with QT/TM experts, the quality of the implementation process, and they can issue quality assurance certificates indicating conformity with quality standards. The schools who have gained the certificate can use it in their marketing policies. Besides, schools with the TM quality certificate may have access to additional resources (dedicated TM teachers, or financial provisions) as a recognition of their contribution to the abatement of many social costs. In an up and running system, the MoE should pay the salary for dedicated teachers who manage the QT/TM programmes within the schools (experience shows that one teacher for about 200 students is a feasible ratio).

In addition, MoEs could promote the network of schools applying the QT/TM programme. This would be a fundamental contribution to the creation of a real "community of practice" by exchanging good practices, helping in further diffusing the QT/TM programme, helping to address the problematic situations which could occur, keeping up-to-date the implementation protocol, helping to raise funds for the needs of the schools in the network, etc.

Furthermore, they can also promote the continuous evaluation of the QT/TM programme offering fresh data on the progress of the methodology and assuring a qualitative threshold regarding delivered results.

On the international level, the most influential actor is the European Commission which may at the European level carry out complementary tasks to the national ones. Having in mind that the responsibility for education is at the national level, the Commission can still provide substantial support. It can disseminate information, and diffuse "good practice" around Europe, help in standardizing costs for the implementation of the QT/TM programmes, support the networking activities of the different national associations involved in the QT/TM programme, such as promoting a bi-annual European Conference on the subject, fostering international comparison in evaluation campaigns of the QT/TM programmes.

6.5 The cost of doing nothing

Policymakers should be very attentive to failures within the educational system which may cause the destruction of human capital and the dropping out of a huge number of young people who frequently become violent towards themselves and society (OECD, 2010;

Ministerio de Educación, 2011). In the wake of the terrorist attacks in France and Copenhagen, MoEs realised that 'the cost of doing nothing' might be far greater when radicalisation derails into terrorism. MoEs across Europe, therefore, met in Paris on 17 March 2015. Under discussion was how education and training could best meet the challenges of social inclusion, radicalisation and citizenship.

As a large body of literature testifies (Orme-Johnson, 1995; Nordbruch, 2012; UNESCO, 2017) that schools are key institutions to strengthen resilience[9] and prevent youngsters from being attracted to radical ideologies and organisations. Schools should empower students against discrimination and marginalisation and encourage critical thinking about controversial and sensitive issues. Schools are one of the most important social settings besides families. It is the place where young people learn how to view and interact with other members of their society and interrelate with peers.

The other side of the coin is an educational system in which human skills are enhanced and strengthened. A wide debate converges to the conclusion that also non-cognitive skills (some forms of attitudes) can have a large impact alongside cognitive skills on educational and economic achievement. Almost always, achieving cognitive, interactive and physical skills requires a learning process which is grounded on basic well-being (Awartani and Looney, 2016).

These considerations support two fundamental policy implications. *First,* the well-being of children within the schools is a major precondition for learning and fosters a pro-active attitude towards cognitive as well as interactive learning processes. *Second,* and equally important, we have to recognise that skills are socially[10] determined:

> "*Human capital theory is premised on the assumption that individuals are forward-looking agents, maximizing their utility, with 'adequate' foresight about future returns from training investments. The socially determined character of skill, by contrast, is shown both in the demand for and development of workers' skills by employers and in the acquisition of skills by individuals.*" (Green, 2013: 145).

All the different aspects of well-being – physical, mental, psychological, etc. – and social interaction in the learning processes require a new approach to overcome difficulties. From this point of view, the QT/TM programme is perfectly positioned given that the programme addresses the root cause of negative attitudes and violence by directly promoting the psychological well-being of all students, including migrants, ethnic minorities, and those with disadvantaged backgrounds (see Chapter 2).

Research reports that the programme significantly reduces stress, anxiety, hostility, and violence in both the individual and society. Furthermore, the programme increases

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[9]Resilience generally refers to an individual capacity to overcome challenges that have a negative impact on their emotional and physical well-being (UNESCO, 2017).

