

CONFINTEA V Mid-Term Review 2003

**Six Years After CONFINTEA V:
Status and Future Prospects of Adult Learning**



UNESCO Institute for Education
2003

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Draft Synthesis of Review Reports

UNESCO Institute for Education

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List of Acronyms

ABET	Adult Basic Education and Training Sector; Adult Education and Training
ALECSO	Arab League Educational, Cultural and Scientific Organization
AMAP	Association for Small Farmers
ANAFSA	National Association for Literacy and Adult Education
BNLP	Botswana National Literacy Programme
BOCODOL	Botswana College of Distance and Open Learning
CCE	Centre for Continuing Education
CEDEFOP	European Centre for the Development of Vocational Training
CIDA	Canadian International Development Agency
CLC	Community Learning Centre
CONEVyT	National Council for Life and Work (Mexico)
CSO	Civil Society Organisation
DIE	German Adult Education Institute
DNFE	Department of Non-Formal Education
DoE	National Department of Education
ECD	Early Childhood Development
EFA	Education for All
EU	European Union
FET	Further Education and Training
FMC	Federation for Cuban Women
GALAE	General Authority on Literacy and Adult Education
GET	General Education and Training
HE	Higher Education
IALS	International Adult Literacy Survey
ICAE	International Council for Adult Education
ICTs	Information and Communication Technologies
INEDA	National Institute of Adult Education
INGOs	International Non-Governmental Organisations
IZZ/DDV	Institute for International Cooperation of the German Adult Education Association
MDG	Millennium Development Goals
MOEHRD	Ministry of Education and Human Resources Development
NFE	Non-Formal Education
NGO	Non-Governmental Organisations
NOLNET	Namibian Open Learning Network Trust
NORAD	Norwegian Agency for Development Cooperation
NPI	National Productivity Institute
NQF	National Qualification Framework
OECD	Organisation for Economic Co-operation and Development
PAEBANIC	Programa de Alfabetización y Educación Básica de Jóvenes y Adultos de la República de Nicaragua
PAS	Solidarity Literacy Programme
SAQA	South African Qualifications Authority
SEBENTA	National Institute (Swaziland)

SEEA	Special Secretariat for the Eradication of Illiteracy
SESA	State Educational Support for Adults
SIDA	Swedish International Development Cooperation Agency
UIE	UNESCO Institute for Education
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	US Agency for International Development
VHS	Community Adult-Education Centres
VOX	Norwegian Institute for Adult Education

ABOUT THIS DOCUMENT

This is a synoptic document on the development of adult education since 1997. It is based on the review and analysis of reports that were prepared by the National Commissions for UNESCO at the request of the UNESCO Institute for Education in Hamburg (UIE) and on studies that were prepared by consultants commissioned by UIE. Fifty such reports and studies were received by UIE. It is neither possible nor desirable to provide descriptive details of what every country has done. The main idea is to look for common or specific patterns and trends and to illustrate them by referring to and mentioning countries typifying such developments, policies or patterns of actions structures, etc. that deserve to be taken note of.

The document is prepared for participants in an international Mid-term review conference organised by UIE in Bangkok, Thailand from 6 to 11 September 2003. It summarises the significant trends and developments apparent from the analysis of the reports and the studies. The document will be complemented by an analysis of the activities of the NGOs stemming from two converging streams. The first is a review carried out in 18 countries by the International Council for Adult education (ICAE) and the second a set of regional reviews undertaken in all developing regions by the UNESCO NGO Collective Consultation backed by their regional networks.

The present document reflects the status of the reports submitted so far. More country reviews are expected and the document will be adjusted accordingly. Furthermore, additional issues raised and data provided during the discussion in the framework of the CONFINTEA Mid-term review will also be recorded and added to this review. Ultimately, this will be used as a benchmark or baseline for future monitoring and courses of action.

1. STRUCTURES AND INSTITUTIONAL FRAMEWORKS

A. Organization and Management

The pattern of any educational structure is normally shaped by the philosophy, the policy and the objectives of the programme that has to be delivered in a particular socio-economic situation. In that respect adult education is no exception.

The analysis of the reports that have been received by UIE clearly indicate that while many of the structures analysed have some elements in common such as linkages with the formal education system, particularly with basic education, many of the structures have their own particular features.

Some of the structures are accompanied by committees or boards responsible for co-ordination. Some of these committees combine the responsibility for the CONFINETA V follow-up actions with those related to EFA follow-up actions.

The issue of centralization/decentralization has remained an important issue in all structures. Some of the substructures included public libraries, museums and various associations.

A striking fact in all the reports relates to the increase in the number of NGOs that have been active in supporting adult-education programmes.

To give the reader an overview of the situation as expressed in the reports that have been received by UIE, we summarise below some of the salient information.

In SWEDEN, the structure of adult education is actually a sub-structure of the National Ministry of Education, which is responsible for central decisions of a national character, granting the local authorities the right to take decisions related to local issues.

An important part of this structure is the newly established Centre for Flexible Learning (2002). Flexible learning, an important feature of the Swedish system, was described by the report as a system that has no "dead-ends".

Two other important parts of the structure are the National Agency of Advance Vocational Education and the National Centre for Lifelong Learning. Both were established in 2001 to support lifelong learning, the central concept around which the Swedish system of education is built. A significant development since 1997 is the decision by the government "to promote better co-operation and division of labour between actors at the local level". The local demand for learning is met largely through local learning centres. In addition to special centres of learning, the structure is supported by a network of folk high schools and an informal network of "study circles".

SOUTH AFRICA, NIGERIA and SWITZERLAND share with SWEDEN the idea of decentralizing of activities with some variations. In SOUTH AFRICA the national responsibility for adult education is given to the Ministry of Education, whose structures include the Adult Basic Education and Training Sector (ABET) which comprises (in 2000) some 2,318 centres. These provided learning for 439,185 learners.

An interesting feature of the education system in SOUTH AFRICA which benefits adult as well as formal education is the National Qualification Framework (NQF) of 1995, which is still in force and which provides "a seamless education system for South Africans". The NQF brings together education and training as well as skills development. It encompasses Early Childhood Development (ECD), General Education and Training (GET), Adult Education and Training (ABET), Further Education and Training (FET) and Higher Education (HE). It is a feature of a progressive system, as it provides for flexibility of delivery, portability of credentials and recognition of prior learning. The South African Qualifications Authority (SAQA) establishes standards, quality assurance systems and management information systems to support the NQF.

In addition to the provision of the Ministry of Education, formal learning programmes for adults are provided by various state departments, non-governmental organizations (providing roughly 10%) and commerce and industry who are, overall, the largest provider of ABET.

Another important feature of the structure in SOUTH AFRICA is illustrated by library services funded at a provincial level and engaged in serving the needs of local communities, including the provision of literacy classes, "writing workshops", and skills training.

At a higher level, the structure is supported by the participation of most higher education institutions, which are running a variety of short courses aimed at renewal of qualifications and up-dating of knowledge for graduates and for practicing professionals such as medical staff. Most universities also run winter/summer school programmes. An example of this is the Centre for Extra-Mural studies at the University of Cape Town. The same university provides "second-chance" access to non-traditional students, i.e., working people over the age of 35.

NIGERIA, with its federal system for a large and highly populated country, has a structure similar to that of SOUTH AFRICA. The structure, according to the report on NIGERIA, reflects the post-1997 areas of concern for the government. It also reflects the new atmosphere of freedom, democracy and responsible citizenship.

The structure is part of the Ministry of Education, which decides on national policy direction and decentralizes activities to the different states of the Federation and local government. The main components of the structure are: adult literacy, continuing education of university learning programmes, the open learning system, university short-term summer courses, and external degree programmes.

The federal, state and local governments of NIGERIA have established adult learning Institutions of diverse magnitude, shapes and orientation that provide increasing access and opportunities for adults to learn throughout life. Examples at the federal level include: The National Commission for Mass Education, the National Teachers' Institute, Lagos Administrative Staff College of NIGERIA etc.

According to the Report on NIGERIA, "Adult Education is a collective venture between the government and the stakeholders. Every collaborator has clearly defined roles". NGOs and CSOs and inter-governmental organizers and donor agencies provide significant logistic support to the structure.

In SWITZERLAND the "FORUM on Adult Education", with representatives from different ministries, NGOs and the private sector, was founded in the year 2000 as a flexible structure for adult education. A new law passed in 2002 (becoming effective in 2004) will regulate, among other things, vocational continuing education. The FORUM represents the national co-ordinating body for SWITZERLAND, and the responsibility for managing adult education is given to the cantons. This has always been the case regarding the activities of the education system. There is no national policy on adult education in SWITZERLAND. The overall co-ordination of adult-education activities as well as the activities of other types of education are carried out by the Council of Ministries.

In DENMARK, as a consequence of a change of government in November 2001, all educational matters were unified under the Ministry of Education. Prior to that date and since 2000 the two main ministries responsible for adult education were Education and Labour. The structure provides for the involvement of social partners. DENMARK has a long tradition of involving social partners in the organization of adult vocational education and training programmes. An important part of the structure is the interministerial Adult Education Council established in 2001. The task of the Council is to act in advisory capacity to the Minister of Education, the Minister of Labour and the Ministry of Trade and Industry in matters concerning needs in the field of Adult Education and Continuing Training. Another important part of the structure is the Labour Market Institution for Financing Education and Training, also established in 2001. There is in addition the Training Council for adult vocational training, which is another important part

of the structure. In terms of learning institutions, the folk high schools network continues to provide learning for adults.

In CUBA adult education represents a subsector in the National Ministry of Education. It is supported by a network of about 946 learning centres in different parts of the country. The government works in partnership with political organizations and other social partners. Among the most prominent NGOs are two: the Federation for Cuban Women (FMC) and the Association for Small Farmers (AMAP).

In BRAZIL the Ministry of Education announced in January 2003 that literacy training of young people and adults would be a priority of the new administration. A new office was created, named the "Special Secretariat for the Eradication of Illiteracy (SEEA), with the goal of eradicating illiteracy within four years. SEEA launched the "Brazil Literate" Programme by means of which the Ministry of Education will financially contribute to state and municipal agencies, institutions of higher learning, and non-profit organisations that develop literacy-training activities.

In MEXICO the National Council for Life and Work (CONEVyT) was created with the intention of supporting and coordinating activities offered by different organizations, promoting the implementation of new programmes, and defining the national policy in the area of education for life and work with a focus on increased participation and better use of ICTs.

In ZAMBIA there are 238 centers where officers and volunteer instructors are responsible for the organization and teaching of literacy classes with 19,282 participants and 456 instructors.

In PANAMA 47 Adult Education Centers – with 1,031 facilitators, for adult basic and secondary education – have been created since 1999. There are 400 additional literacy facilitators in Panama.

In LATVIA, according to the amendments of the Education Law in 1995, adult education is the responsibility of district municipality. Almost every district municipality has its Adult Education Centre. At the moment there is no specific division in the Ministry of Education and Science responsible for the development of adult education. There are 171 adult education institutes listed in the Register of Education Institutions (www.liis.lv), of which 6 are state-owned, 13 belong to local government, 150 are private and 2 are private with state investment. 91% are registered in Riga.

In MACEDONIA there has been a decrease of institutions for elementary education due to negative conditions in the Macedonian economy. District units in the critical areas affected by the war are not working and there is no legal regulation for the education of adults. From 1997, a Project of the Institute for International Cooperation of the German union of public universities, Skopje (IZZ/DDV/Pb) took place in the Workers' universities. The professional and pedagogical improvement of teachers and trainers is organized and carried out by the Bureau for Development of Education in cooperation with teacher's faculties and other college education institutions.

In the SEYCHELLES the National Literacy Programme is financed by the government and is offered free of charge to ensure basic education for all adults and out-of-school youths. The Ministry of Education and Youth through the adult-learning and distance-learning system coordinates the programme. The course is currently being run in 22 districts and the average participant/instructor ratio is 5:1. The average number of instructors per district is 2, including a literacy coordinator for the district. The Seychelles has no university because the population (81,177 persons) is too small to supply viable course intakes. However, the Seychelles Polytechnic has started a Twinning Programme with Manchester University.

In BOTSWANA the state remains the largest single provider of adult basic education, extension and continuing education and is carrying out an extensive evaluation of the Botswana National Literacy Programme (BNLP) of the Department of Non-Formal Education (DNFE). The Centre for Continuing Education (CCE) and the Botswana College of Distance- and Open

Learning (BOCODOL) providing education by distance mode, are the lead agencies in the promotion of Continuing Education.

In NIGER, a bill on the orientation of the National Education System adopted in June 1998 states that the structure of non-formal education consists of:

- (a) Literacy and adult education centres
- (b) Training centres for community development, and
- (c) Quranic schools.

Between 1998-2001 six decentralized services were created to link with all concerned administrative sectors. A General Directorate of Non-formal Education and three National Directorates were created in the Ministry of Basic Education. NGOs, particularly women's groups, are an effective network for delivery of adult education aimed at empowering women and girls.

In NEW ZEALAND, according to the report, "Adult and Community Education has, until recently, lacked an overarching policy framework and stable funding systems. Government sought advice from a sector-based working party in 2000 and their report has since informed work on improving ACE policy." Adult and community education is part of the structure of the education system.

In GERMANY continuing education is an independent sector, regulated by the government to a lesser degree than other areas of education. The activities of the federal government are restricted to laying down principles and to issuing regulations related to organization and financing. All state legislations include regulations which recognise the freedom of the institution in the preparation of curriculum and independence in staff selection.

The German continuing-education sector is characterized by a great variety of mainly non-state actors. Examples are:

- The Concerted Action in Continuing Education
- The Community Adult-Education Centres (Volkshochschulen – VHS)
- The Adult Education Association
- The German Institute for Adult Education
- The Federal Institute for Vocational Training

The list of partnership in Continuing Education in Germany is long. Suffice it to mention a few partners:

- Companies provide further vocational training
- Institutes for further training concentrate on vocational retraining, acquisition and expansion of vocational qualifications, computer training and foreign language instruction
- Churches focus on areas such as family, health etc.
- Chambers of commerce and industry provide vocational training
- Institutions of higher education offer academic, scientific and specialized further education
- Unions concentrate primarily on enabling members to participate actively in political life.

