

CONFINTEA V MIDTERM REVIEW 2003

COUNTRY REPORT GERMANY

German Commission for UNESCO

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Chapter 1: Building up Structures and Institutional Frameworks: Policies, Legal Provisions, Delivery System and Innovations

Policies, legal provisions, delivery system and innovations (e.g. accreditation of prior informal and non-formal learning; second chance courses, diversification of provision and content; decentralising decisions regarding needs identification, content of adult learning, mobilisation and use of resources, etc.) Are education policies integrated with economic, social, health, employment policies? Which information, guidance and management systems are available? Which political objectives can be identified (e.g. fostering equality and access, serving special groups, meeting learning needs and demands of individuals, groups and communities)?.

On behalf of the BMBF, the DIE in 1999 conducted a survey of the national CONFINTEA follow-up to analyse the impact of the conference in Germany and to elaborate ways to meet the challenges addressed in the Hamburg Declaration. Two years after CONFINTEA V the DIE recognised a dynamic and promising development of adult education and lifelong learning in Germany.¹ The DIE reports that the conference has helped to raise awareness for lifelong learning in Germany, although it did not directly lead to new developments in the field of adult education, since most organisations had already developed concrete programmes. The six years since CONFINTEA V have demonstrated that the goals set by the conference are long-term goals to outline progress in lifelong learning that have to be kept on the agenda continuously.

The comparatively weak performance of German students in the first OECD-PISA study has led to ongoing discussions on the reform of the German education system. Increasing attention is now paid to early childhood education, in and out of school education of children and young people, to vocational and higher education - and to the integration of migrants and marginalised groups as a key factor to the overall performance of the German education system.

Adult education, however, is still to a certain extent excluded from this discussion², although there is clear evidence that the earlier stages of the education system leave too many young people behind. PISA has shown that up to one quarter of German pupils leave school without the basic skills they need to succeed in daily life. Every year, more than 80,000 youths quit formal schooling without any secondary school qualification. "... pupils of non-German origin and of weak social backgrounds are clearly more endangered of passing formal schooling - especially the crucial first two years - without obtaining sufficient literacy skills than other classmates are. The strong correlation that exists between literacy skills and social origin is one of the most crucial characteristics of the German education system that needs to be addressed."³

This makes it clear that adult education must be strengthened in order to give people a second or even third chance. In the context of the Dakar EFA goals 3 (life skills for young people and adults) and 4 (50 per cent improvement of adult literacy by 2015) it is crucial to mobilise new

¹ DIE, Lernen für die Zukunft. Nationales Confinitea V Follow-up Deutschland, 1999. Some of the best practices featured in this report are also represented in chapter 7.

² Nuissl, Ekkehard, "Verdächtig ruhig. PISA und die Weiterbildung", DIE – Zeitschrift für Erwachsenenbildung, III/2002, p. 47. See also the latest issue of "DIE" on "PISA Lebenslang" (III/2003) - www.die-frankfurt.de/zeitschrift/

³ For a detailed description on literacy and adult education in Germany see www.literacyexchange.net/germany/germany.htm

initiatives for adult education as stated in the “Call to Action” of the Sofia Conference on Lifelong Learning in Europe in November 2002.

Together with its members and partners the German Commission for UNESCO is going to determine necessary steps to strengthen and develop adult education in Germany in the future, especially in the context of EFA, the UN Literacy Decade and the upcoming UN Decade of Education for Sustainable Development.

The absence of adult education in the PISA discussion also indicates that the lifelong learning concept is not yet commonly known in Germany. Nevertheless, there has been some progress since the last CONFINTEA conference which can build a suitable basis for future action.

In the 1960s the first legal statutes governing adult education were installed by some Laender. In the 1970s professionalisation begins. Adult education, having before been mainly conducted by volunteers, became more of a field organised by professionals.⁴

Continuing education is an **independent education sector** in Germany, regulated by the state to a lesser degree than other areas of education. The activities of the state are restricted to laying down the principles and to issuing regulations relating to organisation and financing. All Land legislation includes regulations which recognise the freedom of the institutions in the preparation of curricula and independence in staff selection. However, most legislation stipulates the qualification requirements demanded of the teaching staff. In 12 of the 16 Laender legislation allows employees to attend continuing education courses (Paid educational leave - Bildungsurlaub) for a few working days per year (usually five) with no loss in earnings, provided that certain conditions are fulfilled.

Responsibilities in continuing education	
Laender	Federal Government
<ul style="list-style-type: none"> • continuing general education • continuing education leading to school-leaving qualifications • continuing academic education at higher education institutions • some areas of continuing political education and continuing vocational education 	<ul style="list-style-type: none"> • continuing vocational training outside the school sector • principles of continuing academic education at higher education institutions • basic regulations for the protection of those on distance learning courses which are offered under private law • some areas of continuing political education • research and pilot schemes within the scope of educational planning - in some cases jointly with the Laender - in all sectors of continuing education • statistics on continuing education • international cooperation in continuing education, including with the EU

(source: Kultusministerkonferenz (KMK), The Education System in the Federal Republic of Germany 2001, Bonn 2002, p. 178-179)

⁴ Reischmann, Jost, “Adult Education in Germany: Roots, Status, Mainstreams, Changes”, Bamberg 1999. See also the chapter on adult education in: Kultusministerkonferenz (KMK), The Education System in the Federal Republic of Germany 2001, Bonn 2002

A more detailed introduction in English is provided by the DIE: Nuissl, Ekkehard/Klaus Pehl/DIE, Portrait Adult Education Germany, Bielefeld: Bertelsmann 2000

The continuing education sector is characterised by a great variety of mainly non-state actors. The **Concerted Action in Continuing Education** (KAW – Konzertierte Aktion Weiterbildung), created in 1987, serves as a platform for discussion on continuing education in Germany, and it is a mechanism to promote cooperation between all stakeholders involved: the state, industry, social forces, institutions of adult education, bodies in the private and public sector, associations and organisations, higher education providers, social partners and representatives of the governmental institutions at all level - Federation, Laender, municipalities and districts. In November 1999 the KAW decided to reform its work and set itself, among others, the task of promoting the significance and self-image of continuing education.

In its “Fourth Recommendation on Continuing Education” of February 2001 the KMK claimed last time recognition that continuing education was an integral part of the education system.

A wide range of institutions and organisations provide continuing education in Germany.⁵ The **community adult education centers** (Volkshochschulen - VHS) are the further education centers of the municipalities (cities and rural districts). They are educational establishments with lodging facilities which concentrate exclusively on continuing education, offering a comprehensive, basic curriculum to citizens in all parts of the country.