[10]The social nature of skill acquisition derives, *first*, from a consideration of the nature of the uncertainty that individuals face when they take learning decisions, and, *second*, from the complexity of the social process through which decisions are made and courses followed.

positive pro-social outcomes, such as tolerance, moral reasoning, resilience, coping ability, and increased academic performances (see Chapter 5).

School failure may be interpreted in different ways, but the strictest one refers to early school leavers, *i.e.,* students failing to advance to the next grade who become dropouts. Apart from the different factors contributing to these poor results – which may be individual, family-related, or even school related – the failure to achieve a better education leads to many significant costs factors. These have been categorised into three types (see **Table 6.3**): private costs; social costs and fiscal costs.

As reported in **Table 6.3** the list is quite long, implying potentially high private and social costs of early school leaving[11]. In different cases, there is a considerable degree of overlap across cost categories, as in the case of unemployment that is both a private and social one and even a fiscal one under the heading 'lower tax revenues' and 'unemployment and welfare payments'.

In a meta-analysis of 18 studies estimating the effect of education on health, Groot and Van den Brink (2004) found that one year of education increases the quality-adjusted life years (QALY) of a person by 0.023. QALY's combine quality and quantity (mortality and morbidity) in one unified measure of quality-of-life-corrected life years. From the time-life value literature, this translates to € 90,000 per QALY (Laupacis et al., 1992). With a remaining life expectancy at age 18 of 58 years for men and 63 years for women, the discounted present value of a QALY is approximately € 1.7 million. When comparing this benefit to the marginal cost of one year of education, the authors report that the benefits exceed the costs by a factor or six to seven times.

In a more recent analysis, Groot and Van den Brink (2007) used data from a large survey for the Netherlands to estimate the education effects on health. Calculated at the average value of GDP per capita, the implied health returns to education are 1.3–5.8%. Or, taking into account the returns to health, the rate of return on investment (RoI) in education, as conventionally calculated in the economics of education, should be increased by up to 60 per cent. Specific studies on the positive outcomes of QT/TM programme – carried out in collaboration with the University of Connecticut and the University of Pennsylvania, School of Health Economy – show that the benefits to society are quite impressive: approximately $ 2.5 million for every 100 students participating in a school-wide QT/TM programme. Each additional graduating student[12] results in a net increase of about $170,000 over her/his lifetime (David Lynch Foundation).

Table 6.3 – *Categorizing the elements of failure at school*

[11]In Sweden, for example, the effect of one more year of school will have reduced standardized index of bad health by 18.5%, while it increased likelihood of having Body Mass Index in the healthy range by 12 percentage points, from 60% to nearly 72% (Feinstein et al., 2006).

[12]Compared to dropouts, high school graduates earn higher wages, live longer, and are more likely to raise healthier, better-educated children. High school graduates are also less likely to commit crimes and rely on government assistance.

Cost category	Cost element
PRIVATE	▪ Higher unemployment incidence ▪ Higher unemployment duration ▪ Lower initial and lifetime earnings ▪ Lower own health status ▪ Higher own discount rate ▪ Less risk aversion ▪ Less lifelong learning participation ▪ Lower quality children ▪ Lower lifetime satisfaction
SOCIAL	▪ Increased criminality ▪ Lower positive spillover effects on co-workers ▪ Lower rate of economic growth ▪ Lower intergenerational effects on children and parents ▪ Lower public health status ▪ Higher unemployment ▪ Lower social cohesion
FISCAL	▪ Lower tax revenues ▪ Higher unemployment and welfare payments ▪ Higher public health expenditures ▪ Higher police expenditure ▪ Higher criminal justice expenditure

Note: 'Higher' or 'lower' in this table is defined relative to a control group situation of non-school failure; however the latter is defined.
Source: Psacharopoulos (2007: 7).

