Fifth International Conference
on Adult Education
(Hamburg, July 1997)

Adult education since the fourth
International Conference on Adult Education
(Paris, 1985)

Analysis of the replies to the survey conducted by UNESCO with a view to compiling information from Member States and NGOs on the development of adult education and training.

Annexed is a survey of UNESCO’s action between 1985 and 1995.

UNESCO

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FOREWORD

Resolution 1.1, adopted by the General Conference at its twenty-eighth session (November 1995), invited the Director-General to organize the fifth International Conference on Adult Education in 1997. As part of the preparations for this Conference, the Director-General set in train a consultation of Member States to evaluate adult education activities since the previous Conference held in 1985 (28 C/5, para. 01123). To facilitate the compilation of information, the Secretariat forwarded to all Member States on 30 April 1996 a questionnaire designed to obtain information on significant events together with a reflection on recent changes and the prospects for the development of adult education and its contribution towards solving the major stakes at issue in the twenty-first century.

As the questionnaire covers adult education in the broadest sense of the term, including the various aspects of non-formal adult education and adult training, National Commissions for UNESCO were requested to involve in this reflection all the actors concerned with adult education (associations, employers, trade unions, the media, NGOs) and as necessary to set up ad hoc working groups to this end. Non-governmental organizations and intergovernmental bodies involved in or concerned with adult education activities have been associated with this consultation.

Replies were due to reach the Secretariat on 30 June 1996, but the deadline was put back for three months. At 31 October 1996, 68 replies had been received. The geographical distribution of the reports is regarded as balanced for Europe (19), Latin America and the Caribbean (15) and the Arab States (9), representing between 45 and 50 per cent of the Member States of each region concerned. The number of replies from countries of Asia (11) and Africa (14) is regarded as inadequate, with less than 30 per cent of the Member States in each group. Reports from Europe and Latin America and the Caribbean represent almost one-half of the replies. Only nine NGOs replied to the questionnaire. In some cases vague or incomplete replies have made it necessary to consult the 1993 reports from the States concerned on the implementation of the 1976 Recommendation on the development of adult education and other recent documents available to the Secretariat.

Annex II contains a brief list of UNESCO’s main activities over the last ten years, mainly on the basis of the reports of the Director-General (C/3) between 1986-1987 and 1994-1995 and periodical surveys by the units concerned at Headquarters and in the field. In preparing the present synoptic document, the Secretariat benefited from the co-operation of Mr Ali Hamadache, a former UNESCO staff member in the Division of Basic Education. It should be noted that this document, produced for participants at the Conference, summarizes the trends and viewpoints which result from analysis solely of the reports received by the Secretariat, reflecting the situation of adult education in many but not all Member States.

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1. The list of Member States and NGOs having replied to the questionnaire is contained in Annex I to this document.
SUMMARY

The first important observation is the continuing demarcation between industrialized and developing countries as regards the priorities assigned to adult education and the forms it may take, depending on the predominant socio-economic situation and the level of technological progress achieved. What separates these two groups of countries is the interpretation given to the concept of adult education, which refers to different circumstances, even if during the last ten years there has been a tentative coming together in respect of some shared concerns such as the level of literacy and job training.

The second significant trend is the growing emphasis on policies relating to lifelong education (or continuing training), which in the countries of Europe and North America and also in some highly developed countries of the South has now become current practice, in particular for intermediate and higher executive staff. This priority for lifelong education is also to be found to differing degrees in a growing number of Third World countries as a continuation of basic education designed to meet fundamental educational needs both in the fields of production and health and in regard to improving the quality of life. This interest is indicative of the determination of States to broaden the field of basic education, in particular in the context of the follow-up to the recommendations by the Jomtien Conference. A subsidiary trend is that programmes are manifestly more open to general education and the acquisition of skills affecting individual development and the cultural field; their content also includes citizens’ rights and responsibilities.

The third major trend noted, which is likely to be accentuated in the next ten years, is:

(i) for the developing countries, the priority to be accorded on the one hand to the post-literacy process and the need to diversify it, and on the other, in connection with diversification, to education for work geared towards integration in production circuits;

(ii) for the countries with a long tradition of adult education which have completed the universal provision of primary - and even secondary - education, the upsurge in short-term vocational training as a process of integration, requalification or retraining to cope with the continuing aggravation of unemployment and the restructuring of the labour market.