In 2001, 987 VHS with 3,600 branches were active in Germany. 648,000 courses were offered. 9.5 million participants attended these courses, 75 per cent of them women. Language courses (38 per cent) were most attended, followed by work-related courses (22 per cent), health courses and courses in the field of culture and creative expression.⁶

The historical roots of the VHS go back to the beginnings of the workers' movement and to the popular education of the late 19th century. Today, the VHS are public continuing education centres offering a wide range of provision, from vocational skills and further training, and a second chance to acquire school-leaving and other qualifications, to courses with political and cultural themes, and leisure courses. The umbrella organisation for the 16 Land (provincial) associations of VHS in the Federal Republic of Germany is the **German Adult Education Association** (Deutscher Volkshochschulverband - DVV), set up in 1953. The DVV represents the organisational and educational interests of the VHS and their Land associations. It is a partner in or share holder of the following bodies:

- Adolf Grimme Institut – Gesellschaft für Medien, Bildung und Kultur mbH in Marl (Adolf Grimme Institute for Media, Education and Culture)
- Deutsches Institut für Erwachsenenbildung e.V. in Bonn (German Institute for Adult Education)
- WBT – Weiterbildungs-Testsysteme GmbH in Frankfurt am Main (Continuing Education Test Systems Ltd)

The **German Institute for Adult Education (Deutsches Institut für Erwachsenenbildung - DIE)** is an institute of the Wilhelm Gottfried Leibniz academic community (WGL), carrying out federally and state-supported research. It acts as a link between academic and practical work in adult education, provides the basis for practical research and develops innovative approaches. The cornerstones of the institute's work are the provision of services, research

⁵ See the overview on the website of the German Embassy in Washington D.C.: www.germany-info.org

⁶ See also the statistical data of the VHS 1965 to 2000 in the annex. The DIE is preparing a project funded by the BMBF on performance statistics for continuing general education (“Leistungsstatistik für allgemeine Weiterbildung”).

support, networks and international activities. Through publications, conferences, projects and documentation, the DIE

- supports lifelong learning,
- encourages ongoing education based on learners' needs,
- develops and carries out trials of frameworks and training modules,
- organises and evaluates academic training and counselling,
- develops certificates and curricula based on quality and professionalism,
- cooperates with academic, political and administrative institutions,
- provides the basic principles for teaching and research,
- develops and provides academic accompaniment for experimental models,
- evaluates and analyses systems and support structures in adult education.

Under German law, the DIE is a registered association. The members represent the entire range of academic and practical work in German adult education.

The **Federal Institute for Vocational Training (Bundesinstitut für Berufsbildung - BIBB)** is legally supervised by the Federal Ministry of Education and Research and is integrated into the dual system of vocational training (in firms and part-time vocational schools) and extended vocational training. It carries out research and development in the area of vocational training, and furnishes services and advice to the Federal Government and providers of vocational training.

The Federation and the Laender work together in the **Bund-Laender Commission for Educational Planning and Research Promotion (BLK)**. The Laender coordinate their policies in the **Standing Conference of the Ministers of Education and Cultural Affairs of the Laender in the Federal Republic of Germany (KMK)**.

The **companies** are important providers of vocational further training although they are not - as in other countries - obligated by law to invest a certain percentage of their total payroll costs in continuing education. They offer training in their own company facilities or through cooperation with inter-company further training institutions and other providers. **Commercial further training institutes** are concentrating on vocational retraining, acquisition and expansion of vocational qualifications, computer training, foreign language instruction and course work to obtain formal training qualifications later in life. The **churches** focus on areas such as personal growth, issues relating to children's upbringing and schooling, family, society and literature as well as educational assistance relating to life issues, health and relationships. The **higher education institutions**, academies and scientific societies offer academic, scientific and specialized further education (often in cooperation with the relevant occupational and professional associations). The **chambers** (such as the chambers of industry and commerce, the chambers of crafts and trades, and the chambers of agriculture) as well as the associations and educational organisations of business and industry offer an inter-company framework for vocational training, for purposes of adjustment and promotion. They also administer examinations for recognized qualifications. The **unions** concentrate primarily on enabling people to participate actively in political life, and represent workers' interests within companies. In cooperation with the community adult education centers, in the context of the federal association "Work and Life", they also provide broader political and vocational further training. The **charitable associations** are particularly concerned with imparting knowledge and skills pertaining to social work, health care and development assistance. The **federal and state centers for political education** offer a wide range of educational events focusing on current political issues and basic problems of the democratic state. The same is true of the **foundations of the political parties**: the Konrad Adenauer Foundation (CDU), the Friedrich Ebert Foundation (SPD), the Friedrich Naumann Foundation (FDP), the Hanns

Seidel Foundation (CSU), the Heinrich Böll Foundation (Alliance 90/The Greens) and the Rosa Luxemburg Foundation (PDS). The **schools of the “second educational track”** enable adults to acquire school-leaving certificates later in life. The NGO **“Bundesverband Alphabetisierung e.V.”** (Federal Literacy Association) has been representing the interests of functionally illiterate adults for over 20 years, offering them second or third chances for basic education (see chapters 5 and 7). **Libraries, museums, socio-cultural centers, independently organized groups, citizens’ initiatives, bookstores** and other institutions strive to meet specific learning needs outside the framework of the established continuing education organizations. The **public broadcasting networks** help to promote the dissemination of information, education and culture with their radio and television programs. Educational radio and television broadcasts (Funkkolleg, Telekolleg) are developed in close cooperation with the adult education centers. Telekolleg means learning in a media system – that is, learning with the aid of TV programmes, supplementary written material and direct instruction.

Following the CONFINTEA V agenda and subsequently the EU Memorandum on Lifelong Learning, the LLL concept has been subject of political debate and strategic considerations in Germany involving the Federal Government, the Laender, the regions and other stakeholders such as the social partners, NGOs and continuing education providers. Following the German position on the **EU Memorandum on Lifelong Learning** (see chapter 8) and in view of the increasing significance of non-formal learning, including learning in the process of work and in private and social life, the Federal Government, the Laender and the social partners have, within the Alliance for Jobs (“Buendnis für Arbeit”) and the Education Forum (“Forum Bildung”), agreed special measures for the recognition of skills acquired outside formal education and their inclusion in formal education processes (see chapters 7 and 8).

Some **important initiatives** in the field of lifelong learning in Germany are:

- The Education Forum (“Forum Bildung”) which published its results in early 2002. The discussion is continued. The German Institute for International Educational Research (DIPF) has provided a platform on the internet called “Bildung Plus”.⁷ The “Forum Bildung” also featured a working group of experts on lifelong learning which has published its recommendations.⁸
- The development of lifelong learning concepts and networks is the aim of the pilot programmes lifelong learning („Lebenslanges Lernen“ - www.blk-lll.de), school-economy-work („Schule Wirtschaft Arbeiten“ - www.swa-programm.de) and learning regions („Lernende Regionen“ - www.lernende-regionen.info) (see chapter 7).
- The BMBF action programme lifelong learning for all has started in 2001 („Lebensbegleitendes Lernen für alle”) (see chapter 7).
- A broad discussion on the EU-Memorandum on lifelong learning was coordinated by the DIE.
- The Expert Commission on the Financing of Lifelong Learning has started its work in October 2001 (www.lifelonglearning.de - see chapter 2).

⁷ See <http://bildungplus.forum-bildung.de>

⁸ “Empfehlungen des Forum Bildung” (19. November 2001) - http://bildungplus.forum-bildung.de/files/empf_27-11-A-B.pdf

Chapter 2: Increasing Investment in Adult Learning

Level and status of investment in adult learning: statistics on participation and institutional grants; policies and strategies that promote public investment in adult learning and mobilise private sector resources; list of contributions by all stakeholders.

According to figures published by the DVV, in 2001 39.2 percent of the budget of the 987 VHS were covered by course fees, the contribution of the Laender and municipalities amounted to 42.3 per cent, and 18.5 per cent of the VHS-budget were covered by the Federal Government and funds from the EU.⁹ NGOs of adult education to a great extent depend on donations and participation fees. The decentralised funding system results in very different circumstances in the Laender. Thus quality of adult education is often a question closely related to continuity of funding.

The Federal Government concentrates on funding of pilot programmes and usually does not provide funding on a regular basis. As the BMBF points out, since 1998 the federal education and research budgets have been increased, and numerous programmes and measures concerning lifelong learning have been launched.¹⁰ Moreover, the Federal Government emphasises that additional funding for lifelong learning is necessary, especially from the EU structural funds, above all the European Social Fund (ESF).