The federal government, the states and social partners agreed to special measures for the recognition of skills acquired outside formal education and to their inclusion in the formal education process.

In MALI, a law adopted by the government in 1999 provided the legal basis for a Decade for the Development of Education which started in 2000. The structure of basic education includes: elementary schools, the Centres for Functional Literacy and the Centres for Development. The system is decentralized to the regions where the structures are linked to all aspects of development with the participation of the local communities. Adult education, being part of the system of education, benefits from other national and regional structures related to training of

education personnel, and the National Language Institute. The NGOs are active partners in MALI, particularly those involved in education for women.

In IVORY COAST, the National Literacy Committee was created in April 1998 for coordination of Literacy Activities. In 1999 the National Literacy Support Fund was created. A number of substructures were also created to deal with specific areas of concern such as the programme for enhancing the empowerment of women.

CAMEROON's approach to building up structures for adult education led to the development of a framework for non-formal basic education which was the outcome of a National Workshop in 1997 attended by all key actors, including NGOs. The framework was revised in 2000. A substructure for local language communities has been created to ensure literacy provision in the two official national languages.

In the UNION OF MYANMAR, adult education is part of the structure of the Ministry of Education, which is the main sponsor of education and training. Non-formal education is the responsibility of the National Research Bureau, within the Ministry of Education, supported by village and township committees and networks of community learning centres and a literacy resource centre established in 2000 to serve EFA and NFE.

The government sees non-formal education within the broader concept of lifelong learning, which it has adopted as a policy to enable the country to achieve its long-term goal "to create an education system that will lead to a learning society capable of facing the challenges of the knowledge age".

In EGYPT, the General Authority on Literacy and Adult Education, a substructure of the Ministry of Education (GALAE), constitutes the main National Framework for Adult Education. The GALAE enjoys a wide scope of autonomy in carrying out its mission. The structure includes units of adult education attached to the Departments of Education in all the provinces. Other Ministries such as Labour, Health, Agriculture and Culture as well as National Television and Radio are important partners, and so are NGOs which play a significant role particularly in the empowerment of women and disadvantaged groups.

In ANGOLA, too, adult education is a subsector of the Ministry of Education. The National Institute of Adult Education (INEDA), created in 2000, is, according to the Report, "the only important public structure of the national policy on adult education". Adult education substructures are established in 18 provinces as well as in the 163 municipalities and 532 localities in conformity with the political-administrative structure of the country.

In SWAZILAND the National Institute (SEBENTA), a parastatal body, constitutes the main structure for adult education. It operates through a network of provincial centres all over the country. Although it is a semi-autonomous institution, its activities reflect the national programme for adult education as decided by the Ministry of Education. The Institute has since 1998 been reorganized and is now better equipped to play a more prominent role in the development of adult and non-formal education.

In the DEMOCRATIC REPUBLIC OF CONGO, about 112 organisations were engaged in educational activities.

In MADAGASCAR, several organisations such as the Bureau for Co-ordination of Social Activities, the Civil Society Group for Citizenship Education and the Diocesan Directorate of Catholic Education implement educational programmes.

In PORTUGAL, the work of ANEFA aimed, under the leadership of the ministries of Education and Work, at the promotion of vocational education, employment and lifelong learning. Through ANEFA the foundation of Centres for Recognition, Validation and Certification of Competences (RVCC) was encouraged.

In SENEGAL, the National Association for Literacy and Adult Education (ANAFSA) is promoting education for democracy, peace and citizenship as well as conditions and quality of adult education.

PANAMA is committed to the EFA framework and the Dakar Plan for Action. The National Commission is designing a new National Literacy Plan, using the ABCDespañol and other relevant teaching methods.

In ZAMBIA policy is being worked out with guidance of the Zambia National Commission for UNESCO.

KOREA has upgraded the status of the former Ministry of Education to the Ministry of Education and Human Resources Development (MOEHRD) and proposed an overall blueprint for human resources development through education. One of its efforts was that the basic framework of education policy has been extended from the past focus on school education to the realm of lifelong education, based on the Lifelong Education Law promulgated in 1999 and the Comprehensive Plan to Promote Lifelong Learning established in 2001. Those directions are attuned to the dominant trends developed and implemented by UNESCO, OECD, EU, G8 and leading countries of the knowledge-based economy such as Finland, Germany, Singapore, U.K. and the U.S. which view the twenty-first century as the age of the knowledge society and lifelong learning.

In OMAN as the first follow-up action to CONFINTEA V, the Minister of Education issued a decree in 1998 by which a National Committee for the eradication of illiteracy was established. Its membership included senior officials representing various ministries as well as the private sector. The main task of the Committee was to reduce the illiteracy rate by 50% by the year 2010.

The other important action was the establishment of a department for adult education within the Division of Literacy and Special Education (2002/2003).

A. Policy and Financing

B.1. Policy

The commitments made by Member States to the *Hamburg Declaration* and the *Agenda for the Future* assume – inter alia – that a new policy direction for adult education by all Member States of UNESCO will be an urgent priority.

The analysis of the reports received by UIE shows fewer signs of change. Perhaps the period of 5 years since CONFINTEA V is too short for any policy changes to take place.

However, the reports give some indication of some general trends that have occurred. These trends should be seen in the context of the rapid changes that have taken place in the world and their impact on the political and the socio-economic situation in the world in general and in the developing countries in particular. Education policy (including adult education) is directly influenced by the national policies for development, including the setting of objectives and priorities and the provision of resources (financial and human) to do the job.

The first trend is the clear difference in approach to and in priorities in adult education between industrialised countries and the developing countries. For the former the policy preoccupation is actually the operationalization of lifelong learning and the perfection of the necessary tools for developing the knowledge society. In that respect the use of information and communication technologies in education and the training of the labour force for meeting the challenges of the changing labour market are amongst the highest priorities. Coupled with these is the problem of functional illiteracy and the education and training of marginalized groups and immigrants.

For developing countries the policy preoccupation is still basic education for all, with all its concomitants, chief among which is literacy for children, youth and adults; the education of women; and the search for equality and equity in educational systems that have been overbur-

dened by lack of quantitative and qualitative capacities. To be less pessimistic it is necessary that while acknowledging the fact that the gap between the North and the South is today much wider than it was during the time CONFINTEA V was held (1997), there are signs that countries on both sides of the divide have common concerns with regard to education and its role in contributing to sustainable development. The Dakar Framework and the Millenium Development Goals (MDG) are examples of common concerns and an indication of the determination of all countries to work together.

A second trend is the accentuation of the policy of decentralization illustrated by industrialized countries particularly the Nordic countries, SWITZERLAND and GERMANY. However, among the developing countries, SOUTH AFRICA, NIGERIA and MYANMAR represent the same trend but with less flexibility at the centre particularly with regard to national policy issues.

A third trend is the growing policy on partnership between government and social partners including NGOs, CSOs, and the private sector. DENMARK has an interministerial council for advising the Minister on Adult Education. The difference between the industrialized countries and the developing countries lies in the fact that the social partners in the developing countries, particularly the NGOs, are rarely involved in policy-making, while in most industrialized countries the social partners have more influence on policy issues. The exception in the developing countries is SOUTH AFRICA, where commerce is the largest provider of adult- education training.

A fourth trend in policy is the recognition of qualifications acquired outside the formal system of education and training. The best examples are DENMARK, GERMANY, SWEDEN and NORWAY in the North and SOUTH AFRICA in the South.

Other policy issues expressed by one or more countries include

- Legislation in favour of special groups such as the disabled, prison inmates, foreign workers, youth and school drop-outs.
- The broad interest that many countries have shown in using ICTs in adult education, particularly for distance learning and for home studies.

Among other trends in policy direction is the priority given to the empowerment of women. This was raised in nearly all the reports received by UIE and in most cases it was linked to CONFINTEA V, the EFA goals and the MDGs. There has been a change of policy to give increasing support to women in nearly all of the developing countries that have sent in reports to UIE.

Another trend that appears more in industrialized countries than in developing countries is the attempt to integrate lifelong learning as a concept in educational planning. Among developing countries reporting to UIE, examples of countries that are making a serious effort in this domain are BOTSWANA, BRAZIL, CHILE, MYANMAR, NAMIBIA and SOUTH AFRICA.

A trend which is illustrated by GERMANY and SWITZERLAND is the fact that government has no stated policy on adult education. Policy is left to the individual states in GERMANY and to the Cantons in SWITZERLAND.

B.2. Financing - Increasing Investment in Adult Education

Adult education has historically suffered from inadequate financing in all countries of the world. The situation today is not much different, with the exception of one or two countries in Europe.

Few reports have given statistics on the financing of adult education (MYANMAR, MALI, GERMANY, SENEGAL and EGYPT are examples).

The reports do confirm the well-known fact that both the pattern and the sources of financing adult education are so diverse that an accurate record of exactly what is being spent in each country is almost impossible to present.

A substantial part of the cost is absorbed by the voluntary contribution of time given on the part of volunteers in all countries.

Another difficulty is that adult learners in some countries participate in different activities supported by different institutions which do not keep separate records for adult learners. In SOUTH AFRICA adult learners can be found in general education as part of ABET, in further education at technical colleges as well as in most institutions of higher education. The example of SOUTH AFRICA is not unique.

It is important to bear in mind that talking about financing adult education means talking about a variety of items, many of which are shared by other levels of education and/or by other services. Some of those expenditure items include, in addition to teachers and books and study materials, a whole host of other things such as equipment, furniture, buildings, maintenance etc.

Two patterns of financing adult education emerge from the analysis of the different reports.

The first pattern is the involvement of the state (whether central or local authorities) in collaboration with the private sector. This is a pattern that cuts across all countries. But in the developing countries, governments have the major responsibility for education and training. However, different countries discharge this responsibility differently.

Examples include: SOUTH AFRICA, where the budget for Adult Basic Education and Training (ABET) is included in the budget for the National Department of Education (DoE). The DoE budget for the year 2000-2001 was R 7,482,413 (US\$ 1,021 million). The DoE spending on ABET was R 343 million (US\$ 47 million) in 2000-2001, compared to R 160 million (US\$ 22 million) in the year 1999-2000.

This money, according to the report, has been spent only on new initiatives and national programmes, because in SOUTH AFRICA general and further education are the responsibility of provincial governments and ABET is part of general education.

The total provincial budget spent on ABET shows a rise in percentage from 0.8% in 1999-2000 to 1.0% in 2002-2003.

In BRAZIL the financing model adopted by the Solidarity Literacy Programme (PAS) involves sharing monthly cost per student (approx. US\$ 10) between the federal government and companies able to select the municipality or municipalities to be supported. The Ministry of Education contributed 50% of the student cost, supplying teaching material and support for libraries as well as grants for teachers and students of the partner universities.

In 2003 nearly US\$ 82 million were allocated in the federal budget for agreements within the "Brazil Literate" programme through which the Ministry of Education will financially contribute to literacy programmes organized by different governmental and non-governmental organizations. The value of federal funding will be about US\$ 4.50 per student per month and US\$ 25 for training each instructor.

NIGERIA, according to the report, finances adult education from three sources: federal level, state level and local level. But it is difficult to quantify the amount of money spent on adult education annually. Nearly every ministry is involved in the provision of adult education.

The report claims that the percentage given by the federal government is always very small, and that in 2000, 2001 and 2002 it "witnessed a dramatic downward trend in the education sector".

ANGOLA has two parallel ways of financing adult education. During the last 6 years (1997-2003) the state general budget for adult education has increased: Literacy has received a budget of \$ 3,000,000, and the National Institute of Adult Education has received \$ 2,000,000 which represents about 15% of the budget of the Ministry of Education.

MALI increased the government contribution to non-formal education from CFA 219,564 000 (US\$ 360,000) in 1997 to CFA 221,474,000 (US\$ 363,000) in 2000.

In MADAGASCAR public investment amounts to 0,48%, with increasing tendency.

MYANMAR increased the government budget for adult education from

(KYATS) 12,074,400 (US\$ 1,874,000) in 1996-97 to 55,191,700 (US\$ 8,565,000) in 2002-2003.

In BOTSWANA the state continues to give a considerable share of the national income to education, but it has fallen short of the 6% of the GNP as advocated by UNESCO and other international agencies. The Department of Non-Formal Education gets 1,1% of the Ministry of Educations budget.

In KOREA, the budget allotted for lifelong learning and vocational education is about 1.1% (250.6 billion won, US\$ 212 million) of the total MOEHRD budget (22.2 trillion won, US 19,8 billion). Although the amount excludes the budget related to human resources development spent by the Ministry of Labor, the Ministry of Gender Equality and the Ministry of Information and Communication, it still falls short of providing policy service for lifelong learning to the entire Korean population.

The cost of training in SEYCHELLES, like in any small and remote society, is understandably high. Currently, instructors and coordinators are paid a monthly allowance of SR 1,000,000 and SR 130,000 respectively (one US dollar is equivalent to SR 5.50). Investment by the government in adult education and training is increasing.

NORWEGIAN and LATVIAN working life consists predominantly of small and medium-sized enterprises, which makes investment in on-the-job training difficult, causing these enterprises problems with maintaining the level of competence among both managers and employees. The Norwegian education budget is 6.8% of the gross domestic product (GDP). The average for the OECD countries was 4.9% in 1997.

In LATVIA the annual amount of the state budget devoted to adult education institutions has decreased by 14%, and the total funding (by all registered institutions) has decreased by 8% between 1999/2000 to 2000/2001, when a total of LVL 10629.4 thousand (US\$ 18,4 million) was provided by Latvian institutions. Further capital and knowledge were provided through projects supported by the EU, Finnish and Danish partners, the Nordic Folk Academy (Sweden), the British Council, the German Adult Education Institute (DIE), CEDEFOP, the Nordic Council of Ministers and other development partners.

The federal government in GERMANY concentrates on funding pilot programmes and usually does not provide funding on a regular basis. The federal government is also leading an initiative for funding lifelong learning. Contributions are sought from the federal government, the private sector as well as from the European Union. The Government also contributes to the funding of the folk high schools.