A fourth trend is the consensus among Member States and NGOs on the principle of participation, linked to the principle of motivation. This trend has gained ground with the recognition that the adult is the agent of his own education and that his grassroots community is responsible for its own development. This concern with giving responsibility to the beneficiaries of educational action and the need to adapt it to the local context and local needs have hastened on the process of decentralizing the structures and management of adult education which had already been widely introduced in the previous ten years. While decentralization is effective and well advanced in the developed countries, it still comes up against practical difficulties in certain developing countries, mainly due on the one hand to the continuing centralization of decision-making and on the other to the scanty resources given to decentralized structures to enable them to exercise their responsibilities.

A legal framework has now been given to their adult education system by the remaining countries which had not yet done so during the two previous decades, either by defining its
main lines and principles in their national constitutions, including it in the statutory texts governing the education system, or adopting or modifying specific legislation on adult education. Almost all Member States regard adult education as part and parcel of their education system and recognize its complementarity with formal education. However, the structural links with the formal system rarely go beyond the stage of proclaimed intentions; there are no bridges between these two levels which would make these intentions fully credible, and there is no equitable balance in the earmarking of the budgetary resources available.

Another significant trend is the growing involvement of non-governmental organizations and associations in general, in parallel with a gradual withdrawal of the State in formal education, as regards both its financing and management. The chronic lack of funds is, as for previous decades, the primary constraint limiting the role of adult education and the achievement of stated objectives; this education is still the poor relation of the education system in most developing countries.

The priority beneficiaries of adult education activities have been - and will continue to be for the next ten years - (i) women, in connection with income-generating activities and programmes for their empowerment, (ii) young people excluded from the education system or having dropped out without any initial qualification and now seeking 'second chance' training. The latter category is in the forefront of the concerns of industrialized countries, comprising as it does young people often of secondary or higher level, now looking for their first jobs.

Literacy and post-literacy on the one hand, and vocational training and general education on the other, are the most current fields of action; the preference given to each of them varies with the level of socio-economic development of the country considered and its level of education. Mass literacy has given way to selective programmes with more functional contents better adapted to local contexts, diversified to take into account the specific needs of the beneficiaries.

In addition, literacy work, while still the dominant form of adult education in many developing countries, is increasingly regarded in the broader sense of the term as a stage in the learning process. Adult education activities are generally linked with socio-economic development activities, for example those designed to improve living conditions and the quality of life.

With learning strategies, preference is given to participatory methods based on dialogue and the use of open education strategies, including distance education. The new information and communication technologies, which all agree are powerful training tools facilitating access to learning, are being increasingly used in a number of industrialized countries and are envisaged for use in the near future by others. In practice they continue to be inaccessible for most Third World countries, chiefly on account of their cost. Many Member States are aware that they cannot continue on the sidelines of this inevitable challenge and that they must begin now to prepare to take it up.

Growing interest is shown in bilateral co-operation - frequently one-way (from the North to the South) - which has become as important as international co-operation. Horizontal co-operation between countries with shared concerns has been very active and effective, in the context of regional programmes to combat illiteracy and in some cases subregional programmes (the countries of the Sahel, Baltic/Nordic countries, Central America, Andean
countries, etc.). UNESCO's role is considered important in exchanges of ideas, experiences and equipment, the dissemination of information on programmes and methods, training and the search for funding sources. With a view to strengthening this role, some countries have suggested the creation of a network of institutions and individuals and a data bank on experience and equipment whose operation would be facilitated by the use of the Internet.

Priorities for the next ten years vary depending on each country's situation, and will generally reflect trends observed during this decade which will continue to be accentuated. The most frequently evoked themes are the confirmed upswing in continuing training, the reduction in illiteracy and the consolidation of the post-literacy process. Also noteworthy are various proposals as to the contribution by education to priority development projects and the promotion of a culture of peace.
I. DEVELOPING TRENDS AND SIGNIFICANT EVENTS

A. Development of policies and strategies

The philosophy underlying adult education and the principles defining its main lines of emphasis, in the Member States which have replied to the questionnaire, naturally depend on the prevailing political and socio-economic situation and the priorities of each country in this field. However, an analysis of the replies brings out common lines of force and predominant trends.

The first trend is the continuing line of demarcation between developing and industrialized countries as regards the concept of adult education, though a tentative coming together can be seen as follows:

(i) for the former, progress in literacy and a breakthrough in post-literacy, and even a broadening of the field of adult education to extend to basic education and certain specific problems of society;

(ii) for the latter, the emergence of functional illiteracy and the giving of priority to socio-economically, and even culturally underprivileged and/or marginalized groups, in the form of an awareness of the potential role of adult education in the social integration of these special groups.