A key element of political action in Germany is the financing of lifelong learning. In 2000, the German parliament decided that an independent **Experts Commission on the Financing of Lifelong Learning** should start work in October 2001. The commission develops financing proposals in order to open up resource funds for lifelong learning and to spread the costs of lifelong educational efforts so that as many people and companies as possible can benefit from lifelong learning. The final report of the experts group is expected for late 2003.¹¹ In this report, the commission will put forward a suitable and realistic concept for financing lifelong learning. The commission's proposals will be based on an inventory of the social and economic processes which determine the needs of society for qualifications. In addition, the commission will be examining the extent to which the existing continuing education and training offer the required preconditions for lifelong learning. By looking beyond the national frontiers, the financing concepts for lifelong learning in selected - mainly European - countries are taken into consideration.

In its interim report the commission introduced the following conclusions:¹²

- Germany is on the way to becoming a knowledge-based society.
- As an export-oriented high-wage country, it can face international competition only with quality products.
- Good initial training and continuing learning are the major prerequisites of autonomy and responsibility as the principles of a changed work organisation.
- Training for older workers is becoming increasingly important in view of the demographic development.
- Provision of training for migrants can reduce but not eliminate the shortage of skilled workers.

⁹ DIE, Volkshochschulstatistik, Arbeitsjahr 2001, p. 16-17.

¹⁰ BMBF paper: European Commission Trend Chart Workshop on "Increasing the Impact of Lifelong Learning on Innovation", September 2002, p. 2. (cited below as "BMBF paper")

¹¹ www.lifelonglearning.de

¹² BMBF-paper, p. 7-11.

- The changed requirements of the civil society and the broader use of technical devices in everyday life also make lifelong learning a must.
- Structural change can develop in different directions – change can only be managed with engagement in lifelong learning.
- New forms of learning may increase people’s interest and pleasure in learning.
- It is desirable that empirical research on the effects of learning be increased.

When outlining the essential features of the financing of continuing education, the experts commission emphasises the following in particular:

- Continuing education activities always require resources, for example time and money.
- Incentives and financial means should encourage the economically efficient use of scarce resources by those who offer and those who demand opportunities for lifelong learning.
- Care must be taken to ensure a fairer distribution of participation opportunities.
- Effective incentives and adequate financing instruments which are to promote greater participation in education must focus especially on those groups of the population which show lack of investment in education.
- Other countries have developed new instruments for promoting lifelong learning which include incentives for more collective responsibility or aim at increasing demand and user orientation (that is, at empowerment).¹³

Chapter 3: Increasing Participation

Information on new quantitative indicators of participation (persons and groups) in adult education; numbers and resources for specific beneficiary or participating groups. How has increased participation been made possible? Specify programmes and activities and innovative cases.

The participants in continuing education in Germany are mainly people with good qualifications, high occupational status and of higher social positions. Unemployed or unskilled workers, migrants, people with no or lower school graduation, and older people participate less in adult education. Slightly fewer women than men take up continuing education.

Since 1979 the BMBF every three years conducts a representative study on participation in adult education (reporting system for continuing education - “**Berichtssystem Weiterbildung**”). This reporting system distinguishes between continuing general education and continuing vocational education.

After a nearly continuous increase until 1997, participation in continuing education has decreased in recent years. In 1997 the participation rate of 19 to 64-year-olds was 48 per cent. In 2000 it decreased to 43 per cent.

¹³ This point could be addressed in the Bangkok CONFINTEA Midterm Review Conference.

Participation in continuing education in Germany (19 to 64-year-olds, %)			
year	total ¹⁴	continuing vocational education	continuing general education
1979	23	10	16
1982	29	12	21
1985	25	12	18
1988	35	18	22
1991	37	21	22
1994	42	24	26
1997	48	30	31
2000	43	29	26

(Source: Berichtssystem Weiterbildung)

Participation in continuing general education rose from 1991 to 1997 from 22 per cent to 31 per cent and in 2000 dropped to 26 per cent.

Participation in continuing vocational education and training increased from 21 per cent in 1991 to 30 per cent in 1997 and in 2000 dropped only slightly to 29 per cent.¹⁵

Migrants participate less than Germans in continuing education. While in 2000 44 per cent of the Germans took part in continuing education, only 27 per cent of the migrants participated.¹⁶ German language courses are most important for migrants. In the context of the OECD/UNESCO extended study on PISA 2000, published in July 2003, which once more draw attention to the problems of integrating migrants in Germany, the German Adult Education Association stated that the funds of the VHS for German language courses were reduced. This means that the VHS are not in the position to offer enough courses for migrants.¹⁷

The problem of **functional illiteracy** of youths and adults in Germany indicates that the education of marginalised and disadvantaged groups is a central issue which has to be addressed by improving the conditions for lifelong learning. Since 1984 the Federal Literacy Association has been acting as an information and service center for literacy and as a lobby for illiterates. On the occasion of the International Literacy Day 2000 the association presented a publication on illiteracy in Germany which was funded by the BMBF.¹⁸ As a consequence of the PISA results and the launch of the UN Literacy Decade the issue of functional illiteracy received special attention in Germany. Still there is no empirical research providing reliable data. Based on various indicators the Federal Literacy Association estimates that there are about four million functionally illiterates in Germany. Based on the findings of the 1995 International Adult Literacy Survey and the PISA study, the number of functionally illiterates might even be larger, since in both studies only the performance in reading was surveyed, not the considerably more ambitious performance in writing.

¹⁴ Each participant has been counted only once. As some have taken courses in continuing vocational education as well as in continuing general education, the aggregate of the percentages exceeds the total percentage.

¹⁵ See annex for more detailed statistical data.

¹⁶ Bundesministerium für Bildung und Forschung, Berichtssystem Weiterbildung VIII, Erste Ergebnisse, 2001

¹⁷ See the resolution of the DVV from 15 June 2003 on www.dvv.de

¹⁸ Döbert, Marion/Peter Hubertus, *Ihr Kreuz ist die Schrift. Analphabetismus und Alphabetisierung in Deutschland*, Ernst-Klett-Verlag, Münster/Stuttgart, 2000. See also: www.alphabetisierung.de

At the end of the 1970s the first courses for illiterate people were set up. In 2001 18,767 participants visited 2,141 courses at 271 of the 987 VHS in Germany. There have been no fundamental changes in numbers of courses during the last years. The number of participants also has not changed substantially. An area-wide offer of second chance courses does not exist in Germany. In fact, regarding the number of courses offered, there are great disparities between the South and the North, between cities and rural areas, and between the West and the East. Only in those areas where courses are offered and publicly announced, functionally illiterates have the chance to overcome their inhibitions and to take part in a literacy course. However, the quality of the courses is very different. Professionalisation and quality improvement of the courses remain important tasks for literacy work in Germany. The new BMBF funded project APOLL - Alfa-Portal Literacy Learning, launched in 2002, is going to address these issues (see chapter 7).

The experts commission on the financing of lifelong learning points out that participation in general and vocational continuing education increases in accordance with people's level of school education and initial vocational training, their professional status and career level and with the level of income. There are increasingly less differences between male and female participation rates. However, women working in the care sector are clearly underrepresented. The opportunities for participation in continuing education are distributed unevenly among regions. When distinguishing between general and vocational education, it is noted that, in East Germany, participation is above average for continuing vocational education and below average for continuing general education. Older people have a clearly lower rate of participation in continuing vocational education than younger people. Participation rates stagnate for non-EU foreigners; Turkish men, and particularly Turkish women, have the lowest rates of all non-EU nationals.¹⁹

In 2002, the DIE has published a study which analyses the reasons why disadvantaged groups and people with low levels of education do not participate in continuing education. Several pilot programmes for disadvantaged people have been conducted in the past without having the necessary impact on continuing education. The DIE study presents recommendations how the participation of disadvantaged groups can be increased.²⁰

The “**Learning Regions**” programme which is currently working in 75 regional networks in Germany follows the goal of increasing participation by the greatest possible number (see chapter 7).