Activities in the individual states are financed from a variety of sources under the supervision of their government. A similar situation to GERMANY is that of SWITZERLAND, where the federal government partially supports some selected projects and the Cantons take responsibility for activities in the Cantons by involving different funding sources.

Reports from the Nordic countries (SWEDEN, FINLAND, and DENMARK) paint a more egalitarian picture of financing adult education.

In SWEDEN policy stipulates that every person wishing to take part in an educational activity has the right to do so at no personal financial cost. In other words, all state or state-subsidized education is free for all. Those over 20 years of age and not older than 50 wishing to participate in higher education are entitled to a grant and a loan to cover all expenses. Exceptions apply to those over 50 years of age if they wish to embark on vocational training in areas where there is a shortage of qualified labour.

The state and the municipalities are obliged to provide favourable conditions for lifelong learning for all.

Another feature of the Swedish system is the educational leave which is acquired by anyone who has been employed for at least six consecutive months or for a total of at least 12 months during the last two years preceding his/her application for leave.

It is important to recall that adult education in all its forms and levels is the responsibility of the municipalities. However, the private sector and the NGOs are social partners who contribute to the financing and the organization of adult education.

In DENMARK it has always been seen as a public responsibility to finance continuing and advanced education and training. According to a report by the Ministry of Education (2001), the expenditure for adult education in 1998 was DKK 7,5 billion (US 1,1 billion) for educational institutions and activities and DKK 6,2 billion (US\$ 910 million) for income-compensation payments to the participants a total of more than DKK 13 billion (US\$ 1,9 billion), almost twice the amount given out in 1993.

Public expenses for adult education are financed by the state and regional and local authorities. Both in the vocationally oriented open education and in non-formal education participants pay a substantial contribution of at least one-third of the expenses.

For primary and secondary education the state will finance the activities 100%.

As regards education/training up to the level of vocational education, the social partners are largely responsible for the allocation of the resources through the board of the Labour Market Institution for the Financing of Education and Training. The board makes recommendations to the Minister of Education concerning a number of matters of importance for the financing and organization of adult education and continuing training up to the level of vocational education. The board, however, has the authority to modify the nature of the training from vocational to general education/training.

As regards adult education at advanced levels, the financing of the State is supplemented by participants' fees.

Participants in continued and advanced training programmes are entitled to one of two kinds of subsidy from government public funds:

- State educational support for adults (SESA), or
- The special allowance paid to allow low-skilled workers under the Labour Market Institution for the Financing of Education and Training.

In FINLAND, the system resembles that in DENMARK in some ways. Adult vocational education and training includes self-motivated training, in-service training and non-vocational education. Self-motivated adult education is financed jointly by the education administration and by the learners. The Labour Market Administration finances labour market training, while the employers finance in-service training to which government contributes.

In the same way the central government and municipalities finance formal education, they have an obligation to finance adult education and training. In addition, voluntary funding provided by municipalities plays an important role in financing adult education centres.

The state budget also includes appropriations for supporting piloting and development in adult education and training, allocated on application. Each year some priorities are defined for that purpose. Discretionary subsidies have been granted to liberal adult-education institutions.

Part of the funds has been allocated for the development of information technology.

The second pattern of financing adult education relates to national and international cooperation. At the national level, the NGOs and CSOs play an important role in mobilizing funding for adult education and in sponsoring adult education programmes. On the international level, some of them have been successful in building partnerships with similar organizations from other countries, mainly from the industrialized countries. Examples of this can be found in countries such as EGYPT, SOUTH AFRICA, NIGERIA, NICARAGUA, and ANGOLA.

As far as international and regional cooperation is concerned, many developing countries report on cooperation with international organizations either part of the UN System such as UNESCO, UNICEF and the UNDP or independent bilateral donors. Some of the examples given in the reports include USAID, CIDA, SIDA, SAVE THE CHILDREN, NORAD, OECD and the DVV.

On the regional level, reference was made to cooperation between ALECSO and EGYPT and JORDAN and between PAEBANIC, an NGO representing Iberoamerican states and a number of agencies in Spain.

The pattern of international cooperation as reported by the countries who sent in Reports to UIE confirms that the same familiar pattern of cooperation which is one-way in the form of financial contribution or technical assistance from the countries of the North, international or regional organizations or NGOs towards countries of the South still persists.

Quite a number of these contributions, especially those given by bilateral donors, are short-term ventures that have little lasting impact on the development of adult education. Very few countries report long-term programmes of cooperation. South-South cooperation was not mentioned in any of the reports except in EGYPT and JORDAN in the context of cooperation with the Arab regional organization ALECSO.

A noteworthy trend relates to the fact that a number of the projects that donors have supported since 1997 fall within the framework of the CONFINTEA V Agenda for the Future and the DAKAR Framework for Action.

For the industrialized countries that have sent in reports to UIE, the only important reference that was made to cooperation was in the report on Germany, where the role of the German Adult Education Association was mentioned in connection with the financing of the German folk high schools. The second reference was made to the contribution of the European Union to the promotion of lifelong learning in Europe. However, the European Union and the OECD are working very closely with all their Member States in the areas of adult education, and lifelong education.

Finally, as mentioned at the beginning of this section on the financing of adult education, the question of inadequate financing has generated a plethora of problems for adult education, the most important of which are two: the problem of the quality of provision and the inability of the poorer countries to expand access.

Adult education in the developing countries is forced into a situation where it has to compete for funds with the formal system of education – an impossible battle which cannot be won. To do their best to improve a bad situation, the developing countries must look carefully into the long-term impact of adult education in the knowledge age. To that effect, more funds need to be generated nationally, more efficiency has to be applied in dispensing funds and better accountability has to be observed by measuring out-puts against in-puts.

2. INCREASING PARTICIPATION IN ADULT EDUCATION

Fewer countries were able to provide statistical data on the number of participants in adult education Programmes since 1997. The overall picture suggests that there has been an increase in nearly all countries for various reasons. Because of the lack of adequate statistical data, observations on this trend frequently involve estimates based mainly on the supply of educational services.

For NORWAY, the reasons behind the increase in participation is a growing recognition in the country that a competent workforce is critical to creating a knowledge society and ensuring competitiveness in a global economy. The working life is increasingly seen as a key area for learning. Employers acknowledge the value of training their employees and stimulating them to enhance their competence.

This is also the case in BOTSWANA, SEYCHELLES and KOREA, where a significant number of adults have been trained by their employers.

Employers would, ideally, like to see work and study combined with ICTs and other distance-education teaching and learning methods - this possibility is certainly becoming more realistic, and it may result in more provision for education and training in the future.

FINLAND, one of the few countries that have supplied some statistical data, reports that in 2000 54% of all adults (18-64 years of age) participated in adult education activities (49% of all males and 59% of all females as compared to the figures in 1995, which indicated that the rate was 43% for males and 53% for females).

Participation rates differ between different population groups and different parts of the country. There were more women than men, more white-collar wage earners than others, more young than older people, only 37% of people with compulsory education, 76% university graduates. Employed persons represented 60%, while the unemployed represented 37%.

The reason behind the participation in adult education was mainly the need dictated by work or career, but also personal development. Some participated for recreational purposes, while a large number participated out of a conviction that education was important. Adult-education centres were significant providers of adult education. The same trend is also observable in BOTSWANA, SEYCHELLES and KOREA. CHILE has upgraded programmes for adults without education or incomplete schooling through adding elements of general education and training for the labour market. It also reports a constant increase in participation since 1996. In 2001 gender relations in adult education participation in CHILE were 57% male, 43% female.

MEXICO reports on programmes especially for populations with low educational attainment (over 15 years old without secondary education and not attending school). In 2001 three million persons from this group of 32.5 million were reached; 128,000 adults concluded their literacy programme; 189,000 obtained their primary education certificates; 306,000 obtained secondary certificates. The report states that since their survival and work conditions do not allow active demand to access formal education, the members of this population have needs which they themselves are not in a position to seek to redress.

The Mexican Educational Model for Life and Work (MEVyT) addresses this situation especially in order to offer educational options that are better linked to the satisfaction of necessities, interests and expectations of the students. Education to youth and adults is conceived as a process which will help to solve life problems in different contexts; the model makes a strong linkage between education and work.

DENMARK is one of the countries that have reported a decrease in participation in adult education. According to the report, there was in 2003 a decrease of 20% in the 1998 figures. The main reason behind this was the change in the financing of education for the unemployed and low-skilled.

The decrease in the number of participants has occurred mainly in non-residential folk high schools, vocational training institutions and adult-education centres. However, the sector with the highest increase in the number of participants was the teaching of Danish as a second language for adult immigrants, due to a change of legislation in 2001 whereby stiffer regulations for immigrants were introduced, as the mastery of the Danish language became a central requirement made to immigrants.

In SWEDEN, BOTSWANA and KOREA an appreciable amount of the GDP is invested in adult education based on cooperation between the state, the labour market and the individual. Some of the statistical data provided covered 2001-2002 only, which means that there is no statistical evidence to show whether there is an increase or a decrease since there is no basis for comparison.

However, the narrative part of the report on SWEDEN indicates that the situation has evolved since 1997. In 2001/2002 approximately 287,584 learners participated in municipal adult education programmes. About 238,683 of them took part in (equivalent) upper secondary studies, while 41,453 were enrolled in basic adult education and 7,448 were enrolled in supplementary education.

The most common courses taken by those who were enrolled in courses equivalent to upper secondary education were: Computer Studies, Mathematics, Swedish and English languages.

About 65% of the participants were female and 26% were born abroad. The number of participants with a foreign background was highest in basic adult education, representing 66.1%. Agencies and institutions other than the municipalities have also offered in 2002 a wide range of adult education and training. They included, among others, the Flexible Learning Agency, the folk high schools, and adult-education associations. The municipalities provide a variety of programmes for people with disabilities.

Giving an explanation of the motivation behind the interest shown in adult learning by the Swedes, the report says that sometimes the aim is to increase the level of education in society, but many times the aim is to broaden cultural interest in society.

The report states that around 40% of the Swedish population take part in adult-education activities. Women represent two-thirds of the participants in adult education.

For the immigrants, getting the necessary qualifications to enter the labour market is the strongest motive. An interesting modality of participation in adult education in SWEDEN is the study circle. About 350,000 study circles are organized every year. This is a form of study where the participants initiate and organize their own study group with the support of a study association. It is estimated that one in five Swedish citizens takes part in a study circle each year and that about 75% of the population take part in study circles during the course of their life.

Two important initiatives have, according to the report, contributed to the high level of participation during the last three years. The first initiative was the Adult Learners' Week, which was recommended by CONFINTEA V as an annual event. The Learners' Week has for the past three years been arranged in Sweden once a year. A number of activities such as exhibitions, seminars and guidance had taken place on the local and regional levels with national support and responsibility by the Swedish Broadcasting Company (UR) in cooperation with the Ministry of Education and Science.

The second initiative was the project launched in 2001 by the NORDIC COUNCIL OF MINISTERS to reinforce active citizenship. One of the results of this project was the production of advocacy materials in the form of pamphlets, brochures and posters intended to motivate people to participate in adult learning. The material was delivered to municipalities of all the Nordic countries in connection with their Adult Learners' Week.

In GERMANY, the participants in continuing education are, according to the report, mainly people with good qualifications and high occupational status and of higher social posi-

tions. Unemployed or unskilled workers, migrants with no or lower school credentials and older people participate less. Slightly fewer women than men take up continuing education.

There is, however a distinction between continuing general education and continuing vocational education. After a nearly continuous increase from 1979-1997, participation in continuing education has decreased in recent years. In 1997 48% of the 19-64 age group participated. The figure was decreased to 43% in 2000. The rate of participation in continuing general education was 22% in 1991, rose to 31% in 1997, and then dropped to 26% in 2000. The rate for continuing vocational education and training was 21% in 1991, rose to 30% in 1997, and then dropped to 29% in 2000. In the same year (2000) 44% of Germans participated in continuing education but only 27% of immigrants. The reason given by the report is the reduction in funds for language courses which were normally organized by the folk high schools (VHS).

The report indicates that the number of those who have participated in functional literacy classes in 2002 was basically the same as in 2001 (18,767 participants). The report states that the number of those who are functionally illiterate may be larger than the published figure of 4 million.

The experts commission on the financing of lifelong learning points out that participation in general and vocational continuing education increases in accordance with the level of school education and initial vocational training, their professional status and career level and with the level of income.

In GERMANY, the differences between male and female participation rates are ever less. However, women working in the care sector are clearly under-represented. Older people participate less than younger people in continuing vocational education.

Some of the practical measures introduced to increase participation include:

- The "LEARNING REGIONS" programme currently working in 75 regional networks in GERMANY:
- New ways of cooperation among social partners. Examples are the PLANT AGREEMENT and the COLLECTIVE AGREEMENT which include several provisions on continuing Training.

In PORTUGAL 611,265 adults were participating in continuing education (283,746 male, 327,519 female), an increase of nearly 50% compared to 1990.

In POLAND, the number of adults who participate in adult education is estimated at between 8% and 10% of those employed in the economy. This is low compared to European average of 20%. An employee in POLAND spends 2 hours a year training compared to 50-70 hours in the industrial countries.

The period between 1995/2000 witnessed the development of adult vocational education. Consequently, the number of basic vocational schools increased by more than 50%, and the number of secondary vocational schools increased by 30%.

In SLOVENIA, only 3.7% of the population is engaged in adult education. Like GERMANY, the increase in participation is among privileged social groups. Government and social partners have now embarked on the course of improving the situation of those who are less educated, immigrants, job-seekers and other marginal groups. More supply is provided in priority areas such as education for democracy, justice and human rights as well as international cooperation. Increase of participation under other CONFINTEA V themes is also reported.

In CUBA, there is an increase in provisions for youth and adults in various settings, including penitentiaries, industrial plants, social institutions, and rural and sub-rural areas. Grants are given to young people to study. Women represent 61.1% of the participants, and 25.5% of this percentage are women accompanied by children.

In SENEGAL, a remarkable increase was registered between 1998-2001 as a result of increased investment in adult education projects which were funded by different partners. As far as

women are concerned, their numbers remarkably increased. As an example, the report noted that between 1997-2000 about 962,299 adults were enrolled. 83% of those were women.