The cost of 'doing nothing' may increase exponentially if the prevention of violent radicalization fails. The Global Terrorism Index report (IEP, 2017) gives an estimate of the economic impact of terrorism for the period 2000-2016 with a peak of 104 billion US$ and has since remained high. It should be noted that this amount does not even include the indirect costs – estimated in the US to be 0.7 and 1.0 per cent of the BNP, nor the cost of human suffering.

And here, once again, schools have a primary role to play. They can stem the risk of a mounting societal polarisation with the growing prominence of 'us' versus 'them' discourses (Nordbruch, 2016). Even if we still lack a pedagogy of radicalisation (Sieckelinck, 2016), there is strong literature support to the view that TM has proven to be effective in enhancing mindfulness (Tanner et al., 2009) and reducing violence in schools. According to the David Lynch Foundation, the QT/TM programme has shown a 65% decrease in violent conflict, a 40% reduction in stress and anxiety, and an 86% reduction in suspensions over two years along with a dramatic increase in self-confidence, creativity, and happiness

The cost of 'doing nothing' for policymakers will, therefore, be very high. Even neglecting 'private costs', the sum of public and fiscal ones can make it more than attractive to spend some money and energy in tackling the drop-outs phenomenon as well as the potentially extreme negative outcomes of defunct social inclusion, radicalisation, and lack of citizenship.

7 Policy recommendations on the implementation challenges

To a large extent, many of the points developed here have been already recalled in the previous sections. Here we aim to elaborate the logical steps to set up a complete and working QT/TM programme.

The starting point is the implementation protocol; it is the outcome of years of extensive tests carried out in very different contexts and social conditions, and it needs to be strictly followed.

In complex and innovative social programmes, we always need a 'demonstration period'. When it is replicated in a different context, we try to exploit all what we have learned in the pilot scheme. It is exactly at this point that the good practice employed the implementation process deploys all its relevance.

> *"When programs are implemented poorly, it not only reduces the potential for helping children and youth in need, but it wastes scarce public resources because poorly implemented programs are unlikely to be very successful."* (ASPE, 2013: 1).

An accurate interpretation of the outcomes heavily depends on knowing what aspects of the intervention were delivered and how well they were conducted. Coming to implementation, the open questions are at least the following two (Durlak and DuPre, 2008): (a) does implementations affect outcomes? And, if so, (b) what factors affect implementation?

As far as the first question is concerned literature surveys highlight that programmes monitoring implementation obtain effect sizes three times larger than programmes that reported no monitoring.

> *"In the largest relevant meta-analysis, Wilson et al. (2003) reviewed 221 school-based prevention programs targeting aggressive behaviour. A regression analysis indicated that implementation was the second most important variable and the most important program future that influenced outcomes."* (Durlak and DuPre, 2008: 330).

But what is implementation? Starting from a very basic definition implementation refers: *"to a specific set of activities designed to put into practice an activity or program."* (Durlak, 2011), or *"incorporating evidence-informed practices and/or programs into service delivery of an agency to benefit the children and families they support."* (Mildon et al., 2013).

Table 7.1 reports eight different ingredients jointly defining the implementation phase within a wider policy process. We can consider the reported elements as essential to a fair evaluation of the success of the programme. The simple reading of the complexity of Table 7.1 confirms additional findings indicating that quality implementation is a systematic process of coordinated steps, which contain a temporal sequence (and many of the necessary steps should be addressed before the programme begins) and implies many different types of activities and skills.

Research has identified at least 23 factors affecting the quality of the implementation, factors associated with five main categories, ranging from societal, community,

programme, practitioners, and organizational influences, as well as the implementation process itself (Durlak, 2011; Aspe, 2013).