Positive effects on participation are expected also by new ways of cooperation between the social partners.²¹ **Plant agreements** between employers and works councils have proved to be effective to ensure continuing training. The Hans-Böckler Foundation listed 287 plant agreements for 1999 which include continuing training provisions. 73 of these agreements deal exclusively with continuing education and training. **Collective agreements** can also serve as a basis for the promotion of lifelong learning in Germany. The collective agreement for qualification in metalworking and electrical industries in the Land of Baden-Wuerttemberg was concluded in June 2001. This agreement includes several provisions on continuing training.

¹⁹ BMBF paper, p. 9.

²⁰ Bruening, Gerhild/Helmut Kuwan (ed.), *Benachteiligte und Bildungsferne – Empfehlungen für die Weiterbildung*, Bielefeld 2002

²¹ BMBF paper, p. 13-15.

Chapter 4: Research Studies in the field of Adult Learning

Information on research studies being undertaken in the field of adult learning. What are the key questions addressed? Indication of main results/findings. How is research informing policies and practice?

The reporting system on continuing education (“**Berichtssystem Weiterbildung**”) is conducted every three years in Germany (see Chapter 3).

The research project “**Alnet** - Dialogic Numeracy in the Net” is coordinated by CREA-Centre de Recerca Social i Educativa (Barcelona, Spain). Together with other European partners - Romania, Portugal, Belgium - the DIE participates in this project of the European Union’s Sokrates-programme. The aim of the project is the development of teaching and learning materials for the computer-based learning of basic mathematics. The focus is on the practical use in every day life. A European guide “Digital Numeracy” for trainers, teachers and students was developed. Currently the materials are being evaluated.

The project „**Motivation LLL**“ (Motivation of people with lower qualifications for lifelong learning) is a research project conducted by the DIE and funded by the EU Leonardo da Vinci-programme.²² Knowledge and qualification are decisive factors for the chances of the individual on the labour market. A lack of qualification often means being particularly exposed to the danger of unemployment. But also for the employing company a low or minor qualification of its employees can bring disadvantages which can reach from work carried out below an optimal standard until serious lack of quality of the product. But one look into the statistics of further education shows that with a declining level of qualification people make use of offers of further education more rarely. Focusing this problem, the research-project aims at providing information on how to improve the participation-rate of people with lower qualification in further education.

The project is based on the thesis that to improve the participation rate it is necessary to know why employees with lower qualification refuse to take part in further education and what are the reasons for the few participants to take part. The research questions are:

- How can the participation of people with lower qualification be improved?
Why do people with lower qualifications take part less in further education than people with higher qualifications?
- What are the motives and obstacles for the participation of the target group?
What is the learning behaviour of the target group like and are there any specific requirements?
- Which specific strategies for further education are pursued by companies and institutions for further education?
- Do these strategies correspond with the requirements of the target group?

Focusing these problems, the research-project aims at

- providing information on how to improve the participation-rate of people with lower qualification in further education
- presentation of the motives and demonstration of the obstacles for people with lower qualifications, to vocational further education

²² See www.die-bonn.de

- representation of specific strategies of further education of companies for people with lower qualifications
- representation of the point-of-view of companies with regard to the willingness to further education of people with lower qualifications
- demonstration of differences and correspondences between this point-of-view and the self-assessment of people with lower qualifications
- demonstration of best practice examples of internal further education with regard to their considerations of structures of motivation of people with lower qualifications

Several other programmes contain research components (see chapter 7).

Chapter 5: Adult Educators/Facilitators' Status and Training

Statistics on different categories of adult educators and facilitators (number, salaries, duration, and places of training). Specific activities and programmes aimed at improving conditions of adult educators; training policies, improving quality of training through the use of new methods; professionalisation and networking of adult educators.

In the context of professionalisation in the 1970s it also became possible to study adult education at a German university. Today there is a **wide variety of types of adult educators**: unpaid volunteers, persons that teach a few hours at a VHS (mostly one course, 90 minutes a week) aside from their normal job, and others that try to teach as many courses as possible through which they have to earn at least a part of their living. In vocational continuing education there is also a group of free-lance workers that sell their courses on a commercial basis, mostly several days at a time for special training programmes. Full time staff members are often engaged in management and organisation and have limited teaching responsibilities. The typical staff situation in adult education institutions consists of a small number of full-time administrators who design, manage, and supervise programmes that are then carried out by larger numbers of part-time teachers. In 1997 the VHS were staffed by less than 10,000 full-time personnel, but nearly 200,000 persons hired on an hourly-paid basis of the more than 500,000 courses. Formal qualifications of these adult educators range from none to a university diploma in adult education. Most course leaders do their work without any special educational training. No common standard yet exists of what constitutes an “adult educator”.²³

The **Federal Literacy Association** offers special courses for literacy teachers and also for teachers in primary, secondary and vocational schools (see chapter 7). There is no special professional education for literacy tutors. Unstable honorary-based working conditions threaten service continuity, local lobbying, flow of information, and mobilisation of learners. Teacher training is offered on the local, regional and Laender-level, displaying much heterogeneity. The continuity of training projects suffer due to lack of finance. The “Alfa-Forum” is the only nation-wide periodical on literacy and, as such, serves tutors as an important medium for information and training.²⁴ To improve the networking of course tutors and to offer them better information, the APOLL project provides an online training portal with discussion fora, a newsletter and other communication devices. Three months after the launch of the project in February 2003, already 25 per cent of the trainers were using this portal (www.apoll-online.de). A living network of trainers and a continuous exchange of

²³ Reischmann, Jost, “Adult Education in Germany: Roots, Status, Mainstreams, Changes”, Bamberg 1999.

²⁴ See www.alphabetisierung.de

experiences is an essential prerequisite for an effective national literacy work. Currently an online training course for tutors of literacy courses is being developed with the aim of providing e-learning courses for functionally illiterates.

Between 1998 and 2001 the DIE has developed a training module for the qualification of trainers for people with low basic education (“Trainingsmodul zur Qualifizierung des Ausbildungspersonals von Personen mit geringer Grundbildung - TAGG”). In this project the DIE cooperated with institutions in the UK and Italy. The results have been published in English, German and Italian and can be downloaded from the internet.²⁵

The objective of the new project “**Forward** - Forum for Reading and Writing Difficulties among Adults” is to create a durable European network in the area of adult literacy, with special focus on reading and writing difficulties of adult learners. Partners are institutions from 11 European countries: Norway, Germany, Denmark, Ireland, England, Cyprus, Estonia, Latvia, Malta, Romania, Slovenia. The German partner is the DIE. The project which lasts from 2002 to 2004 is coordinated by VOX, the Norwegian Institute for Adult Education in Oslo.²⁶ It is supported by the Grundtvig 4 action of the EU Sokrates programme.

The educators and institutions forming part of the network will exchange their expertise in

- facilitating the learning processes of adults with reading and writing difficulties
- teaching educators and counsellors how to diagnose and guide these adult students

and will work towards a Europe-wide approach to ensure a better access to lifelong learning for adults with reading and writing difficulties.

The project has a wide target group, consisting of researchers, teachers, social workers and other professionals working in the field of adult literacy. The consortium will gather information of the participating countries and make it available to the European public through the “Forward Portal”, an Internet homepage which will contain both information, examples of good practice, relevant links and a discussion forum open to all European practitioners in the field.