In GHANA, participation in literacy classes (no information on other types of adult education was received) increased as a result of income-generating activities.

In TANZANIA, the trend is indicative of the negative impact of the long period of economic recession which TANZANIA experienced from 1970 to the mid-1980s. That recession eroded much of the progress TANZANIA had made in the domain of literacy and adult education before 1970. Enrolment in primary education during the same period was almost 100%. The situation in general indicates a quantitative increase with some impressive innovations in evening secondary education programmes provided by the Institute of Adult Education since 1996/97 and 1999/2000. But enrolment in literacy classes has been declining since 1990, reaching a significant drop of 32%.

On the other hand, there is an increase of enrolment in the folk development colleges established in 1970 with a mission to meet socio-economic challenges. Enrolment in ZANZIBAR vocational centres has also increased between 2000/2003. Women constituted more than 50% of participants in literacy and post-literacy programmes.

In the DOMINICAN REPUBLIC, the potential demand for adult education was estimated at 2.9 million people, of whom 713,000 were between 15 and 24 years of age. According to the report 4.2% of the total of the potential demand participated in formal adult education programmes in 2001-2002. A national campaign for the mobilizing of public opinion and a request to the private sector to allow employees to study during working hours resulted in an increase in the number of participants in adult education.

In SWITZERLAND, the participation rates are uneven among the different social groups. An OECD survey (2001) concluded that participation in vocational continuing education increased since 1997 for both men and women. Mobilization activities such as the Learning Festival and the LEARNERS' WEEK were successful in attracting publicity for adult education.

ST. LUCIA, represents an interesting trend where regional and international donor agencies are coming together to provide small grants and/or technical assistance in order to boost participation in adult education. Women represent between 75-80% of the participants in courses and programmes. A second interesting trend is the increasing number of female-headed households in ST. LUCIA as is the norm for the rest of the Caribbean.

According to the report, available data indicate increasing participation of adults in learning for sustainable livelihoods and acquisition of generic skills, including communication, problem-solving and learning to live together. Adult learning is considered a priority "because of the increased demand to fulfil peoples' wishes to lead more fulfilling and productive lives".

In NAMIBIA, the demand for adult education from youth and adults has gradually increased since 1997. The report referred to the difficulty in accessing information from individual organizations and institutions. The literacy enrolment rates increased from 47,254 in 1997-98 to 49,031 in 1999-2000. At the Namibia College of Open Learning, enrolment in 1997 increased from 6,703 for the Junior Secondary Certificate and 9897 for the International General Certificate of Secondary Education, to 11,167 and 11,314 respectively.

In NIGERIA the general trend lies in an expansion of learning opportunities for the public at different levels and in different fields. This trend can be illustrated by the growth in the number of new institutions that have been established by the government, as well as those established by the private sector. This is taking place as a result of the changing political atmosphere in NIGERIA. Government and the people share a common strategy to consolidate democratic values and respect for human rights by creating greater community awareness and by seeking ways and means to provide leadership and citizenship education. The report indicated that the demand for learning is usually assessed through surveys and opinion polls. The public is well informed through different channels, including the mass media, about learning opportunities in the coun-

try. The new legislation which allows learners to move from formal to non-formal education programmes from the lowest to the highest levels has encouraged more learners to participate.

In SOUTH AFRICA, there has been an overwhelming supply of different types of learning opportunities provided by various state departments, the private sector and civil society organizations. Commerce and industry are the largest provider of adult basic education (ABET), while the state comes second. Contributions of civil society organizations vary in context and forms of delivery. Their contribution to ABET is around 10%. The most important trend in SOUTH AFRICA is the strong commitment of government and its social partners to the principle of providing adult education and training as an integral part of the National Skills Development Programme and as an inalienable right of every citizen. This approach has created an atmosphere of trust among learners, who have taken advantage of facilities for education and training, most of which was provided free of charge. Where necessary subsidies and grants were provided by the Government and/or the private sector.

International cooperation also played an important role in helping reinforce certain areas of ABET activities such as youth and women's programmes. A measure of greater significance with regard to the increase in participation is the government policy of accreditation of qualifications acquired through adult and non-formal education institutions.

In ANGOLA, the trend was to concentrate on priority targets among youth, women and other under-served categories of the population. Partnership with NGOs helped government's policy to mobilize public support for the expansion of learning opportunities for those groups.

In MALI, the increase of participation in the areas of literacy and adult education indicates a trend that was created by direct involvement of the general public not only in mobilizing public support for adult education, but also in participation physically in building literacy centres. The trend also underlines a well-structured involvement of communities which participated in managing and in supervising programmes for literacy and adult education.

In MYANMAR, the increase in participation is the result of a coordinated approach which involved many ministries, NGOs, INGOs and UN organizations as well as national private institutions. The network of community learning centres at village and township level encouraged more grassroots participation

In NEW ZEALAND, participation in adult education is reported within the wider framework of participation in tertiary education, which, according to the report benefited from government policy over the past decade, as participation increased throughout NEW ZEALAND's tertiary education system. This policy resulted in the largest numbers of people taking part in tertiary education in NEW ZEALAND's history. The rate of participation in 2001 was 71% of the population, the highest rate among OECD countries.

In PANAMA, the adult-literacy programme had 8,344 participants in 2000. It rose to 11 174 participants in 2001. By 2002, enrolment was 11,148. In 2001, secondary adult-education programmes had 27,197 participants, compared to 38,345 participants in 2002.

In OMAN, the National Plan for EFA (2003/2015) includes an objective for reducing illiteracy rate by 50% by 2015. This decision has facilitated the inclusion of adult literacy activities at all levels of programming (national, regional and local). At the same time, literacy activities benefited from the contributions made by government and non-governmental bodies at all of these levels.

In EGYPT, trends since 1997 were recorded in the report at two levels:

- an increase in the national literacy rate from 56% in 1996 (10 years old and over) to 65.6% in 2003 for the same age group.
- an increase in the number of educational and training activities involving national and international NGOs as well as regional and international organizations. The themes of the activities were more or less corresponded to the recommended themes of CONFINTEA V

In NIGER, CAMEROON and IVORY COAST a common trend underscores the priority given to adult literacy, with greater involvement of governments and NGOs in all three countries.

Concluding Remarks

The rate of increase or decrease in the level of participation in adult education has been reported by nearly all countries in terms of quantity with almost no reference to quality. There were, in the vast majority of the reports, no statistical data to qualify the claims that were made for quantitative increase in those countries. But the most serious omission was the lack of any qualitative data from any country. This represents a serious gap that makes it difficult for the observer to assess the value of what has been offered to the participants or to what extent participants have benefited from that offer.

Another serious omission observed in the reports coming from the vast majority of developing countries, is the absence of any explanation or justification as to why a certain area of learning was considered important by the provider and what was the particular motive or motives behind learners' decisions to enrol in a particular area of study or training. This contrasts with the approach of the developing countries, where the providers (governments or others) have always indicated that their decisions reflected a policy that was responding to the dynamics of change in society. In these countries most of the learners made their choices with a clear objective in mind.

It can also be noted in nearly all the reports that the issue of increase in participation was examined with little or no relevance to the overall context in which adult learning had taken place.

It is important to observe that developing countries have made frequent reference to the important role that information and communication technologies (ICTs) could play in expanding access to adult learning and in improving the quality of learning, but only a few countries in the developing world have reported any actual integration of ICTs in their programmes.

Finally, two striking trends in developing countries merit reporting. One trend is positive and the other is negative. The positive trend is the unprecedented expansion of learning opportunities for girls and women and the increasing numbers of girls and women that have taken advantage of such offers. It was evident in all the reports coming from developing countries that the last five years have witnessed an unquestionable resolve by all concerned to improve the situation of girls and women. CONFINTEA V provided a valuable impetus in that respect. The negative trend appears in the limited and occasionally hesitant reference to adult literacy in the reports of developing countries, particularly African countries, where adult literacy is an issue of overriding national concern. What the reports contain is inadequate, very traditional in approach and very limited in scope.

Most surprising was the lack of any reference in any report to the Paulo Freire Decade of literacy for Africa which was recommended by CONFINTEA V on the basis of a proposal by the African group of participants.

3. EVALUATION, ACCREDITATION AND RESEARCH

A. Evaluation

Most of the countries have made no reference to evaluation of adult education activities. But very few did mention it in a general way. A more specific reference to evaluation is made in connection with the implementation of projects, particularly in cases where the donor demanded this. NICARAGUA reported on the Mid-Term evaluation of the PAEBANIC in 2001 and the evaluation of the component of skills-development in the year 2003, focusing on the new curriculum for youth and adult education. ZAMBIA reported on a needs assessment carried out at the initial stage of the programme Integrated Literacy and Income Generation for Women in Rural Areas. BOTSWANA reported on an evaluation underway for its national literacy programme.

There is a chronic lack of systematic statistical documentation on adult-learning experiences and no indication of how research findings influence policy and practice in several countries.

MEXICO's Educational Model for Life and Work (MEVyT) considers the evaluation of knowledge as a permanent instruction process that helps youth and adults to recognize advances and limitations of their learning. The process includes three elements: diagnostic, formative and final evaluation.

SEYCHELLES is an example of a country where no systematic study has yet been done in the field of adult learning. However, the result of the national population census provides useful indicators of the national literacy rate, indicating the need for basic education courses. Further, training needs informal assessments are ongoing with the Human Resource Section of the Tourism Development Division, Ministry of Tourism and Transport, and by some organisations (for example the Seychelles Polytechnics) through meetings with stakeholders.

In PORTUGAL numerous evaluation reports providing rich resources for reflection and theory building have been produced by universities. In SENEGAL a study on drop-outs in adult education was produced by the NGO ANAFA (National Association for Literacy and Adult Education). In PANAMA universities and regional research teams are the main providers of empirical research studies, and the education facilitators are the main providers of evaluations of the learning process.

In NORWAY the Storting (Norwegian parliament) asked the Government to submit a report on a lifelong learning reform. A government committee was appointed and its recommendations – Official Norwegian Report 1997:25 New Competence – were included in Report No. 42 to the Storting (1997-98), giving the outlines for the Competence Reform. The reform gave priority to groups with problems entering the labour market and recommended a merger of several institutions into a new institution – the VOX/Norwegian institute for adult education (www.vox.no). Distance education, research studies in the field of adult learning and contacts with enterprises, social partners, universities and other adult education actors are some of the institution's tasks.

B. Accreditation

There is a growing demand for a recognition of their learning on the part of adult learners, particular by those who attach great importance to learning in terms both of economic opportunities and their ability to function as citizens. As the demand for learning comes both from individuals who see that learning brings opportunities, and from employers who are aware of the importance of certain skills for a better performance of the economy, particularly in a knowledge-based economy, a new trend is developing in both the industrialized countries and the developing

countries to overcome the present problem of dichotomy between competences acquired through the formal system and those acquired outside that system. This is an issue which is being debated now in nearly all the industrialized countries as well as in some of the developing countries.

NORWAY does not have a national assessment system to measure adult learning outcomes, but a national assessment system will be set up for primary and secondary schools in 2004 and adults in secondary schools will be covered by this system. Via the three-year "Realkompetense Project" (1999-2002) a basis has been developed for establishing a national system for the documentation and validation of "realkompetense": the sum of all competence that the individual has acquired via the educational system, paid and unpaid work, organisational activities and family and social life. The Department for Learning and Workforce Development of the Ministry of Education and Research has had the overall administrative responsibility for the project, while the Norwegian Institute for Adult Education (VOX) has had the operative and professional responsibility for follow-up and further development.

SWEDEN reported a new initiative (just started) for developing general systems for assessment of competences that have been acquired outside formal learning settings. The initiative is a joint action between government and social partners. The objective of the government is to make the learning system more open. DENMARK is also developing an interesting initiative called "The National Competence Account" introduced in the year 2000. The initiative is jointly sponsored by the Ministry of Education together with four other ministries. The main objective is to form a basis for locating strengths and weaknesses in national competencies.

At the same time it is to form a basis for political initiatives in the sphere of competences. In the long run, the account will form a platform for benchmarking with other countries.

In SOUTH AFRICA, the National Productivity Institute (NPI) is engaged in a similar task. During 2001-2002 the NPI developed a learning culture survey which was designed to answer the question: is the organization generating and managing the knowledge and skills that are required in the future? The NPI aims to help organizations to determine their skills and to spend their training resources productively. SOUTH AFRICA is one of the few countries that recognizes skills, knowledge and capabilities that the person may already have, regardless of where those skills have been learnt. The standard is measured according to the standards set by the National Qualifications Framework.

In PORTUGAL one of the main objectives of ANEFA is to put in place a system of recognition, validation and certification of competencies and skills acquired by adults outside the formal school system. In BOTSWANA government has just commissioned a feasibility study for establishment of a national qualification framework.

In LATVIA adult graduates for general secondary education evening or shift schools pass the same exams and receive the same document as graduates of full-time general secondary schools. The Vocational Education Teacher Certification Committee (instated by the Minister for Education and Science) evaluates and takes decisions concerning the compliance of knowledge and skills acquired by teachers through professional development courses or through self-learning with reference to the Model Basic Vocational Education Teacher Training Programme (authorised by Ministry of Education and Science Decree No. 346 of June 2002).

GERMANY intends to give increasing support and recognition to non-formal learning in the future.

NORWAY, like DENMARK, is engaged in a Competence Reform Programme (2000-2003) in close cooperation with social partners and other actors. The main objective of the reform, according to the report, is to "help meet the needs of the individual, the society and the workplace in terms of skills and knowledge and give adults more opportunity to acquire education and training to improve their qualifications." The final objective will be to establish a system for competence assessment for people without any formal certificates or degrees.

C. Research

Nearly every country reported on research on adult education carried out by an institution or a body. Those institutions include universities, language institutes, research centres and teacher-training colleges. Some of the NGOs are also involved in research which can generally be described as action-oriented or participatory research.

Some of the research is intended to generate new knowledge for practitioners, or to validate a hypothesis, and some is intended to assess the cost-effectiveness of a programme or a project. The countries that have Institutes of Adult Education seem to be doing more action-oriented research.