Table 7.1 – *Defining main implementation 'ingredients'*

Implementation 'ingredients'	Definition - Explanatory notes
Fidelity	The extent to which the innovation corresponds to the horiginally intended programme (also programme integrity or adherence)
Quantity	How much of the original programme has been delivered (also dosage, or intervention strength)
Quality	How well different programme components have been conducted
Participant Responsiveness	The degree to which the programme stimulates the interest or holds the attention of participants
Programme Differentiation	The extent to which a programme's theory and practice can be distinguished from other programmes (also programme uniqueness)
Control Conditions	Describing the nature and the number of services received by members of the control/comparison group
Programme Reach	The rate of involvement and representativeness of programme participants
Programme Modification	Changes made in the original programme during implementation (programme modification, reinvention)

Note: Implementation refers to what a programme consists of when it is delivered in a particular setting.
Source: arranged from Durlak and DuPre (2008: p.329).

Coming now to the QT/TM programme we can say that it is an evidence-based programme; in fact, it has already been delivered in different schools and social contexts, and it, therefore, comes with already developed training packages and useful technical assistance packages, in addition to fidelity guidelines and monitoring processes.

While the approach leaves as much room for manoeuvre as possible to the individual schools, the project also knows that to achieve quality implementation, outside assistance is needed. Previous experiences have stressed that the maximum ex-ante likelihoods of success correlate to a sound and complete involvement of the principal and the teachers. And this task has been carefully planned.

The EUROPE project is structured to develop the implementation phase in a strictly related way with "Quality Assurance" and "Evaluation", and the internal coherence of the overall design paves the way to a full and enduring success of the QT/TM programme.

8 Policy recommendations on costs and funding

This chapter of the Report covers the financial aspects. As resources are always constrained, it is important to clarify some points which will be useful for all the

different levels implied in the implementation and management of the QT/TM programme.

8.1 The costs of the QT/TM Programme

First of all, let us come back to the cost-effectiveness of the QT/TM programme. There are two complementary ways to address this issue. The first is an absolute one, trying to quantify the total amount of the costs for each school that is interested in participating in the QT/TM programme. The second is an indirect one, that is to say, to compare the QT/TM Programme with other methodologies and programmes devoted to the same objectives.

The whole package consists of two preliminary meetings with the principal of the school and a small group of teachers potentially interested in starting meditation, and an initial running-in period of one-two months in which the principal and the teachers start meditating with the supervision of a certified TM teacher. At the end of a familiarisation period, the principal, with some teachers and QT/TM experts, will meet the parents of the students to explain to them the programme and to obtain the appropriate authorisations.

While in the start-up period the assistance of teachers for their students should be provided voluntarily, when the practice is up and running there is a need of a full-time teacher for every 200 students. The direct costs as such will stop here, while we can assume that some additional costs could be linked to the evaluation process – which may need external expertise support – and to start and manage the contacts with other schools within the setting up of a "community of practice".

A back-of-the-envelope calculation gives an estimate of 5,000.00 Euros of fixed costs (for the whole school), plus the salary of one full-time teacher for every 200 students. Considering an average European salary of 40,000.00 Euro per year we derive an additional average cost per student close to 200.00 Euros per year.

Whether it is a low or high cost any policymaker should automatically evaluate the programme from a societal point of view, comparing it with the benefits of the QT/TM implementation. The benefits have already been widely reported in the previous chapters. When we try to quantify these benefits in monetary terms, we can only revert back to the saved costs derived from the TM programme and these saved costs are the cost of doing nothing (see section 6.5). Whatever their measurements they are between two to three orders of magnitude higher.

There is no doubt at all that from the societal point of view the benefits exceed the costs. By and large, if we run a cost-benefit analysis, the result will be surely positive. For a single school, however, the costs might be too large (in particular the full-time salary of the dedicated teacher). While in affluent residential areas, well-off families could pay the costs of 200 Euros per year, this would not be acceptable in poorer areas. The schools that need to prevent violence and exclusion would not be able to afford the cost of the programme,

and the families would not be able to support it either. This is where the MoE needs to intervene to cover the teacher's costs and possibly also the fixed costs for the initial implementation of the QT/TM Programme, even if these last ones could be financed at the local level, particularly in the initial phase of diffusion of the programme when a small number of schools are participating.