Chapter 6: Empowering Adult Learners

Rights of learners, learner-centred curriculum, development of context and culturally relevant content, and evaluation of learning outcomes and impact on socio-economic development. Are there assessment systems to measure adult learning outcomes (literacy, numeracy, life skills etc)? If yes, can you describe processes and activities in this field? What quality indicators have been developed and what are the outcomes obtained?

As outlined in chapter 3, **less educated people** are also participating less in adult education. The knowledge gap is thus increased; and the most important aim of adult education, to give disadvantaged people a second chance, cannot be reached. In its September 2002 report on a European Commission Workshop on “Increasing the Impact of Lifelong Learning on Innovation” the BMBF expresses its commitment to adult education and its aims corresponding to the CONFINTEA V agenda:

²⁵ See www.die-bonn.de/tagg

²⁶ See www.statvoks.no/forward/index.html

“It is more important than ever for people to acquire knowledge and skills in order to be able to benefit from the advantages of the education society and be able to meet new challenges. The German side supports lifelong learning as a basic element of a European model of society and a major priority of a European employment strategy. It is our common goal to increase people’s employability and adaptability and to make European industry more dynamic and competitive. The aim of lifelong learning is to encourage personality development in all citizens, to foster democracy, citizenship, social cohesion, tolerance and human rights and to prevent right-wing extremism, discrimination, racism and xenophobia.”

The following chapter gives examples on activities in this field.

Chapter 7: Examples of Best Practice and Innovations

Examples of real cases, good practice and innovative approaches in relation to the ten CONFINTEA V themes.

It is quite impossible to give a complete overview of good examples that might have the potential to improve quality of German adult education. As a consequence, only a selection can be presented here.

Inspired by CONFINTEA V, in May 1998 the first “Lernwoche” (week of learning) was organised. Since the EXPO 2000 the learning festival “**Lernfest**” is held in Germany every year during the International Adult Learners’ Week. All over the country, institutions and organisations of adult education are organising workshops and events to promote adult education and to raise awareness on lifelong learning. The central event of “Lernfest 2002” was held in Cologne from 17 to 21 September 2002. The “Lernfest 2003” will take place in Bonn on 19 September 2003, organized by the new initiative for continuing education “LerNet Bonn/Rhein-Sieg” which is supported by 18 adult education institutions of the region. Since a great variety of events is conducted, all CONFINTEA V themes are addressed in the “Lernfest”.

In early 2001 the BMBF launched an **action programme “Lifelong Learning for All”** (Aktionsprogramm “Lebensbegleitendes Lernen für alle”).²⁷ The BMBF aims to contribute to lastingly supporting lifelong learning by all people and to promoting the future-oriented reform of educational structures. The action programme includes research, development and testing measures which the Federal Government intends to take in the sectors of education to support lifelong learning. The strategy for implementation is to create an environment which is conducive to learning and to the equal opportunities through improved access to education and training. The aim is to reduce tendencies of discrimination and to introduce hard-to-reach and disadvantaged groups of people to continuous learning. The Federal Government focuses on providing support and incentives. The central themes are:

- increasing individual responsibility and self-direction by learners
- reducing inequality of opportunity
- encouraging cooperation between providers of programmes and participants
- strengthening relations between all sectors of the education system

²⁷ BMBF paper, p. 3-7, see also www.bmbf.de/presse01/Pmprog.pdf

The action programme features the following lines of action:

- networking across educational sectors and providers at regional and supra-regional level
- quality assurance
- increasing the transparency of offerings
- certification and comparability of final qualifications
- improving advice and motivation
- promoting new cultures of teaching and learning
- creating an environment conducive to learning for people in special situations
- intensifying exchanges and international cooperation, enhancing international skills

Various sub-programmes deal with these themes and lines of action:²⁸

- The programme “**Learning Regions – Providing Support for Networks**” (Lernende Regionen – Förderung von Netzwerken) is of special importance. Launched in late 2000, it supports the establishment and further development of regional networks. As many stakeholders as possible are meant to cooperate in the design, testing and long-term implementation of innovative lifelong learning projects, especially addressing disadvantaged groups. The programme aims to modernise the local basis and structures of education and continuing education in a way which enables participation by the greatest possible number of people and a more large-scale implementation of the concept of the learning society. Partners are education institutions, course participants, participants in self-directed learning, companies, the social partners, Agenda 21-projects, youth offices, employment offices, and sociocultural institutions. An estimated 118 million Euro (from the federal budget and the ESF) will be made available for the period up until 2006 in support of such activities. As of 1 April 2003 the “learning regions” programme consists of 75 regional networks in all 16 Laender.²⁹ The programme is monitored by the DIE and other educational research institutes.
- The framework concept “**Innovative Development at work – The Future of Work**”, launched in 2001 by the BMBF, supports enterprises and their staff in their efforts to manage structural change in a socially compatible way. The programme runs from 2001 to 2005 and is equipped with 83 million Euro. The activities focus on the following areas in which links between work and learning play a major role:³⁰
 - people-centred work environment in e-business
 - factors for the establishment and development of corporate cultures and environments that are conducive to innovation
 - the impact of demographic change on the future of gainful employment
 - identification and stocktaking of successful changes in job design and company organisation

LLL - "Lebenslanges Lernen" (lifelong learning) is a pilot programme of the Bund-Laender-Commission for Educational Planning and Research Promotion (Bund-Laender-Kommission für Bildungsplanung und Forschungsförderung - BLK), coordinated by the Land Rheinland-Pfalz.³¹ Lasting from 2000 to 2005, BMBF and the Laender provide the funding of about 12,5 million Euro. The aim of the LLL programme is to create innovative projects that

²⁸ For a complete overview, visit www.bmbf.de

²⁹ Website: www.lernende-regionen.info

³⁰ BMBF paper, p. 11-12.

³¹ See www.blk-lll.de

have the potential to initiate a change in the culture of learning, to strengthen the concept of self-directed learning, and to support the necessary reform of the German education system. 22 projects in various fields of lifelong learning (initial training, train the trainers, organisational development, self-directed learning, adult education networks, vocational education) contain several sub-projects and are integrated into regional learning networks. Examples are:

- innovative methods to promote lifelong learning through cooperation of higher and adult education (Land Rheinland-Pfalz);
- language networks in border areas (Saarland);
- integration of disadvantaged students of the “Hauptschulen” into a durable lifelong learning concept (Land Schleswig-Holstein).

In the framework of this LLL pilot programme the Federation and the Laender have launched in July 2003 a two-year project called "Learner Oriented Quality Labelling in Continuing Education". This label is a self-evaluation instrument and has been developed especially for institutions in continuing education. About 320 institutions from all over the country are participating in this project. After 12 month the institutions are evaluated against their own self-assessment report that covers 11 areas of quality. In case of a convincing report they get the label “Learner Oriented Quality Label in Continuing Education” from an autonomous organisation. The German Institute for Adult Education (DIE) is responsible for the co-ordination of the project, the refinement of the model and the evaluation of the model with regard to changes in the German system of adult and continuing education.

The success of the lifelong learning concept stands or falls with the integration of disadvantaged groups. Especially in the context of EFA and the UN Literacy Decade some German initiatives are important which address functional illiteracy, which is not a minor problem in Germany, as the PISA results have indicated.

Since the early 1990s, the DVV is coordinating the project “**Ost-West-Integration**” (“**OWI**”) which is carried out in several VHS all over Germany.³² This project seeks to improve the social integration of immigrants of ethnic German origin which mainly come from Eastern Europe.