Despite the fact that research in adult education is underfunded in comparison to research in other aspects of education, the reports sent in by the different countries have contained an impressive amount of information about research in almost every domain of adult education from literacy to the post-graduate level. There is, of course, no way of judging the quality of the research to which reference was made. But it is fair, however, to assume that it is variable in quality.

Fewer countries referred to the impact of research findings on policy and practice in adult education. In NORWAY a reform of adult education – *the Competence Reform* – is the main research priority. Some of the research is done by regional groups, such as the European Union, which sponsors research projects of common interest to all or some of its members. The OECD follows a similar pattern. But the focus by OECD is on lifelong learning. The South African report states that the majority of research on adult education is tied to degrees, because there is very limited funding. However, the report indicates that in the Division for Lifelong Learning and the Centre for Adult and Continuing Education, action research gets integrated into innovative practice.

The Competence Reform in NORWAY gave priority to groups with problems entering the labour market and recommended a merger of several institutions into a new institution – the VOX/Norwegian Institute for Adult Education (www.vox.no). Distance education, research studies in the field of adult learning and contacts with enterprises, social partners, universities and other adult education actors are some of the institution's tasks.

In SWITZERLAND research in adult education covers a diverse number of areas of concern carried out mainly by the Forum on Adult Education. There is only one chair for adult education in Swiss universities.

While many countries, particularly developing countries talked about financial constraints being an obstacle in research on adult education, no mention was made of the availability of professionally trained researchers to do research.

In PORTUGAL numerous research studies were produced among other things on institutionalizing adult education and on the system of vocational training in Portugal.

In LATVIA, research commissioned in the year 2000 by the Latvian Ministry of Education and Science include 1) A feasibility study on the implementation of vocational training using Latvian as the teaching language in classes where the native language is Russian; 2) A study on the career paths of those who leave secondary education establishments; 3) An economic analysis of resources needed for the implementation of vocational training programmes and calculation of normative coefficients; 4) A discussion of the role of holders of fourth-level vocational qualifications in the labour market.

Recent research studies on literacy produced in KOREA are the International Adult Literacy Surveys (IALS) conducted in 2001 with the survey instrument received from the Canadian Statistical Office, and the survey of the status of illiteracy undertaken in 2002. Also there has been research by the Korean Educational Development Institute on the means to confer primary-

and middle-school degrees on adults and studies on the means to manage programmes of lifelong facilities for adults.

In OMAN, the Ministry of Education carried out a number of field studies. The most important ones concerned the reasons for the lack of interest of Omani school teachers in teaching illiterates (2002); a review on of the Act for the Eradication of Illiteracy (1981) and its relevance for the country; an assessment of the pilot scheme for recruiting secondary school leavers as teachers in literacy classes.

In view of the diversity of subjects covered by research on adult education, it is difficult (and may be of limited value) to list all of the activities mentioned in the reports. But the following illustrative titles will give an indication of the type of research that has been undertaken by Member States and/or NGOs:

- "Adult Participation and Lack of Participation" (FINLAND),
- "Prerequisites of Lifelong Learning" (FINLAND),
- "Quality in Education: From Traditional to Current Models of Assessment and Developing Quality in Education" (SLOVENIA),
- "The Relationship between Adult Education, Non-Formal Education and Democracy" (DENMARK),
- "Adult and Continuing Education in ST. LUCIA: Addressing Global Transformation" (ST. LUCIA, (1999)),
- "Planning People-oriented Programmes: The Role of Non-Governmental Organizations" (NIGERIA (2000)),
- "Political Economy of Adult Education" (SOUTH AFRICA (2000)),
- "Adult Education in MALI: Realities and Perspectives" (MALI),
- "Investigation Into Basic Literacy packages" (MYANMAR),
- "Building Learning and Social Integration Pathways for Excluded Youth and Young Adults" (LATVIA (2001-2002))
- "The Situation of Egyptian Children and Women: A Rights-Based Analysis" (EGYPT (2002),
- "A Survey of Perceptions, Delivery Systems and Funding of Adult Learning in Namibia" (NAMIBIA 2003).

4. SIGNIFICANT PRIORITIES, INNOVATIVE APPROACHES AND INSTRUCTIVE PRACTICES RELATED TO THEMATIC AREAS OF CONFINTEA V

Priorities shared by most of the countries relate to the promotion of a) democracy and active citizenship, b) literacy and adult basic education, c) decent work environment, d) media and ICTs in adult learning, and e) adult learning for special groups. The empowerment of women has become a priority concern in practically all reporting countries.

The reasons for promoting *adult learning and democracy* range from responding to the increase of anti-democratic movements in the world, dealing with the increasing hostility against foreigners (SWEDEN), consumer rights, environmental questions etc. (FINLAND), building the capacity of the justice sector to deliver legal services (EGYPT), to strengthening civil society and decentralisation processes in countries in transition as well as promoting active participation in new democratic regimes in many developing countries. Democracy and good governance require from people new skills and competencies (SLOVENIA) and capacities for institution-building (NIGERIA) which is seen as an important dimension in this context. In SWITZERLAND, there are a number of institutions such as the Swiss Peace Institute for conflict resolution that work in this area. In countries where legal aid needs to be dispensed efficiently and effectively, training programmes are carried out for court personnel, among other things, in the use of automated legal databases (EGYPT). Many NGOs are promoting adult learning for democracy, e.g., through a mobilisation of environmental justice networks including fishermen's rights, water rights for small farmers and waste management rights for garbage collectors. Strengthening voter education programmes and civic education programmes has also been highlighted in several reviews (NAMIBIA). Some governments have set up committees and working groups on what democratic values need to be promoted through education and have suggested qualities that the educational system should promote such as equity, tolerance, multilingualism, openness, accountability and social honour (SOUTH AFRICA). Instructive innovations in this area include the *Education Server Programme D@dalos*, which aims to building a culture of peace, democracy and active citizenship in South-Eastern Europe. In Egypt, The Capability Enhancement through Citizen Action project aims to improve the quality of life, including participation in civic affairs of 90,000 low-income households in rural communities.

Basic *literacy* for all remains a high priority as a foundation of learning. In some countries with over 85% illiteracy, governments are making significant attempts to overcome illiteracy (ANGOLA). In some developing countries adult basic education is viewed as a major component of the effort to enable every citizen to gain access to lifelong learning (BOTSWANA). Often literacy projects are integrated into the strategy of poverty reduction, aiming at the improvement of living conditions (CAMEROON, MALI, SENEGAL, IVORY COAST, SEYCHELLES). The military and political crisis of 1996-1997 in the REPUBLIC OF CENTRAL AFRICA had serious repercussions. As a result intensifying literacy efforts has taken centre stage. Great emphasis is put on the literacy of women, pygmies and on methods of observing, reflecting and acting, human-rights training of trainers, especially women, production of literacy manuals and opening community schools. A lot of these programmes are in collaboration with international co-operation agencies. A significant innovation is the interlinking of literacy with environment, health, human rights and income-generation activities. In CAMEROON, the mass-campaign approach has been replaced by the concept of functional literacy, with special programmes for women including income-generation components. The bilingual approach to literacy is seen as a major innovation.

Literacy remains an issue also in industrialized countries. Here literacy is often considered as a prerequisite for acquisition of new skills, for lifelong learning as well as a potential that increases individual mobility in the labour market and promotes active citizenship (SLOVENIA, FINLAND). Adult literacy and foundations skills have become greater areas of policy focus of

work-related adult learning (NEW ZEALAND) as has also the second-chance concept for literacy and basic education in vocational education (GERMANY, NEW ZEALAND). *Schreibe dich nicht ab* is the motto of a public-awareness campaign against illiteracy organised by the Federal Literacy Association in Germany. This association is the main developer of literacy learning and reading materials for adults and serves as a pressure group also offering advice and telephone hotlines. It runs training courses for literacy teachers.

In the area of *women's empowerment*, we see the emergence of many women organisations. Their aim is to enable women to advance within the present society through a process of education, enlightenment campaigns and workshops through work, seminars and conscientisation sessions. In NIGER empowering women has generated 76 women's groups combining post-literacy with income-generating components. In KOREA women's empowerment falls under the domain of Ministry of Gender Equality, which supports the education of women, especially those from disadvantaged communities, promotes IT training, manages the women's information network and supports lifelong education of women for improving women's competitiveness. In ST. LUCIA as in the rest of the Caribbean where there has been an increase of 48% in female-headed households, facilitating adult learning of often illiterate and uneducated women will go a long way in increasing their productivity. In SWITZERLAND specific measures have been undertaken at the national, Canton and community level for promoting women in technological or scientific occupations. By 2006 the percentage of female professors is to be doubled from 7% to 14%. Some transition countries (e.g., MACEDONIA) are making efforts to remove the social, traditional, religious and other prejudices to women's education. Many NGOs have ventured into the field of women's rights particularly with respect to the procurement of legal documents, citizenship issues and family law (EGYPT). In BOTSWANA the Political Education Project offers women opportunities to participate in policy formulation as lawmakers. Other projects worth mentioning include the work of The National Union of Eritrean Women and the Here Tese (ERITREA); this latter includes a training and economic-empowerment component. The Women-Net (information networking) and Women's Resources Development Centre (promoting vocational education) as well as projects dealing with the networking of women-related institutions are practices that support women's development in KOREA. A Feminist Counselling Centre protects women from all kinds of violence and promotes the rights of women. In ANGOLA the Angolan Women's Organisation with more than 200,000 women works in hundreds of education spaces using local construction materials. "Femmes Tische" is a novel snowball-way of using the resources of well-integrated migrant women to promote the social and economic integration of other migrant women (SWITZERLAND).

In the area of *adult learning and the world of work* reviews have highlighted that the need of interacting with the global community has necessitated the introduction of new work-related courses. The renewal of labour market and education policies for equitable distribution and economic growth has been the major trigger for work-related adult learning. (SWEDEN). With regard to the Competence Reform in NORWAY, while the needs of the working life are given priority and competencies are promoted to help to adapt to new job situations, the reform addresses the labour reserve force also and views competencies to include emotions, values, spirit and social abilities (NORWAY). The objective of the Competence Reform is to validate non-formal, informal and formal competencies acquired by means of organised learning, self-education, work and participation in organisations, society and family life. In POLAND the continuing education system for adults is aiming not only at meeting the needs of the labour market but also at for promoting citizenship and filling in civilisation gaps (POLAND).

National studies from developing countries have highlighted the importance of work-related learning. Linking learning with the learner's productive life or personal life is considered to be more meaningful for learners and family members (MALI, MADAGASCAR). Significant practices in this area include the *Learnership Programme* that replaces the old Apprenticeship

Programme (NAMIBIA), the five-year *Adult Education Initiative* (SWEDEN), which promotes the application of theoretical knowledge at a workplace. Worker universities, craftsmen workshops, employment institutes, computer skills training centres and training centres in companies (MACEDONIA) are important places whose structures need to be strengthened for making available education and training for adults.

The Centre for Skills Development (SEYCHELLES) co-ordinates a number of programmes aimed at engaging young adults and those who have left school in employment, skills training and also small business enterprises. The Industrial Training Centre adopts a modular competency-based system that provides flexibility by allowing for a variety types of certification which can be put together over time, as each adult and youth moves through the programme at his or her own pace. The Occupational Skills Development Programme in GHANA has been expanded since 1997. A serious collaboration is being sought with various organisations, and literacy groups engaged in income generating activities are trained to access financial support from these organisations.

With reference to *media and the New Information and Communication Technologies (ICTs)* the following trends can be identified: Using media for improving the quality of adult literacy and basic education (SWAZILAND, GERMANY); using broadcasting companies to promote educational objectives (FINLAND, ERITREA, NAMIBIA); adding culture and arts to the roster of activities of adult education (EGYPT); open and distance learning for adults, adult educators (NAMIBIA) and support staff (NICARAGUA, SEYCHELLES); computer literacy and education (NAMIBIA, POLAND); Information guidance and counselling (SWEDEN); setting up multi-learning centres (NAMIBIA); promoting education for effective use of media instead of only education with media (SLOVENIA). Media newspapers, radio and television have been used to mobilise, sensitise and inform about the supply of literacy programmes and adult education at regional and national levels and stimulate different actors to contribute time or funds to education (DOMINICAN REPUBLIC, SEYCHELLES).

However, not all countries have been able to take adequate advantage of media and new technology for adult learning. There is a dearth of necessary and supportive infrastructures. Many developing countries have yet to develop greater synergy between media, the new information technologies and adult learning. The educational function of the media is very minimal. Cultural institutions such as museum, art theatres have yet to enjoy the use of modern technologies that reinforce adult learning (NIGERIA). Nevertheless, with newly established open universities it is hoped that new information technologies will be used to promote adult learning (NIGERIA). SEYCHELLES, for example, exploits the distance-education courses offered by open universities abroad.

The NAMIBIAN Government has established the Namibian Open Learning Network Trust (NOLNET) as model initiative in conjunction with 6 educational partners to develop open and distance learning. Currently there are 47 *multipurpose learning centres* where open- and distance-learning students can access library resources, computers and other study facilities. The FINNISH *Broadcasting Company YLE* (1994) promotes educational objectives in its programming. YLE is the largest producer of learning materials for adults, relating to citizenship skills, hobby crafts programmes and language. Public libraries and cultural institutions have an important role in supporting studies. The Citizen's Action in Unison (KOREA) promotes reflective citizens who are aware of their rights and duties as voters, taxpayers and consumers. In MYANMAR the Ministry of Education's co-operation with the Ministry of Information has supported an electronic data broadcasting system since January 2001. 304 centres have been opened in the country. The Ministry of Education is also gradually installing e-education systems. The CLC with these accesses would bring changes to learning environments of the communities. The statistical data on children not regularly attending school has been studied and analysed with reference to NFE programmes. In GERMANY, the Alpha – Innovative approaches in basic educa-

tion using media-based access enables young people and adults to overcome their personal or specific difficulties in dealing with computer media and to become confident about using digital media to achieve their personal goals. The projects seek to enhance international discourse through making possible the exchange of experience.

The *adult learning needs of special groups* have emerged in different ways in the reviews. In Europe, many adult education initiatives are primarily directed at unemployed people. Support is being given to immigrants, ethnic minorities – and other marginal groups (SLOVENIA, GERMANY).