The second way to quantify cost-effectiveness is an indirect one, that is to say, to compare the QT/TM Programme with other methodologies and programmes devoted to the same objectives. We lack precise data on many other programmes but a lot of them require to be permanently reproduced to deliver their positive effects. Very often, these other programmes look like to switch-on, switch-off policy: when you stop the delivery, the positive effects also stop.

8.2 The funding opportunities

Regarding the funding opportunities, we recall some already advanced considerations, and we distinguish three different levels. The European one – which is not directly involved with educational policies at the national level – may act on two different levels. Firstly, with the diffusion of best or good practices, through dissemination, conferences, websites, animation of communities of practice, press releases, and all the other media the Commission utilises for all the projects directly financed by European funds. Secondly, allowing access to the already existing funds. One of the more important ones relating to this subject is certainly the European Social Fund (ESF). What the Commission could do is to make eligible within the Regional Operative Programmes the QT/TM Programme according to some reward system taking into account the positive impact of the programme. Besides ESF, other Community programmes managed by EACEA could make room for the fight against radicalisation and violence in schools.

The second level, probably the most important, is the national one. Here we have direct funds for the education sector, but the most relevant support is the direct management of teachers, who in many European countries are state employees.

At the national level, besides the different public funds dedicated to education, funds can be provided by different sectors. Let us refer, citing the most important ones, to the Health Service, the Social Security Department, the Justice Department, the Department of social affairs and inclusion. If each of these sectors gave a hand to the funding on the basis of the cost savings to be gained from their budget resulting from a sound implementation of QT/TM Programmes, there would be no difficulties at all in financing the largest diffusion of the programme in all interested schools.

In conclusion, the real financial revolution is considering this kind of programme as not exclusively delegated to the schools' sector but shared by the different Ministries affected.

The last level is the local level, and here the most interesting partners are not the public ones, but the private individuals involved in local communities. Community charities and

foundations, big donors, other local actors are all possible partners for programmes like QT/TM, sharing the ultimate goals and playing a pro-active role in improving schools' conditions and students' well-being in their area and region.

To close the point, apart from the salary of a full-time teacher dedicated to QT/TM programme, all the other costs should be easily provided by different public sources and from private partnerships towards a clear and well-communicated project.

9 Summary of recommendations

We have learnt a lot from the field implementation phase of the EUROPE project and specifically from the Portuguese case that has shown the most advanced experience. Implementation policies have been discussed already at the national level and the first supporting actions, that could be considered as a good practice, have been rolled out.

- The EUROPE project was invited to present the QT/TM at the National TEIP (*Território Educativo de Intervenção Prioritária*) Conference in Lisbon. These are educational territories that due to their social and economic characteristics face educational problems which urge for specific interventions. At the conference, the QT/TM programme drew a lot of interest to the extent that other schools wish to start with the program. More than nine school clusters have shown interest.

- On the basis of the result of the EUROPE project, and under inspiration of the MoE of Portugal, the principal and vice-principal of the Alberto Iria school of Faro, Portugal decided to introduce the QT/TM in the *'Plano de Melhoria'* of the school (for the TEIP program) as a best practice and an official quality measure of improvement. This means that the results of the EUROPE project will be known by the TEIP schools at National Level, and they will know about Quiet QT/TM and may decide to include it also in their program.

- Three Teacher Training Colleges in Portugal (Ria Formosa – Faro, Aveiro e Lisbon) have included QT/TM as part of their *Continuous Professional Development* as an accredited course, for which teachers get credit.

- The EUROPE project organized a visit of Dr. Paulo André, coordinator of the Projects on *'Inclusion and Promotion of Educational Success'* at the Directorate- General for Education of the Portuguese Ministry of Education. Dr. André visited the Alberto Iria school and received a briefing of the project and the first preliminary results at the University of Algarve (Portugal).