In the context of the **UN Literacy Decade** the German Commission for UNESCO has gathered an **alliance for literacy** in which the BMBF, the Federal Literacy Association, the Trade Union for Education and Science, the DVV, the UIE, and Ernst Klett Sprachen GmbH join efforts to improve the situation of the functionally illiterates in Germany. From 5 to 7 November 2003 the official German launch of the decade will take place at Bernburg in the Land Sachsen-Anhalt, where a BMBF-funded conference on 25 years of literacy work in Germany will take place, organized by the Federal Literacy Association in cooperation with DUK, UIE and DVV.

Schreib dich nicht ab - Lern lesen und schreiben (“Don’t write yourself off, Learn to read and write!”) is the motto of the public awareness campaign against illiteracy, organised by the Federal Literacy Association (Bundesverband Alphabetisierung) since 1998. The campaign consists of postcards, advertisements in print media, television and cinema commercials as well as billboard advertising. The organizers want to promote participation in literacy courses in which annually about 19,000 functionally illiterate take part; compared to the estimated four million functionally illiterates this figure is considerably low. The commercials also are

³² See www.owi-projekt.de

intended to help reduce prejudices against illiterate people. The **Federal Literacy Organisation** (Bundesverband Alphabetisierung e.V.) today is one of the main developers of German literacy learning and reading materials for adults.³³ It also serves as a political pressure group. It is a nation-wide, non-governmental and non-profit organisation which brings adult literacy teachers, literacy institutions and other interested people and organisations together. It promotes reading and writing in adult education, supports people and institutions who work in literacy and basic skills education, is active in lobbying on behalf of illiterate people, organises public relations initiatives, develops teaching material, and publishes specialist literature. The „ALFA-Telefon“ (Alpha-Hotline) is the organisation's advice centre. This is a nation-wide, free service to people with literacy problems. Advice is given anonymously about learning opportunities and information about local education colleges with literacy classes. The Federal Literacy Association runs training courses for literacy teachers in order to improve teaching quality. In addition it trains teachers from primary, secondary and vocational schools and as a result contributes to the prevention of illiteracy in school. The association also helps coordinate speakers for lectures and training events and assists with the organisation of such events.

APOLL - Alpha-Portal Literacy Learning is a BMBF funded joint project of the Federal Literacy Association and the DVV.³⁴ The aim is to develop an e-learning portal for

- adults with difficulties in reading and writing,
- their relatives and persons of trust,
- and for literacy trainers.

APOLL wants to improve basic education through the use of new media. It also aims at awareness raising on the issue of illiteracy in Germany. The project team is developing a learning platform which offers additional learning opportunities for functionally illiterate people attending literacy courses. It also addresses illiterates that want to develop their reading and writing skills through private study.

In a protected area of the portal trainers can exchange teaching materials and use other services, e.g. a discussion forum. The portal also provides scientific and general information, e.g. an extensive literature database on literacy. It also features results of other literacy projects. The learning modules that are currently being developed will continuously be evaluated and improved in practice. The learners will have the opportunity to define their own learning targets, times of learning and amounts of learning. Because learners in the web are anonymous, for several functionally illiterates the access to learning opportunities is easier than by outing themselves while attending a course. Furthermore, the learners can establish contact with other participants. They also have the opportunity after the course to continue training via the Internet.

Participants of literacy courses are very interested in online learning, according to the 2003 survey "LuTA" (Lebenssituation und Technik-Ausstattung funktionaler Analphabeten - situation and technical equipment of functionally illiterates) conducted by APOLL. 43 per cent of the course participants are interested in online learning. 22 per cent have access to the Internet. In the future, e-learning is likely to play an increasingly important role in literacy learning. The more than 80,000 youths per year that quit school without graduation need to be offered a second chance to acquire basic skills. In this younger generation the use of new media is widely spread, and therefore e-learning offers could be an option to reach them.

³³ See www.alphabetisierung.de

³⁴ See www.apoll-online.de

Since the launch of the UN Literacy Decade, www.apoll-online.de is continuously reporting on the subjects of illiteracy and e-learning. In the future, more surveys on the situation of functionally illiterates will be conducted and presented there.

Media competency is the chance for everyone to determine his or her own life and increase his or her leisure time. In a media-oriented society a critical attitude to media is a prerequisite for confident individual decision-making about the organisation of one's life. The aim of the DIE project **@lpha –Innovative Approaches in Basic Education Using Media-Based Access** which is carried out between 2001 and 2004 is to develop and try out media-based applications and design possibilities in order to enable young people and adults with varying disadvantages to overcome their personal or specific difficulties in dealing with computer media and to become confident about using digital media to achieve their own personal goals.³⁵ This is particularly the case as far as occupational purposes are concerned. The concept to be developed will contribute to improving the chances on the free job market of those who take part in the courses as well as allowing increased participation in society as a result of acquiring media competence and basic education.

The aims of the project can be defined at three levels:

- development of “multimedia learning in basic education” as a concept for adult education;
- qualification, counselling and training of multipliers to improve the skills of teaching and training staff in basic education in the use of multimedia,
- developing and promoting the discussion on basic education through the inclusion of international aspects and research results.

The @lpha project aims to develop media-supported sets of courses in basic education. Several collaborations with practitioners in this field will help to put this venture into practice. Jointly with so called author-software the DIE develops computer-based applications to meet the different illiteracy disadvantages with a maximum range of support. Finally the target group will then be able to use computer-based media for their further education and feel confident about applying it (to achieve their own personal goals.)

In addition to that, the project seeks to enhance the international discourse. Therefore the project staff undertook two study visits, to the UK and the USA. The main purpose of those visits was to swap experiences so that both sides can learn more about each other's policies, structure and current research trends. Taking the international aspects of the @lpha project into account, DIE would also like to contribute to European Adult Education.

At the moment the project is in the middle of the qualifying process. The course instructors working for the collaborating organisations develop at the same time their own sets of courses which then shall be ready for implementation. Throughout the qualification process of the course instructors the participants respective collaborating organisations are supported with special and individual consulting in order to achieve the best possible outcome of the whole process. The consultants are also experts selected by the project management.

The main character of the courses which will be developed will be based on daily-life-scenarios in order to achieve a strong relation to everyday life of the target group respective the users. By this the project seeks to find an answer to how the encouragement of media competence with regard to the target group can contribute to improving participation in social

³⁵ See www.die-alpha.de

life. Evaluation takes place throughout the project on several levels. First of all the developed sets of courses will be implemented in the participating organisations, including another evaluation before. Afterwards the “products” will be implemented elsewhere.

The DIE has developed several other pilot projects in the field of adult education, e.g.:³⁶

- a second chance concept for **literacy and basic education in vocational education** and further training (1999-2001)
- a **network on basic skills** (“Netzwerk Grundqualifikationen”) (1997-1999) which initiated a nation-wide exchange of experience on literacy and basic education

Important contributions to the **international cooperation in the field of adult education** are being made by several German Development Cooperation organisations, both governmental and non-governmental.³⁷ With the merger of the German Foundation for International Development (DSE) and the Carl-Duisberg-Society (CDG) a new organisation for advanced training of experts from developing countries was created: “Capacity Building International – InWEnt”. Thus the field of international human resources development, advanced training and dialogue has gained greater importance in German development cooperation.³⁸

Another important actor is the Institute for International Cooperation of the German Adult Education Association (**IIZ/DVV**). Its half-yearly journal “Adult Education and Development” is the world’s largest periodical for adult education in Africa, Asia and Latin America. It serves as a forum for dialogue and the exchange of information between adult educators and authors in Africa, Asia and Latin America, both among themselves and with colleagues in the industrialised nations. The programmes of the IIZ/DVV are financed primarily by the Federal Ministry of Economic Cooperation and Development, which provides funds for the development of social structures not only in projects in Africa, Asia and Latin America, but also in Central and Eastern Europe and the region covered by the Stability Pact for South East Europe. Some examples for IIZ/DVV projects 2002 are: training for trainers in African adult education, conflict prevention in Indonesia, poverty reduction in Central America, the “Second chance school” in Plovdiv/Bulgaria.