Migrants and refugees form an important reference group in adult education in industrialized countries (NEW ZEALAND, SWITZERLAND, GERMANY).

The adult learning of prisoners has been given attention in only a few studies. In the DOMINICAN REPUBLIC prisoners are mostly illiterate or have a low average educational level. The Ministry of Education supports basic and vocational education in prisons with materials and instruction. Facilitators are chosen from among the prisoners. Vocational training for the prisoners has developed dramatically in KOREA with the Vocational Training Law. It is held that lack of such training is likely to generate far bigger costs. In PANAMA prisoners are trained so that they get employment as soon as they leave the prison.

Special programmes for indigenous populations are reported by several countries. In NEW ZEALAND the Maori reference group aims to achieve the development aspirations of this population. It proposes that in the tertiary sector there should be a strong and balanced Maori staff profile and a tertiary leadership that is accountable to the Maori communities. Similarly the government's Pasifika Education plan sets targets for the participation of Pasifika peoples in tertiary education institutions and to increase their attainment of the diploma level. THE REPUBLIC OF CENTRAL AFRICA developed a holistic approach to the literacy of pygmies, which includes economic, political, health and cultural and human rights concerns.

5. SIGNIFICANT TRENDS AND DEVELOPMENTS

The objective of this synthesis is to take stock of significant trends and developments that have occurred in the field of Adult education since 1997, the year in which the Fifth International Conference on Adult Education (CONFINTEA V) was held in HAMBURG. It is obvious that some of the trends and developments have their roots or beginnings prior to 1997.

The number of countries that sent in reports about their activities in response to a request by UIE is small compared to the total number of Member States of UNESCO: 50 out of 198. Nevertheless, the information contained in those reports was to a large extent illustrative of the kind of activities that most of the Member States of UNESCO have engaged in, judging by a variety of sources available to UIE, which has been in charge of the follow-up to CONFINTEA V.

While it is true to say that adult-education activities varied in nature and in scope according to the philosophy, the policy and the priorities that the national authorities of a particular country have chosen in a specific political and socio-economic situation, the analysis of the reports indicates that there are common lines of thought and predominant trends.

THE FIRST TREND is the continuing difference between developing countries and industrialized countries as regards the priorities assigned to adult education and the way those priorities have been implemented.

For developing countries the priorities are basic education for all, including literacy and post-literacy for youth and adults, the empowerment of women and the contribution of adult education to sustainable development.

For industrialized countries, the priorities are the reinforcement of training and continuing education to meet the challenges of the changing labour market, the integration of lifelong learning into the education system, the use of information and communication technologies to support education for a knowledge-based society, and education of the disadvantaged groups, including immigrants and those who are functionally illiterate.

However, there is no solid line of demarcation between these two groups of countries as they have been cooperating closely in most of their priority areas as well as in their involvement in major international initiatives.

The divide between North and South is not only reflected in changing focuses and priorities, the one striving for lifelong learning, the other still concerned with basic education at time reduced to 'elementary education'. It takes also the form of 'formalizing' and 'staging' adult learning. The trend is toward the 'secondarization' of adult and youth learning and training in line with the benchmarking of 'secondary education' as a measure of 'basic education for all' in OECD countries, in Southeast Asia and in Latin America and the Caribbean.

THE SECOND TREND is the growing interest in integrating the concept of lifelong learning in adult education and/or education in general as a policy issue and as an operational frame of reference. This is a predominant concept in the industrialized countries with continuous support from the European Union, which played a very effective role to that end, OECD and UNESCO. It has reached a stage where it can be described as the governing factor in educational policy in some of the European countries and KOREA. Some of the developing countries have initiated policy actions in that direction. Examples among the countries reporting to UIE are BOTSWANA, MEXICO, NAMIBIA, MYANMAR, NIGERIA and SOUTH AFRICA.

THE THIRD TREND is the growing interest in partnership between governments, the private sector, NGOs and CSOs. The trend indicates an increase in the provision by social partners of education in general and adult education in particular. This illustrates a growing shift in the role

of governments who, for practical reasons, may not be able to respond to all the demands for learning, especially in countries where knowledge is increasing at a rapid rate, and where the labour market is dictating the pace of change in peoples' qualifications. However, governments in all countries have a key role to play as a main provider of basic adult education, particularly in the developing countries, and as a coordinator of activities in adult education in each country. But the most important role of government in all countries is the initiation and supervision of national policy on adult education.

THE FOURTH TREND is the growing interest in the recognition of education, skills, and qualifications that have been acquired outside the formal system of education and training. This is a major issue of reform in FINLAND, NORWAY, SWEDEN, DENMARK, GERMANY, PORTUGAL and KOREA, where new acts and regulatory frameworks are being introduced to regularize the situation. SOUTH AFRICA and NAMIBIA are addressing the issue through a National Qualifications Framework; in MEXICO the National Council for Life and Work (CONEVyT) facilitates the transit between the labour market, formal and non-formal education through recognition of knowledge and skills acquired in one or the other way.

The concern that these countries have shown in addressing this issue is a concrete response to a demand by learners in all countries who struggle to get some kind of certification that can improve their opportunities for employment. Reports from the Nordic countries indicate that employers are also in favour of seeing a reliable system of accreditation put into action.

THE FIFTH TREND is the overwhelming support for the education of women and the plausible variety of options that are made available to them. This is a predominant trend in the developing countries where women themselves have played a significant role in realizing it. Equally significant is the fact that women in adult-education classes in general and in literacy classes in particular constituted the majority in nearly all the developing countries that have sent in reports to UIE.

In the industrialized countries the concern of women in adult education was directed more to the wider issues of democracy, human rights, justice and the environment. A remarkable trend which is almost universal is the solidarity that women have demonstrated in all activities of adult education throughout the last six years in terms of setting priorities or developing indicators to measure governments' accountability. Women NGOs in industrialized countries were particularly supportive of womens' issues and contributed technically and financially to the programmes that addressed gender.

THE SIXTH TREND is the increase in the policy of decentralization of responsibility for adult education to regional, provincial or local level. This is a trend that has been brought about by a desire of the national authorities (federal/central) to contextualize adult education activities for two reasons: to increase the degree of relevance of the activities to the local needs, and to lessen the administrative burden on the central authority. In countries where the tradition for decentralization is well established, such as in SWITZERLAND, GERMANY and the Nordic countries, also in LATVIA, the policy of decentralization has worked very well. It has actually become the norm. An impressive example for successful centralized adult and lifelong learning policy, however, represents KOREA.

For the developing countries, the common trend is that although in theory a policy of decentralization is followed, in reality decentralization is facing serious obstacles which stem from the fact that decisions are still (to a very large extent) made in the centre. Regional, provincial or local structures are generally not functioning well because of inadequate resources (financial and human) that are made available to them by the central authorities.

However, an encouraging phenomenon is the active participation of NGOs and CSOs in activities at the regional, provincial and local level in a number of countries. Good examples are BRAZIL, CHILE, TANZANIA, NAMIBIA, MADAGASCAR, NIGERIA, SOUTH AFRICA and MYANMAR.

THE SEVENTH TREND is the accentuation of the role of Information and Communication Technologies (ICTs) in adult education in differing degrees between the developing countries and the industrialized countries.

An impression is given by all the countries (according to the reports) that ICTs will play an important part in adult education in a number of ways, if they are applied intelligently.

They can expand access, reduce cost, improve the quality of education and put learners in control of their own learning. Such a development will fit very well into the pre-requisites of lifelong learning.

This is a trend that is uneven between the industrialized countries and the developing countries. The former has to a large extent succeeded in integrating ICTs into the education system as a whole, including adult education. In case of the latter some countries are more advanced than others in applying some of the technologies. But the general picture is that no policy decision seems to have been made by any developing country to that effect; consequently no substantial resources seem to have been allocated for the application of ICTs in adult education. The obvious reasons cited by many countries relate to the lack of financial resources and the shortage in technically trained personnel.

Many countries are actually using radio, television and video cassettes in their adult-education programmes. Computer studies are a very popular subject among adult learners in many of the developing countries.

THE EIGHTH TREND is the limited use of research findings for the improvement of adult education in terms of theory and practice to increase the volume of new knowledge and to augment and refine methods and techniques.

The major part of research in adult education in developing countries is done through university doctorate and masters studies, and very little of it has implications for practice. In the industrialized countries, research is sometimes specifically carried out for policy-making purposes, but is limited compared to the volume of research done in other areas of education.

THE NINTH TREND is the link to EFA and the MDGs. A significant number of countries make a reference in their discussion of policy to the importance of linking their future actions in adult education to actions foreseen within their strategies for the EFA as agreed in the DAKAR FRAMEWORK FOR ACTION. Many countries believe that adult education can play a major role in realizing the objectives of sustainable development and contribute to the Millennium Development Goals. Many of the industrialized countries are pledging support for the implementation of such goals by the developing countries.

THE TENTH TREND relates to international cooperation, which has followed the same traditional pattern of financial or technical assistance given an industrialized country or a regional or an international organization for a specific project or programme. It is usually short-term. With the exception of KOREA, where international cooperation in education plays a major role, there is no mention in the reports from outside EUROPE of a regional vision of cooperation at any level in adult education. Also absent was any reference to South-South cooperation.

Although some industrialized countries talked in their reports about cooperation with developing countries, only FINLAND was specific about assistance it had given to developing countries for EFA and the CONFINTEA V follow-up. Some of the international NGOs provided

a great deal of support for literacy programmes in developing countries, among the UN Organizations, UNESCO, UNDP and UNICEF are contributing significantly to the development of adult education. UNESCO as the lead agency in adult education has, over the years, made a remarkable contribution to policy and practice in adult education. Its support to its Member States has been technical as well as financial via a variety of channels and networks.

OTHER TRENDS reported by one or more countries include:

- a) increase in the number of literate adults (GHANA, MALI, NAMIBIA, SENEGAL, EGYPT, TANZANIA, ANGOLA, PANAMA, ST. LUCIA and DOMINICAN REPUBLIC)
- b) modification of adult-education structures to suit changes in policy and programmes (SWEDEN, DENMARK, NORWAY, LATVIA, PORTUGAL, NEW ZEALAND, BOTSWANA, NAMIBIA, SOUTH AFRICA, MADAGASCAR, NICARAGUA, KOREA)
- c) increase in vocational training to suit the labour market (EUROPE, KOREA)
- d) increase of the number of young people enrolled in adult-education classes (EUROPE, KOREA and NICARAGUA)
- e) use of libraries as support structures for adult learners (ERITREA, KOREA and SOUTH AFRICA)
- f) inadequate databases on adult education (the majority of the Developing Countries, also SWITZERLAND)
- g) inadequate financial resources (the vast majority of the developing countries)
- h) validation of foreign vocational competences (SWEDEN)
- i) bilingual approach in teaching literacy starting with mother tongue and moving to official language (CAMEROON)
- j) educational credit bank system (KOREA)

6. FUTURE ACTIONS AND CONCRETE TARGETS FOR 2009

Fewer countries have reported on this issue in a coherent manner that could indicate the existence of a well-conceived vision or a strategy for the future. While it will be true to say that future actions for the next six years will vary from country to country and will be dictated by the political and the socio-economic situation that will prevail in each country, nevertheless there are in the reports a number of trends which have appeared during the last five years and which may become more pronounced in the next six years depending partly on the policy directives in each country, but also on the rhythm of the dynamics those trends may generate.

It is also hoped that future actions in the field of adult education will be conceived within the wider framework of the EFA DAKAR FRAMEWORK FOR ACTION and the MILLENNIUM DEVELOPMENT GOALS as agreed by all of the Member States of UNESCO.

In South Africa reference is made to the 2002 Report on EFA which contains some concrete future actions for 2002-2015 in the field of adult education. Those actions include the following:

- expanding the reach of ABET
- the skills-development aspect of adult education and training will be elaborated with more attention paid to entrepreneurial and agricultural programmes
- enabling more learners to acquire the NQF Level 1. (61% in 2002 will be raised to 80% in 2015)
- cooperation with social partners to expand access for the functionally illiterate (figure estimated at 4.5 million by 2015)
- expanding lifelong learning and training opportunities in partnership with the private sector and NGOs to realize the objectives of EFA by 2015

For ANGOLA, the future strategic objectives will include:

- elimination of basic and functional literacy.
- giving every citizen the opportunity to develop his/her capacity to contribute to the development of the country
- expand access to technical-professional skills training.
- make a contribution to peace, cultural development, tolerance, fundamentals of liberty and the protection of the environment
- make adult education an axis of rural communities.
- put in place a system for measuring the progress of all activities to be carried out until 2009.

In Germany, future actions will (probably) be centred around the following areas of concern: the 2001 recommendations by the NGOs resulting from their discussion of the EU Memorandum on Lifelong Learning which included:

- quality assurances in adult education be used as a flexible and process-oriented tool
- introducing activities in the domains of counselling and motivation, especially in the fields of ICT training and computer literacy
- intensifying the dialogue and cooperation between the education sectors in Germany
- creating an environment that is conducive to learning for disadvantaged groups
- offering learning for older generations.

While the economic crisis and the high rate of unemployment may have led to increased attention on the economic aspects of lifelong learning, future action should pay attention to other aspects such as democratic and active citizenship, intercultural understanding, solidarity, tolerance and aspects of sustainable development.

It is also foreseen that further developments in lifelong learning will focus on:

- networking and cooperation at all levels
- increasing individual responsibility and self-direction by learners
- promoting equal opportunities
- introducing and implementing a new culture for teaching and learning
- enhancing transparency and counselling services
- quality development and quality assurance, also in international competition.

Germany intends to give increasing support and recognition to non-formal and informal learning in the future.

In NEW ZEALAND, the government set new strategic directions for the tertiary education system, which includes adult education, to ensure that it has greater relevance to NEW ZEALAND's current and future needs through better alignment with national goals, more focused strategies and improved quality. The reforms will promote an integrated tertiary education system, with all post-school education and training working towards a shared strategic vision. The sector and the stateholders will be engaged by the government in the development of a tertiary education strategy every five years. It will be a general national strategy which will include specific strategies dealing with different priority issues.