Taking stock of all these progresses done within the EUROPE project, in this final chapter we provide a summary set of suggestions to properly implement the Program. aving established that the QT/TM programme works and has a positive RoI, we present a decalogue (see **Figure 9.1**) taking into account the policy-making level and exploring the deepening and widening of the practice. At the very core of the recommendations is the

well-being of students, teachers, and staff, that is improved thanks to the self-balancing technique of the QT/TM programme.
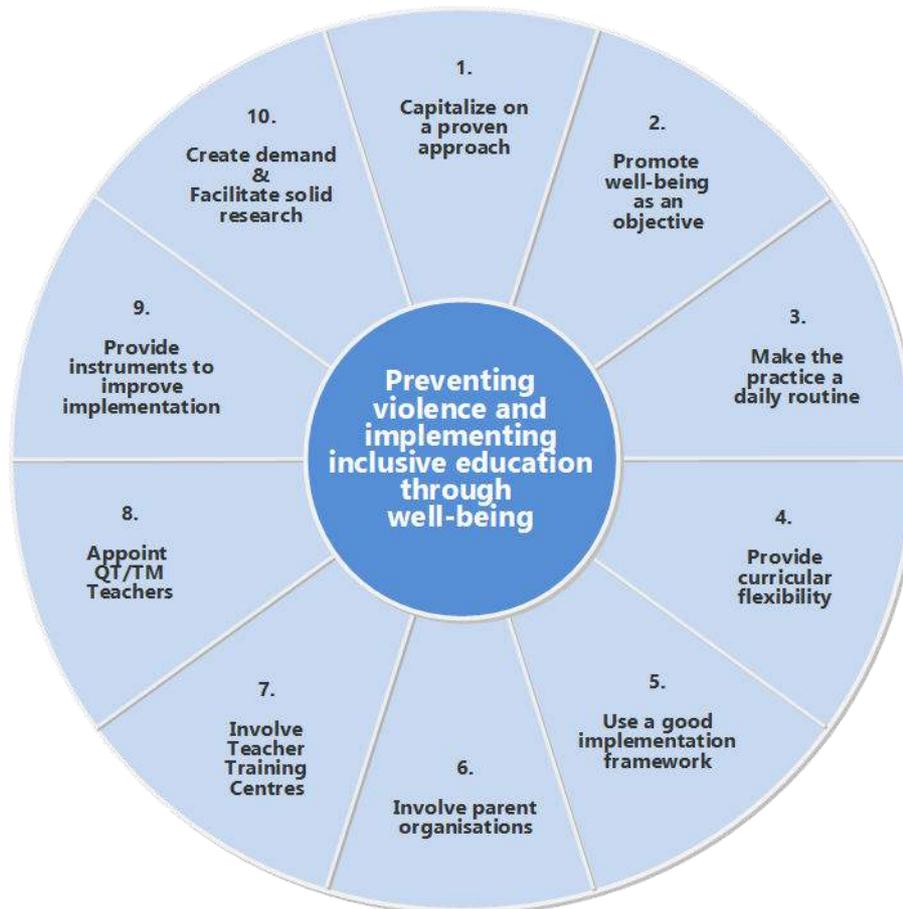

Figure 9.1 – *Overview of the key objectives and recommendations*

Recommendation 1: capitalize on a proven approach - *for all policy making levels*. Given that our research confirms and supplements earlier research on different psychological indicators, with positive results for students, teachers, and staff, the practice of QT/TM is recommended for more widespread implementation as a self-balancing prevention strategy to violence and violent radicalization and at the same time as a strength-based approach to inclusive education addressing psychosocial, social and physical challenges to well-being. It is estimated that the implementation of QT/TM yields a Return on Investment (RoI) of more than 100% (i.e. the benefit is estimated to be at least 2-3 times higher than the cost), taking into account all benefits such as reduced drop-out, health benefits etc. The RoI can be bigger when a region or country implements QT/TM on a bigger scale following economies of scale including more efficient training and follow-up. The feasibility of this first recommendation has been demonstrated by the various implementations in schools across Europe during the project.