In the research project “Adult education studies at colleges and universities in the Central-East and South-East Europe” the IIZ/DVV collects data to evaluate the large number of adult education studies in this region. Adult education studies had been present before the political changes at most universities in Central-East and South-East Europe, that is in most countries that previously formed the East bloc. Today there is a market for continuing education. The staff of the institutions requires professional qualifications and continuous improvement. At the same time some countries have already implemented legislations concerning continuing education, others are working on it. The survey will be distributed among all the identified institutions. The research can be practically helpful in two ways. At the level of every college or university, the survey evaluation can lead to focusing on their current condition in terms of other institutions’ experience in the region, thanks to such situation an outside inspiration and implementation of educational processes and changes will be possible. On the other hand, similarities, common features, differences should be described and the university studies compared. This comparison perspective will enable to introduce possible exchange and cooperation between the institutions in terms of programmes, good practice, professional staff

³⁶ See www.die-bonn.de

³⁷ An overview of German organisations active in this field is provided by the Development Information Centre of “Capacity Building International (InWEnt)” - former DSE and CDG: www.dse.de/zd/zd-e.htm

³⁸ See www.inwent.org

etc, and finally work out mutual media and materials. The IIZ/DVV expects that the research will influence positively future cooperation in the area of adult education between:

- higher education institutions on national level,
- higher education institutions on regional level,
- higher education institutions and other partners active in the adult education area in the particular countries.

Recently a couple of EU-financed projects explicitly focussing on questions of intercultural and interreligious dialogue have been launched: “Tolerance and Understanding Our Muslim Neighbours (TUM)” and “Network Intercultural Learning in Europe (NILE)”. Their aim is to create innovative ideas which multipliers and networks may implement within adult education settings and as a starting point for the “mainstreaming” of intercultural learning in the overall context of lifelong learning in Europe. Additionally, through the “Future of Europe” project, IIZ/DVV provides trainers and participants of the German VHS with the opportunity of actively engaging in the new challenges triggered off by the EU-enlargement through diverse learning processes.

In the field of global learning the IIZ/DVV has developed several materials for adult education which are meant to be used in the work of the VHS. About 50 textbooks have been published so far in the series “Globales Lernen in der Volkshochschule” (Global Learning in the VHS).³⁹ In promoting development education and global learning in the VHS the IIZ/DVV is guided by the following principles:

- Development education should give a realistic and balanced picture of life in developing countries and countries in transition. It should clearly distance itself from disaster stories and romantic descriptions of the unfamiliar, encouraging instead an objective and balanced treatment of the issue of development which aims at a relationship of partnership in “One World”.
- Development education should reveal the interconnections between industrialised and developing countries. It should make clear that sustainable and equitable development is the common basis for the future of the world in which we live.
- As well as enhancing the ability to judge objectively, development education should show ways in which citizens can demonstrate their commitment through practical action.

Global learning is an important subject in the German approach to the upcoming **UN Decade of Education for Sustainable Development (ESD) (2005-2014)**. Along with environmental education and social, cultural and economical aspects, the global learning agenda is a constituent part of the ESD concept. In its resolution from 10 July 2003 the 63rd General Assembly of the German Commission for UNESCO has demanded to implement ESD in all fields of education and to strengthen education initiatives for sustainable development, including adult education.

In the framework of the UNESCO Education Server Programme, “**D@dalos**” is a Sarajevo-based Bosnian non-governmental organisation (NGO), with representatives abroad in Albania, Croatia, Kosova/o, Montenegro and Serbia. All its activities are coordinated from Sarajevo under a management team of five people, with the expert back-up of 5 country coordinators, 5 translators and readers, 6 trainers and 2 webmasters. D@dalos aims to contribute to the building of a culture of peace, democracy and active citizenship through “Education for Democratic Citizenship” in BiH and other countries of South Eastern Europe (SEE). In the Education Server Programme, D@dalos cooperates closely with UNESCO and

³⁹ See www.iiz-dvv.de

the Stuttgart-based German association AGORA (Gesellschaft fuer Wissensvermittlung ueber neue Medien und politische Bildung), pioneers in the fields of e-learning and civic education via Internet and CD-ROM. AGORA was founded by political scientists and is linked with the University of Tübingen.⁴⁰

Chapter 8: Future Actions and Concrete Targets for 2009

Future actions planned and concrete targets for 2009. In 2009 the 6th international Conference on Adult Learning is to be held; indicate to what extent your targets coincide with EFA targets and how Millennium Development Goals and other international targets are aimed at and met through adult learning.

In 2001 the DIE carried out a collective consultation of NGOs on the **EU Memorandum on Lifelong Learning**.⁴¹ 32 NGOs took part in the consideration which lead to the identification of some **crucial fields of action** that will play an important role in adult education:

- Quality assurance in adult education should be used as a flexible and process-oriented tool.
- The strong concentration on certificates acquired in formal education is criticised.
- Counselling and motivation especially in the field of ICT training and computer literacy is demanded.
- The dialogue and cooperation between the education sectors in Germany has to be intensified, especially between adult education institutions and the providers of formal education.
- Creating an environment that is conducive to learning is especially required for disadvantaged groups as a prerequisite for equal opportunities.
- The demographic change in Germany affords the development of new learning offers for the older generation and for the dialogue between generations.
- International cooperation and intercultural education have to be intensified.

Disadvantaged groups (migrants, people with no or lower qualifications, long-term unemployed, people in unskilled jobs) are still to a great extent excluded from adult education in Germany. On the occasion of the 50th general meeting of the DVV in June 2002 the German education expert Klaus Klemm demanded to correct these **structural inequalities** in adult education in Germany: after PISA it is time for a change in adult education.⁴² The DVV pointed out that strong linkages between the education sectors have to be established. Continuing education must be recognised as an integral part of the German education system, and second chance courses for migrants and disadvantaged young adults must be intensified to reach „lifelong learning for all“.⁴³

⁴⁰ See www.dadalos.org

⁴¹ DIE, Bericht zur Konsultation von Nichtregierungsorganisationen zum EU-Memorandum über lebenslanges Lernen, 2001.

⁴² Klemm, Klaus, „Nach PISA: Die Stunde der Weiterbildung?“, DVV, 2002, p. 15.

⁴³ DVV, 50. Mitgliederversammlung des DVV, 2002, p. 51.

The economic crisis and considerably high unemployment rates have led to an increased attention to economic aspects in the lifelong learning concept. Attention has to be paid to the further development as it is possible that aspects in lifelong learning such as democratic and active citizenship, intercultural understanding, solidarity, tolerance, aspects of sustainable development are being left behind.

According to the BMBF the **further development of lifelong learning** in Germany focuses on the following points:⁴⁴

- Networking and cooperation at all levels
- Increasing individual responsibility and self-direction by learners
- Improving the user orientation of programmes
- Promoting equal opportunities
- Implementing future goals in education and training
- Introducing and implementing a new culture of teaching and learning
- Enhancing transparency and counselling services
- Quality development and quality assurance, also in international competition.