In FINLAND, future actions will take into account some of the major structural changes that FINLAND will have to face. Such structural changes include:

- addressing the rapidly aging population over 55 years of age, and the consequence that it will have on the labour market the relatively small number of the younger generation
- the educational and training gaps which exist between older and younger generations, despite the fact that the overall level of education among the Finnish adult population has been growing.
- Disparity in qualifications is seen in the labour market in terms of larger jobless rates among the older generation.

FINLAND expects changes in the labour market over the next ten years, and, as a result, demand will grow for labour in knowledge-intensive fields: This will increase demand on education, including adult education, to offer a greater and more versatile training. It is also foreseen that growing use of information and communication technologies and the provision of many services on e-mail will require new kinds of skills which will require adult education to provide these for adults. Another area of demand will be to respond to the needs in the areas of citizenship and social cohesion.

In view of the above-mentioned expected changes in the Finnish society the Finnish Adult Education Committee proposed new guidelines which outline an adult-education and training strategy and major actions up to 2010. The main objective is to offer opportunities for all adults to study according to their life situations and needs. The strategy also recognizes the value of non-formal education and stresses the need to make informal learning visible.

The Ministry of Education is also doing its part in the national strategy for the development of the information society which, since 1999, includes the following focal areas: information society skills for all

- the versatile use of networks in studying and teaching
- accumulating digital information capital
- strengthening information-society structures in education, training and research.

Future Actions in Finland will also deal with issues such as social exclusion and employment within the national strategy.

In SWEDEN, future actions are based on the main goal of the policy of the Swedish Government on adult education as outlined in the Bill on Adult Learning (Prop 2000/01:72).

The essence of the Bill is that in the knowledge society every individual must be given the learning opportunities that will help him/her broaden his/her knowledge and skills. The policy underlines the value of that course of action which is important for personal development, equality of opportunity, economic and sustainable growth, democracy and employment and an equitable distribution of wealth.

To achieve those goal, the government introduced a number of strategies as follows:

- teaching and working methods must be changed to respond to individuals constantly changing and needing to learn
- developing counselling of high quality to guide lifelong learning
- the learning environment should be developed in a way that will respond to the learner's needs through the availability to the learner of a variety of options in content and in methodology
- a real model of partnership between government, the individual and the municipality should be developed in a manner that different responsibilities are clearly defined
- learning should be undertaken within the democratic perspective with all the major values in a democratic society being taken into consideration
- more cooperation among different social partners will be encouraged.

According to the report, the concrete targets for 2009 are to continue the development of adult education. The shift from education to supported learning is an important factor in this respect. In the future the need to upgrade one's education will be of uttermost importance especially with the development of technology.

The role of the state according to the report will be to create the conditions for a diversity of learning forms. A structure for lifelong learning and a national strategy should support organized as well as non-organized learning situations. SWEDEN should be a leading knowledge nation characterized by high quality and lifelong learning for growth and equity.

In SLOVENIA, the situation is similar to that in SWEDEN and FINLAND. It is characterized by demographic changes that will result in shortages of professionally trained individuals to meet the challenges of the labour market.

The realization of the concept of lifelong learning will require the reform of the education system. Priority actions will be in the area of training using information and communication technologies. Two areas will receive a special focus:

- improving the level of literacy among the adult population and
- confronting the challenges of the world of work.

In POLAND, future action will concentrate on the following aspects of adult education:

- putting into operation the accreditation system currently underway which is intended to help people navigate through the variety of available training.
- Having the Ministry of Education and Sport create the conditions conducive to broader participation in vocational education.

In CAMEROON, the sensitization of decision-makers and the general public about the relevance of literacy work will be of top concern for future actions.

Special focus would be put on the concept of democracy and peace. Other issues include:

- promoting cultural development and advocating respect for other cultures
- giving more support to women
- reinforcing partnership in the domain of education/literacy.
- developing a database for literacy.

For IVORY COAST, future actions will deal with the following issues:

- training literacy personnel within the framework of legislation on the orientation of the national system of education

- promoting basic education and literacy
- increasing the literacy rate for youth and adults by 20%
- promoting and strengthening non-formal education and post-literacy programmes.

In NORWAY, future actions will be conceived and implemented in the light of the evaluation of the country's Competence Reform, which will be evaluated in 2003.

In MYANMAR, future actions are included in the long-term 30-year education plan of the Ministry of Education. The plan for adult education (for 30 years) includes:

- increasing the adult literacy rate to 99% by 2015
- expanding continuing-education programmes
- establishing more community learning centres and e-learning centres
- conducting capacity workshops at different levels
- networking nationally and internationally
- reaching the MYANMAR EFA goal (3) : "Achieving significant improvement in (4) : "ensuring that learning needs of the young people and adults are met through non-formal education programmes".

In MALI, future actions will seek to establish structures and employ staff within an institutional framework that will be supported between now and the year 2009 by actions in policy areas including: legislation for non-formal education, adopting and operationalizing strategy and providing the necessary funds for non-formal education. Actions should also include training of personnel, mobilization of the community, creating space for the sharing of information on non-formal education, and finally promoting research on non-formal education.

In ST. LUCIA, future actions are envisaged within EFA targets and will be implemented with a view to linking up with Millennium Development Goals and other international targets. Six series of strategies are proposed for the period 2004-2009:

1. development and/or reinforcement of adult learning policies at the national level
2. promoting adult learning and liaising with regional organizations for accreditation
3. promoting a culture of peace and healthy co-existence
4. monitoring provision in adult education
5. intensification of national co-operation
6. emphasizing open universities and distance learning as keys to the future.

The report on SWITZERLAND provides some recommendations for adoption by the government to constitute future actions. They can be summarized as follows:

- provision of state support to increase access of all to adult education, especially disadvantaged groups
- overcoming divisions between general adult education and vocational education
- support for the idea of raising the quality of adult-education institutions
- support for the continuing training of trainers and adult-education personnel
- close existing gaps in legislation
- increase cooperation and coordinating among the Cantons.

In TANZANIA, the Government has planned future actions in the field of education as part of a national strategy to counteract the stagnation and reversal in poverty indicators as well as in the declining quality of and access to basic social services. TANZANIA is planning its future actions within the context of Dakar Framework for Action and the Millennium Development Goals. The two main areas of concentration will be:

- to strengthen the implementation of the adult non-formal education implementation plan
- to strengthen the primary school development plan.

The DOMINICAN REPUBLIC is committed to the goals of the Dakar Framework of Action and the concept of lifelong learning which will be guiding its future actions till 2009. The goals will be to raise the average educational level from level 5 to level 6 of the basic education sector and to reduce illiteracy for persons over 15 years of age from 16% to 5% by the year 2012. This will require building new learning centres and training personnel. Another area of focus will be the education of women. Cooperation with the private sector will be intensified to facilitate the training of employees.

In GHANA, future actions will concentrate on the completion of the 5-year functional literacy programme by the year 2004. In SENEGAL, future actions are foreseen within the country's 1998-2009 Action Plan, which aims at achieving the following objectives:

- expanding access to basic education
- ensuring the quality and relevance of basic education
- putting into place a coherent, efficient and decentralized management system for basic education.

In CUBA, future actions will be guided by CONFINTEA V's Agenda for the Future.

In ERITREA, future actions will be planned within the Framework of Dakar and the Millennium Development Goals. The main areas will be:

- to expand literacy and post-literacy provisions for youth and adults
- more new rural libraries (300) will be established
- introducing distance learning to benefit youth and adults
- vocational-training programs for women
- using national radio broadcasting to teach local languages.

In SEYCHELLES, distance learning will be expanded to include adult learning in different areas of education and training. ICTs will be used in adult education and personnel will be trained. As far as the EFA goals are concerned, the strategy will be to continue to respond to the Dakar goals. Another area for future action is the development of human resources for tourism. There is also a plan for skills development which will include vocational training.

In PANAMA there is a plan for 'upgrading' educational facilitators and teachers.

7. FUTURE DIRECTIONS IN ADULT EDUCATION

Some of the significant trends that have been discussed in this report will certainly be pronounced as major areas for development in adult education over the next decade or so.

In order to put adult education into the wider perspective of human development, considering the role it should play in order to contribute to that development, a set of fundamental issues will have to be studied and analysed in depth to understand their implications for adult education:

THE FIRST issue is "globalization" and its impact on education and training and on the labour market, particularly in the developing countries. Who are the winners and who are the losers? Can adult education contribute to a more balanced relationship between the poor and the rich nations? Can adult education empower groups and countries to challenge domination and raise their voices?

THE SECOND issue is future learning in the context of lifelong learning and the development of information and communication technologies.

Adult education should become part and parcel of a new system of learning which should allow for the integration of information and communication technologies, the overcoming of the digital divide and the valuing of traditional and cultural communication and expression. Structures of learning institutions will have to change and should become more open to accommodate the individual demand for learning while serving community, national and cross-national needs.

The issue of recognition and accreditation which represents a significant trend in some countries today is likely to develop into a well-designed system for measuring competence in an authentic way regardless of whether that competence was acquired within or without the formal system of education and training. There is no doubt that as the sources of learning multiply and as learning becomes more self-directed, the issue of recognition and accreditation will become more complicated and will require innovation and creativity to settle.

THE THIRD issue is the role of government in education (adult education included) vis-à-vis that of social partners. This will be an area that will generate a lot of concern because of the dynamics that will prevail regarding the increase in knowledge and the demand for a regular supply of training that will not only match demand in the Labour market, but more importantly equip individuals and communities to live a dignified and self-fulfilling life as individuals and citizens. It is neither possible nor would it be desirable for government to control the entire agenda for learning. Nor is it desirable to let the market define, promote and regulate the provision and influence the demand. How, then, can the responsibility be divided among the various actors? What about the poor members of the population who cannot afford the cost of learning? In what way can assurance be given to the potential learners and to the public institutions that will provide learning that there will be no financial constraints?

THE FOURTH issue will be the management of adult education as a subsystem of national systems of education. The challenge that will have to be faced will be the triple challenge of accessibility, quality and cost. How can access to adult learning be extended with limited resources without lowering standards?

THE FIFTH issue is literacy, which, in the new setting, has to be conceived in its complex and multi-dimensional connection with development in all its dimensions. Literacy as a multiple and complex tool and act is embedded in economic, social, cultural and political contexts. Literacy, like other learning and developmental activities, must benefit from the application of information

and communication technologies in learning. At the same time, literacy should be planned and implemented as an integral and foundational part of an open system of learning in which the governing concept is that of lifelong learning.

The forthcoming UN Decade of Literacy will be the testing ground.

THE SIXTH issue will be the focus on quality, quality standards and the control and assessment of adult education from a pedagogical perspective. What is the quality of the curricula? What is the standard of the teachers? The relevance and the suitability of the techniques used in adult learning? What sort of database should be developed? For what purpose? What are the indicators of performance?

THE SEVENTH issue is international cooperation. Here the record of the follow-up to CONFINTEA V speaks for itself. However, it is no longer morally acceptable to overlook the marginalization of adult education in comparison to what other subsystems of education receive, not to speak of what is being spent on the modern technology of destruction. For how long shall the world keep silent about the consequences of inaction in the domain of adult education? How many times have world leaders promised support to adult education and then neglected their promises? For adult education as an area of particular relevance to development, the saga of promises began in 1948 at ELSINORE, during the First Adult Education Conference. It is hoped that these promises will be kept as we prepare for the second half of the decade which started in 1997 when CONFINTEA V was held in Hamburg.

APPENDIX 1

List of Member States Included in the Synthesis of Review Reports

Below is the list of countries that responded to the call made by UIE for assessing the progress made in the different world regions towards the objectives set during the Fifth World Conference on Adult Education held in Hamburg in 1997 (CONFINTEA V). The majority of the reports were submitted by the Member States through their respective UNESCO National Commissions. However this list also includes some national reviews by individual institutions such as university Departments of Adult Learning, research institutes and non-governmental organisations specially contracted to conduct a national review. The majority of the reports submitted have used the common grid and common reporting structure (see attached common grid).

Since many studies arrived late, they could not be included in the synoptic review. They will, however, be taken account of following the Mid-term Review Conference.