Recommendation 2: promote well-being as a key objective - *for regions and countries and Commission*. It is recommended to integrate well-being for pupils, teachers, and staff as a key objective in regional, national, and European programmes as a wider home for innovative programmes/successful practices promoting well-being such as the QT/TM programme. For example, while the Commission recognises well-being as an educational objective, higher priority is given to the challenge of economic growth and the shrinking workforce (European Commission, 2012). However, there is now wide agreement that well-being plays an essential role in addressing these socio-economic challenges not in the least by combatting social exclusion and early school leaving. In addition, almost always, achieving cognitive, interactive and physical skills requires a learning process which is grounded on basic well-being. Finally, in the light of the alarming recent deterioration of well-being of the young internet generation – in terms of among other things depression and suicide -, it is even more important to consider well-being as a key objective in regional, national, and European programmes.

Recommendation 3: make the practice a daily routine - *for schools*. Sustained results only come with sustained practice. Sustained practice of QT/TM can only be successful through its institutionalisation in the regular daily curriculum in the school that is implementing it. As an analogy we can compare a well-being technique such as QT/TM with fitness exercises: while the exercise is easy to learn, one only stays fit when doing the exercise regularly. Likewise, QT/TM is like fitness for the mind, bringing balance to mind, body, and behaviour. Therefore, it is recommended to include well-being programmes such as QT/TM (and by extension any well-being technique) as part of the daily schedule for pupils, e.g. by dedicating a specific time of the day, and by providing permanent support by dedicated teachers. This recommendation has been confirmed by our findings showing that students that were more regular in their practice have significantly better results in the psychological tests.

Recommendation 4: provide curricular flexibility - *for regions and countries*. In some countries, schools don't have the authority to embed well-being techniques such as QT/TM in the school curriculum activities and having QT/TM separate from the curriculum makes the programme less effective. It is recommended to regional and national MoEs to make a difference here. An example from the EUROPE project is where the schools in Portugal could make use of a new law, regarding Autonomy and Curricular Flexibility, providing schools with the necessary conditions to manage the curriculum while also integrating practices that promote better learning and allowing schools to get approval for special projects including QT/TM.

Recommendation 5: use a good implementation framework - *for all policy-making levels*. It is recommended to use a good implementation framework when introducing QT/TM in the school or region or countrywide. An excellent Implementation Framework has been used and tested in the EUROPE project at the level of the school. It could be extended with elements of other implementation frameworks such as the Quality Implementation

Framework of Durlak and DuPre (2008). The latter framework in itself contains some more detailed recommendations, such as the use of professional QT/TM experts and the use of pilot studies to identify and be able to act on local barriers and enablers, etc.

Recommendation 6: involve parents organisations - *for the local level*. While the involvement of parents is essential in a whole-school approach such as the QT/TM, parents are often organised in parent organisations that can be very instrumental. It is therefore recommended to work with these parent organisations for the implementation of QT/TM in a school. For example, the EUROPE project worked with one parent association that, because of the success of the QT/TM programme, was subsequently instrumental in contacting other parent associations and youth institutions.

Recommendation 7: involve Teacher Training Centres - *for regions and countries or more specifically Teacher Training Centres*. It is recommended to integrate QT/TM in teacher training and Continuous Professional Development (CPD) as an instrument to support teachers in the challenge of coping with the increasing diversity of the learning environment. There are different reasons for teachers to participate in the QT/TM programme, including creating a more caring environment, improving students-teachers relationship and teachers' ability to cope with difficult situations, promoting tolerance, increasing teachers' overall well-being, etc, but certainly it would be odd if the students were practising a technique which the teachers had not experienced for themselves. That this recommendation is doable has been demonstrated in the EUROPE project where three teacher training centres in Portugal were offering QT/TM as a course for which teachers could get credits as CPD. The results were very positive raising interest of 90 other teacher training centres. Teacher Training Centres could eventually offer courses to become QT/TM experts.