As indicated in Chapter 1, Germany intends to give increasing support and recognition to **non-formal and informal learning** in the future. Non-formal learning and quality assurance are now regarded as complementary instruments of a long-term education reform.⁴⁵

Currently the German education system still focuses on certificates. Therefore, non-formal and informal learning in the past have not been as important as in other states. Skilled workers without the necessary certificates still have difficulties to find a job. Those who were left behind in the formal school system have difficulties to close the gap later through continuing education, as the low participation rates among migrants and people of lower occupational status have illustrated. On the occasion of the 11th German Adult Education Conference in November 2001 Johannes Rau, President of the Federal Republic of Germany, pointed out:

“The strict divisions between educational institutions are a general problem. They are particularly harmful in continuing education. In the final analysis, it is vital to continuing education that everyone should have access to it at all times, and should be able to swap from one sort of provision to another and to join and leave at any moment, depending on what suits each person best. It is vital to continuing education that all social needs and interests should be catered for and that widely varying requirements and demands should be taken into account. This high degree of flexibility can only be achieved if all who can contribute to continuing education work together and build networks that are both flexible and strong.”⁴⁶

In 2009 at the CONFINTEA VI conference we expect to have substantial results of this new approach to education in the lifelong learning concept.

⁴⁴ BMBF paper, p. 2.

⁴⁵ BMBF paper, p. 3.

⁴⁶ Rau, Johannes, Inaugural Address of the 11th German Adult Education Conference, in: Adult Education and Development, 58/2002, p. 99.

List of abbreviations:

BMBF	Federal Ministry of Education and Research
BIBB	Federal Institute for Vocational Education
BLK	Bund-Laender Commission for Educational Planning and Research Promotion (BLK)
DIE	German Institute for Adult Education
DUK	German Commission for UNESCO
DVV	German Adult Education Association
KMK	Standing Conference of the Ministers of Education and Cultural Affairs of the Laender
VHS	community adult education centres

ANNEX:

- statistics on Continuing Education (1 page)
 - statistics on Adult Education Centres (1 page)
- (source: BMBF, Basic and Structural Data 2001/2002)

Continuing Education**Participants in Continuing Education Courses¹⁾ according to Purpose of Education and Subject Taught**

Purpose/ Subject	In Per Cent of Population Aged 19 to under 65							
	1979	1982	1985	1988	1991	1994	1997	2000
	Territory A				Germany			
Continuing Vocational Education	10	12	12	18	21	24	30	29
Retraining	1	1	1	1	2	2	2	2
Occupational Promotion	2	2	2	3	3	4	3	3
In-firm Training for a Job	3	4	3	4	4	5	6	6
Adaption to New Occupational Tasks	-	-	-	8	10	7	12	11
Other Purpose	6	8	8	9	8	9	9	10
Continuing General and Political Education	16	21	18	22	22	26	31	26
Health	3	3	2	4	3	5	5	3
Law	2	2	2	2	3	3	3	2
Domestic Science	1	0	0	1	0	0	0	0
Child Care	1	1	1	1	1	2	2	1
Personal Problems	1	1	1	1	1	1	1	1
Languages	3	4	4	7	5	5	8	5
Practical Knowledge	3	3	2	2	2	3	3	2
Science and Technology	2	1	2	1	1	2	2	1
Leisure Pursuits	2	3	3	2	3	3	3	2
Literature, Art, Religion, History, Geography	2	2	1	3	2	3	2	1
Environmental Protection/Ecology ²⁾	-	-	-	-	2	2	2	1
Sports	3	4	4	4	2	3	3	1
Civics	2	2	2	1	1	1	1	1
Multicultural Matters	-	-	-	-	-	1	0	0
Astrology, Esoteric Matters ³⁾	-	-	-	-	-	0	0	0
Computer, EDP, Internet ⁴⁾	-	-	-	-	-	0	0	7
Other Purpose	3	5	5	3	2	2	3	2
Total Percentage	23	29	25	35	37	42	48	43

1) Under the individual subjects (e.g. "health and health-conscious life-styles") each participant has been counted only once irrespective of the number of courses he or she took in that subject. As participants may have taken courses in different subjects, the aggregate of the individual percentages may exceed the sub-totals given for the categories showing the purpose of their continuing education (e. g. continuing general education) and the total percentage.

2) Separate figures first collected in 1991; up to then included in "Other Purpose".

3) Separate figures first collected in 1994; up to then included in "Other Purpose".

4) Separate figures first collected in 2000; up to then included in "Other Purpose".

Source: BMBF, Berichtssystem Weiterbildung (Federal Ministry of Education and Research; A Reporting System of Continuing Education, a representative survey of some 4,000 to 8,000 persons).

Continuing Education**Adult Education Centres (Volkshochschulen) according to Number of Institutions, Staff and Students**

Year	Adult Education Centres						
	Institutions ¹⁾	Courses	Enrollment	Individual Events ²⁾		Staff ³⁾	
				Total	Students	Total	of which Teachers
Number	Number	Thousands	Number	Thousands	Number	Number	
Territory A							
1965	5870	77837	1695,7	66000	5086,7	28100	13500
1970	5237	109881	2227,3	60849	3736,3	41700	21100
1975	4289	195546	3761,0	64766	3748,0	71704	38067
1980	4817	301444	4633,0	68091	3411,7	118007	50260
1981	4906	308380	4676,8	69517	3668,0	117768	47954
1982	5050	303215	4551,9	67704	3278,2	118244	29841
1983	4919	311427	4606,6	67829	3227,5	117644	27407
1984	4834	327167	4773,5	72106	3521,2	122269	34207
1985	4801	334993	4826,3	74364	3365,7	126947	35537
1986	4683	360463	5184,3	73436	3424,4	134115	36234
1987	4762	377877	5336,9	78072	3474,2	143376	39866
1988	4910	398792	5568,0	87059	3468,9	148785	38119
1989	4805	409975	5595,7	80671	3308,5	157117	39335
1990	4837	415973	5581,3	81238	3177,7	158246	38222
1991 ⁴⁾	4884	427657	5680,7	78114	3044,8	165891	36201
1992 ⁴⁾	4801	441443	5893,1	76575	2911,7	171987	34337
1993 ⁴⁾	4613	456243	6023,4	73975	2759,8	175236	35047
1994 ⁴⁾	4560	458861	5966,9	72762	2678,7	174724	33830
1995 ⁴⁾	4498	467460	5993,5	74452	2615,4	175754	32480
Territory B							
1991 ⁵⁾	416	21483	279,2	1281	28,1	9905	5498
1992 ⁵⁾	474	25514	333,1	2005	40,6	12026	6082
1993 ⁵⁾	482	26302	373,6	2284	52,0	13465	6429
1994 ⁵⁾	481	30139	404,0	4240	83,4	14226	5943
1995 ⁵⁾	464	33044	415,9	4520	98,1	14912	6340
Germany							
1991	5300	449140	5959,9	79395	3072,9	175796	41699
1992	5275	466957	6226,6	78580	2952,3	184013	40419
1993	5095	482545	6397,0	76259	2811,9	188701	41476
1994	5041	489000	6370,9	77002	2762,1	188950	39772
1995	4962	500504	6409,4	78972	2713,5	190666	38820
1996	5110	511099	6436,2	78525	2663,2	193257	37731
1997	4845	516509	6377,8	77101	2552,2	189430	37198
1998	4606	528854	6594,3	79663	2565,1	198128	35925
1999	4631	538691	6629,2	77608	2453,4	201179	34238
2000	4535	557871	6835,5	76844	2381,0	203930	33385

1) Including external departments

2) Including lecture series

3) Not including persons giving individual lectures

4) Including Berlin-East

5) Not including Berlin-East

Source: Deutscher Volkshochschulverband (German Adult Education Centres Association)