Africa

Angola

Commission Nationale Angolaise pour l'UNESCO
Sr. Francisco Domingos
Direction Generale d'Éducation des Adultes

Botswana

Dr. Tonic Maruatona
Department of Adult Education
University of Botswana
Gaborone

Burkina Faso

Ms. Marie Bernadette Kabre
Le Cadre de Concertation des ONG/Associations actives en Éducation de Base au
Burkina Faso

Cameroon

Dr. Etienne Sadembouo
Association Nationale des Comités de Langues Camerounaises (ANACLAC)
Cameroon

Democratic Republic of Congo

Casimir Kovungbo Nzinga
Commission nationale de la République démocratique du Congo pour l'UNESCO
Chef du Secteur de l'éducation

Eritrea

Eritrean Commission for UNESCO
Ministry of Education
Department of Adult and Media Education

Ghana

Ghana National Commission for UNESCO
Ministry of Education

Ivory Coast

Commission Nationale Ivoirienne pour l'UNESCO
Ministère de l'Éducation Nationale

Madagascar

Commission Nationale Malgache pour l'UNESCO

Republique du Mali

Commission Nationale Malienne pour l'UNESCO;
Le Ministre de l'Éducation Nationale

Namibia

Messrs. Beans Ngatjezeko and Job Tijho
Department of Culture and Lifelong Learning, Ministry of Basic Education and Culture

Namibia

Government of the Republic of Namibia
National Policy of Namibia 2003

Niger

Mr. Laouli Malam Moussa
Ministère de l'Éducation de Base et de l'Alphabétisation
Niamey, Niger

Nigeria

Department of Adult Education
University of Lagos

Sénégal

Commission Nationale pour l'UNESCO
Ministère de l'Éducation

Sénégal

Association Nationale pour l'Alphabétisation et la Formation des Adultes (ANAFa)

Seychelles

National Commission for UNESCO
Adult Learning and Distance Education Centre (ALDEC)
Ministry of Education and Youth
Seychelles

South Africa

South Africa National Commission for UNESCO

South Africa

Prof. Shirley Walters
Division of Lifelong Learning
University of Western Cape
South Africa

République Centrafricaine

Commission Nationale de République Centrafricaine pour l'UNESCO

Swaziland

National Commission for UNESCO
Ministry of Education of the Kingdom of (ESWATINI) Swaziland

The United Republic of Tanzania

UNESCO National Commission
Ministry of Education and Culture, Tanzania
Ministry of Education, Culture and Sports, Zanzibar

Zambia

Zambia National Commission for UNESCO
Ministry of Community Development and Social Services
Department of Community Development
Lusaka, Zambia

Arab States**Egypt**

Dr. Laila Rashed Iskandar
Community and Institutional Development,
Cairo

Jordan

The Jordan National Commission for UNESCO
For Education, Culture and Science
Amman, Jordan

Sultanat d'Oman

Omani National Commission for UNESCO

State of Qatar

Qatar National Commission for Education, Culture and Science

Asia and the Pacific

Bangladesh

Prof. Nurul Islam Khan
Dhaka, Bangladesh

Korea

Korean National Commission for UNESCO
Ministry of Education and Human Resource Development
and Korean Educational Development Institute

Myanmar

Prof. Myint Han
Myanmar Education Research Bureau, Yongon, Myanmar

New Zealand

New Zealand National Commission for UNESCO

Papua New Guinea

Papua New Guinea National Commission for Education
National Department of Education

Thailand

National Commission for UNESCO
Office of the Non-formal Education Commission (ONFEC)
Ministry of Education

Uzbekistan

National Commission of Uzbekistan for UNESCO

Europe and North America

Canada

Canadian National Commission for UNESCO
Council of Ministers of Education, Canada
and Human Resources Development Canada

Denmark

Prof. Thyge Winther-Jensen and
Anne Slej Kristensen
The Danish University of Education, Copenhagen, Denmark

Finland

Finnish National Commission for UNESCO
Ministry of Education

France

Commission Nationale Francaise pour l'UNESCO

Germany

Education Division
German Commission for UNESCO

Iceland

Iceland National Commission for UNESCO
Ministry of Education, Science and Culture
Reykjavik, Iceland

Latvia

Latvian National Commission for UNESCO
Ministry of Education and Science

Macedonia

Macedonian National Commission for UNESCO
Ministry of Culture

Norway

Norwegian National Commission for UNESCO
Ministry of Education and Research

Poland

Polish National Commission for UNESCO
Education, Science and Information Unit

Portugal

Portuguese Commission for UNESCO
Portuguese Ministry of Education

Slovenia

Slovenian National Commission for UNESCO
Slovenian Institute for Adult Education
and
Ministry of Education, Science and Sport

Sweden

Swedish National Commission for UNESCO
Ministry of Education and Science

Switzerland

Swiss National Commission of UNESCO

Latin America and the Caribbean**Bolivia**

Comisión Nacional Boliviana para la UNESCO
Ministerio de Educación, Viceministerio de Educación Escolarizada y Alternativa
Dirección General de Educación Alternativa
Bolivia

Brazil

Dra. Maria Peregrina de Fatima Rotta Furlanetti
Universidades Estadual Paulista/UNESPA, Faculdade de Ciencia et
Tecnologia/F.C.T
Sao Paolo

Brazil

Brazilian National Commission for UNESCO
Ministry of Education of Brazil
National Report on the Education of Young People and Adults
Brasilia

Colombia

Lola Cendales G. y Jorge Posada E.
Latin American Council for Adult Education
Bogotá, Colombia

Cuba

Comisión Nacional Cubana de la UNESCO
Ministerio de Education
Dirección de Relaciones Internacionales

Dominican Republic

Comisión Nacional Dominicana de la UNESCO
Secretaría de Estado de Educación
Dirección General de Educación de Adultos

Nicaragua

Comisión Nacional Nicaragüense de la Cooperación con la UNESCO
Educación de Continua para Jóvenes y Adultos
Ministerio de Educación, Cultura y Deportes Nicaragua
Nicaragua

Panamá

Comisión Nacional Panameña de Cooperación con la UNESCO
UNESCO Panamá
Ministerio de Educacion de Panamá

St. Lucia

Saint Lucia National Commission for UNESCO
Ministry of Education, Human Resource Development, Youth and Sports
Saint Lucia

APPENDIX 2

CONFINTEA MID-TERM REVIEW 2003 Six Years After CONFINTEA V: Status and Future Prospects of Adult Learning

General Introduction

1. CONFINTEA V follow-up is a programme to monitor the recommendations and commitments contained in two important policy documents, the *Hamburg Declaration* and the *Agenda for the Future*, that were adopted by the Fifth International Conference on Adult Learning held in Hamburg in 1997, following the mandate given to UIE by the 29th UNESCO General Conference and other CONFINTEA partners to monitor adult learning world-wide.
2. The CONFINTEA commitments are gaining new relevance in light of the Dakar Framework for Action, adopted by the World Education Forum, held in Dakar, Senegal, in 2000. Both conferences made a strong commitment to an expanded understanding of basic education which aims at meeting basic learning needs for all within and outside schools and throughout life.
3. In order to plan longer-term actions to ensure that the commitments made at CONFINTEA are being translated into reality, a Mid-term Review is being undertaken to take stock of all monitoring activities in adult learning since 1997 as well as new emerging issues at the country, NGO/CSO regional, international level, as well as in different themes.
4. All country, NGOs/Civil Society Organisations (CSOs), regional, international and thematic reviews (Document B gives the different elements of the Mid-term Review) will be inputs to a major conference in Bangkok, Thailand, from 9 to 12 September 2003, which will give all stakeholders and the adult-learning community the opportunity to reaffirm their commitment and expand their activities and to closely link them to the implementations of the Dakar Framework for Action and the United Nations Literacy Decade.
5. The review should be seen as an opportunity to assess the development of the visions, processes and strategies articulated within the broader framework of lifelong learning and to give a new impetus and a relevant framework to the Dakar Framework for Action and the Millennium Development Goals (MDGs).

A Common Grid for Reporting

In order to arrive at convincing and compelling reporting of the situation and progress made in adult learning, a common grid of critical indicators has been recommended by the international advisory group set up to animate this process.

1. The common grid has the important aim of making the review of adult learning a part of a self-sustaining process of continuous evaluation, sustainable monitoring and data collection at the country level, not a one-shot, piecemeal and ad hoc activity. An important dimension of review is therefore to set in motion a National Reporting System until 2009 (CONFINTEA VI). Even where countries may not have appropriate data bases and reporting and evaluation systems, the review aims to stimulate governments and stakeholders to collect

core statistics on literacy, non-formal education, and adult and lifelong learning, to see how adult learning has evolved in the last six years, and to point to new course of action.

2. The grid is to serve as an important methodological tool for collecting baseline information. This will help to overcome the discrepancy that currently exists in collection of systematic statistical data and benchmarks on the progress of adult learning.
3. The common grid allows for a more open-ended method of reporting than one that entails a procedure of filling out questionnaires.
4. The common grid for reporting is also being proposed in order to set up a complementary monitoring process that will continuously feed the EFA overall monitoring and Global Report with relevant data on literacy, non-formal education, and adult and lifelong learning. It will integrate the CONFINTEA V Agenda into the six EFA goals, especially in relation to adult literacy, gender, improving the quality of learning, life skills and sustainable development within the overall perspective of lifelong learning.
5. The Grid or indicators will be common to all reports – at the country, regional, international and thematic level.

Cross-cutting Issues

For the sake of analysis and assessing progress, certain cross-cutting issues below should be taken into account as organising principles for common reporting.

Progress towards quality adult learning

It is necessary to put emphasis on quality improvement in adult learning, reflected in conducive dynamic learning environments, focus on learning outcomes and impact on people's lives and well-being. This requires documenting and periodically evaluating achievement and monitoring and controlling quality at the country level as well as using holistic indicators. The report should highlight all these issues as they relate to each country.

Emerging concerns, new major trends and challenges

Whereas comprehensive country reviews are first and foremost a factual assessment of the way the various stakeholders have implemented the *Agenda for the Future* at all levels, they also have the important task of recognising new trends and developments that must be taken into account for the essential restructuring of a longer-term strategy of adult and lifelong learning.

Statistics and collecting baseline information and data on Adult Learning

Benchmark information and statistical data on particular themes, issues and good practices should be provided to whatever extent possible. Some of this data can be drawn from international organisations that already have considerable amount of statistical data. Where comprehensive databases on adult learning are lacking, indications should be given as to how this is being tackled by governments and other stakeholders.

Research Studies in the Field

Reporting on quality improvements should be supported by research in the field. The purpose of this review is to collect and document available convincing data in the field in order to make a case for more investments in adult education.

Partnerships between various stakeholders

The review should necessarily reflect partnerships between various stakeholders. Stakeholders in the selected countries will include governments, NGO networks, Interagency UNDAF and EFA national teams. Again, the roles and responsibilities of the actors will need to be clearly defined. The review should take into account the role of the private sector. It is also important to take into account consultations of social partners (trade unions, employers and the education system). Each report should have a list of ministries other than the Education Ministry as well as inter-ministerial agencies consulted in the process of national reporting.

Member States to involve NGOs and CSOs in the reviewing process

It is necessary to undertake a NGO review as part of the country study in relation to the commitments made by governments. CONFINTEA V was a landmark because it propagated the idea of the shared responsibility of all stakeholders, state-civil society co-operation, the participation of active and critical citizenry and accountability of all.

Future actions planned 2003-2009

The review should contain actions and proposals that offer forward-looking perspectives and set concrete objectives and identify new targets until 2009. It should also point to new directions and offer a new course of action.

New Draft Recommendations

The review gives an opportunity to Governments, NGOs, private sector and all partners to reflect on the Hamburg recommendations and to propose new ones in the context of changing and new emerging issues. A draft document embedding these new recommendations will be adopted during the International Mid-term Review Conference and a draft resolution submitted to the UNESCO's 32nd General Conference in October 2003.

Some Guidelines for Writing the Report

- For each of the section and subsections as numbered below, you are kindly requested to give where applicable or available figures in terms of number of new activities, legislation, structures, institutions, programme coverage or amount of innovative activities.
- Indicate numbers, give examples of programmes and provide laws and texts.
- Use the report structure given below for the comprehensive country report. The attached table on page 7 of document B serves merely the purpose of giving a diagrammatic overview of the report.

- Please indicate the full references and sources from where the information, statistics and data have been taken: date, year, author, title, location of publication and publisher.

Although the different CONFINTEA V themes have not been enumerated under each chapter in the reporting structure, they have to be taken into account in each Chapter.

The Ten CONFINTEA V Themes

1. Adult Learning, Democracy, Peace and Critical Citizenship
2. Improving Conditions and Quality of Adult Learning
3. Literacy and Basic Education
4. Promoting the Empowerment of Women
5. Adult Learning and the Changing World of Work
6. Adult Learning, Environment, Health and Population
7. Adult Learning, Media and Culture and ICTs
8. Adult Learning and Groups with Special Needs: Adult Learning for Ageing Populations, Migrants, Prisoners, Persons with Disabilities, Indigenous Communities and Cultural Minorities
9. Economics of Adult Learning: Adult learning seen as an Investment
10. Enhancing International Co-operation, Solidarity and Networking for and through Adult Learning

- Attached is the *Hamburg Declaration and the Agenda for the Future*. Please make reference to the commitments made therein and give an assessment of how they have been implemented and what results have been achieved.

Structure of the Report

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

- 1.0 Policies, legal provisions, delivery system and innovations (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. Education policies integrated with economic, social, health, employment policies; information, guidance and management systems).
- Fostering equality and access, serving special groups and meeting learning needs and demands of individuals, groups and communities.

Chapter 2: Increasing Investment in Adult Learning

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

Chapter 3: Increasing Participation

- 3.0 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 in relation to the different themes.

Chapter 4: Research Studies in the field of Adult Learning

4.0 Information on research studies being undertaken in the field of adult learning. What are the key questions addressed and how is research informing policies and practice?

Chapter 5: Adult Educators/Facilitators' Status and Training

5.0 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.

Chapter 6: Empowering Adult Learners

6.0 Rights of learners, learner-centred curriculum, development of context and culturally relevant content, and evaluation of learning outcomes and impact on socio-economic development. Do you have national 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?

Chapter 7: Examples of Best Practice and Innovations

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

Chapter 8: Future Actions and Concrete Targets for 2009

8.0 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 in your country, and how Millennium Development Goals and other international targets are aimed at and met through adult learning.

The Common Grid for Reporting: a Diagrammatic Overview

97-2003	Theme 1: Adult Learning Democracy Peace and Critical Citizenship	2: Improving Conditions and Quality of Adult Learning	3: Literacy and Basic Education	4: Promoting the Empowerment of Women	5. Adult Learning and Changing World of Work	6: Adult Learning, Environment Health and Population	7: Adult Learning, Media and Culture and ICTs	8: Adult Learning and Groups with Special Needs	9: Economics of Adult Learning: Adult Learning seen as an Investment	10: Enhancing International Co-operation, Solidarity and Networking for and through Adult Learning
1. Building up Structures and Institutional Frameworks	1.1	1.2.	1.3	1.4	1.5	1.6	1.7	1.8	1.9	1.10
2. Increasing Investment in Adult Learning	2.1	2.2	2.3	2.4	2.5	2.6	2.7	2.8	2.9	2.10
3. Increasing Participation	3.1	3.2	3.3	3.4	3.5	3.6	3.7	3.8	3.9	3.10
4. Research Studies in the Field	4.1	4.2	4.3	4.4	4.5	4.6	4.7	4.8	4.9	4.10
5 Adult Educators/ Facilitators' Status and Training	5.1	5.2	5.3	5.4	5.5	5.6	5.7	5.8	5.9	5.10
6. Empowering Adult Learners	6.1	6.2	6.3	6.4	6.5	6.6	6.7	6.8	6.9	6.10
7. Examples of Best Practice and Innovations	7.1	7.2	7.3	7.4	7.5	7.6	7.7	7.8	7.9	7.10
8. Future Actions and Concrete Targets for 2009	8.1	8.2	8.3	8.4	8.5	8.6	8.7	8.8	8.9	8.10