Recommendation 8: appoint QT/TM teachers - *for regional and national educational authorities*. It is recommended to appoint QT/TM teachers in every school that implements QT/TM with the objective of making the practice of QT/TM part of the daily routine of the school. This role may be filled by a specific teacher of QT/TM or also by regular teachers (maths, history, art, language) as part of their regular activity or by pedagogical counsellors, etc. Ideally, such "tenure" QT/TM teachers are part of a school's well-being objectives. Training to become a specialist teacher of QT/TM could be offered as an elective credit course in teacher training centres.

Recommendation 9: provide instruments to improve implementation - *for regional and national educational authorities*. It is recommended to provide or facilitate instruments to improve the implementation and the practice in schools of proven approaches such as QT/TM. This can be done through proper networking or ideally a self-sustained community of practice. In the EUROPE project we have seen that at the school level, principals appreciate the possibility of exchanging experiences, even cross-border, cross-language. There is also a need for school teachers who are supervising the QT/TM practice to be able to exchange experiences with colleagues. Another example is the sharing of evaluations,

such as the one by Ofsted, the independent school watchdog in the UK where a QT/TM school was judged 'outstanding' for Personal Development, Behaviour and Welfare. But equally at an interregional or international level, it is worthwhile to exchange practices, in this case primarily in policy making, such as the MoE in Portugal giving, under certain conditions, freedom to schools to integrate programs such as QT/TM in the curriculum, or the possibility to gain CPD credits for QT/TM in teacher training centres.

An important instrument for networking is the establishment of a (European) expert centre for the implementation of the QT/TM programme, as was done in Portugal for the EUROPE project. Such an expert centre can provide expertise on the implementation of QT/TM in schools and teacher Training Centres and can also provide assistance to policymakers as well.

Recommendation 10: create demand & facilitate solid research - *for the regional and national level and the Commission*. For scaling up the QT/TM approach, awareness-raising and take-up actions are one of the first things that come to mind and several instruments such as publications and educational conferences are well known. In addition, MoE and the Commission can take very practical measures for take-up. For example, the willingness of schools to experiment with the QT/TM programme can be stimulated by including in the calls for project proposals approaches that prevent violence and promote inclusive learning and well-being and that accept novel approaches such as QT/TM. A good example is the Erasmus+ programme of the European Commission, where the EUROPE project and the FRIENDS project were funded.

Another important element in creating demand is to provide solid evidence that a novel approach such as QT/TM works. However, doing solid research on novel approaches in education (e.g. with an RCT) is hard. In order to get research to another level in terms of quality and frequency, the Commission and MoE could consider differentiating funding schemes and provide extra funding for projects that commit to higher quality research. Our experience in the EUROPE project is that designing an RCT for students is very difficult, and biases are very difficult to avoid. Therefore, it is also recommended to do multiple trials in order to create a larger body of evidence, such that studies with the strongest evidence (i.e. least bias) can be selected, and the possible variance in results can be better understood.

10 Conclusion

In this chapter, we addressed the question of scaling up the best practice of the QT/TM programme and made specific recommendations for policy makers, given that at this stage we completed the pilot phase in European countries successfully. Forty schools throughout Europe have started the QT/TM Programme, of which twelve including students, and thirty schools have shown an interest. In order to institutionalize the already started experiences and to open the door to new school implementers, the policy making

framework and the recommendations presented in this chapter will be instrumental in doing so.

The final goals should be to have many applicant schools for each country participating in take-up actions. The impact will be highly visible, acting as a lever for further diffusion of the QT/TM Programme and a clear result regarding inclusiveness, tolerance, non-discrimination, and well-being for students, teachers, and staff.

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