This is the concern expressed in the report by the International Council for Adult Education (ICAЕ), which notes that it is true that in many parts of developed countries there is a growing demand for adult education, training and skill building, unprecedented in the history of education; and that while Europe and North America are useful examples of how best to organize adult education in an already affluent and well-organized social and economic milieu, the very concept, definition and practice of adult education in the poorer countries have absolutely no relation to or bearing upon what happens in the industrialized nations.

The second trend is the accentuation of policies of lifelong education, which Belgium defines as an approach designed to create and heighten among adults an awareness and critical perception of the realities of society, the ability to analyse and make choices, and attitudes of responsibility and active participation. The report by the French community in Belgium expresses this concept even more explicitly as being central to the problem of 'culture-citizenship-democracy' and as an everyday approach to the adoption of a practical policy to ensure the full development, use and exercise by every individual of his/her role as a citizen, which in itself strengthens the democratic nature of society.

In most European countries, continuing education appears to be an established practice, particularly for all higher and intermediate executive staff. For Spain, lifelong education is the principle that guides the entire education system, replacing its historical role of being a subsystem of formal education designed for adults. For Bulgaria, lifelong education is seen as a way of life and a social behaviour pattern. Switzerland states that on the one hand general continuing education has ‘taken off’ as regards all subjects considered important for work, such as foreign languages, informatics and communication, even within firms; and that on the other hand individual-oriented training and political and social training have tended to stagnate since 1990.
The attention paid to lifelong education is also to be found in numerous developing countries. These include Ecuador, which defends the concept of ‘lifelong mass education’, developed between 1988 and 1992, which is based on the dynamic view of history, and which has as its main line of emphasis mass education, the promotion of active, creative and organized participation, and which upholds human rights teaching and constitutes an instrument for achieving an overall improvement in the quality of life. El Salvador has taken action to strengthen literacy and link it up with continuing education, setting up standard structures which are better able to cater for the requirements of basic education for adults and young people not attending school.

The third trend, noted for example by Belgium, Bulgaria and Bahrain, is the accentuation of the process of occupational integration and vocational training, chiefly on account of rising unemployment and the restructuring of the labour market. In Belgium, in parallel with this accentuation of vocational training policies, a significant trend is the federalization of the education system (first at community level, for education and training, and next at regional level, for the socio-occupational integration process). This important increase in vocational training is also noted in Germany, for example as regards requalification and refresher programmes. In Tunisia, adult education is assimilated to vocational training and priority is given to young pupils entering a vocational stream and young people no longer at school who seek employment or training, and who are covered by schemes for vocational apprenticeship or residential training or consisting of sandwich courses.

The drawing together of adult education and vocational training is a new development also noted by Switzerland. In Norway, fundamental to the framing of vocational and professional education is recognition of the fact that a development implying increased use of a steadily advancing technology, more acute international competition and the accelerated restructuring of economic life requires a more purposeful policy than previously with respect to continuing education and the building up of relevant knowledge and skills. The main change that has taken place in Bulgaria is in the content of adult education and the emphasis on lifelong education, since a market economy and social change have dictated the speeding up of the learning process and the establishment of a new economic culture and new forms of social behaviour marked by a spirit of enterprise and a desire for lifelong education. The Bulgarian training system is concerned above all with vocational training for the unemployed, the training of supervisory workers, specialized courses, training for those who have cut short compulsory schooling and the eradication of illiteracy among minorities.

A fourth trend shows greater involvement of NGOs and associations in adult education activities, if only because they are more flexible and, as noted by Education Mondiale, can more easily involve communities in programme planning and implementation. Education Mondiale also considers that experience over time has shown that NGOs have a very different relationship with their constituencies from that of government agencies; and that bureaucratic governments are not the best implementers of projects at grassroots level. The International Federation for Parent Education (IFPE) stresses the important role of NGOs in bringing the system closer to the population. This also applies to the private sector; El Salvador notes that participation in activities in this field by bodies in civil society is on the increase.

In parallel with this involvement, some reports refer to the gradual disengagement of the State (Costa Rica, Dominican Republic). Switzerland notes that while in general the public authorities increased their financial commitments during the first part of the decade, the second part was marked by a degree of stagnation in expenditure in view of a difficult
economic context which limited the contribution of the public sector and caused cutbacks which affected all sectors. *Chile* reports the declining involvement of the government, the Ministry of Education having opted for formal education and abandoned non-formal adult education; the latter has been taken over by non-governmental organizations which promote literacy, community development, environmental protection, human rights and the shared democratic way of life. *Chile* adds that adult education has been very much affected as a result of the structural adjustment measures being carried out in society; the education system has ceased to be the sole responsibility of the State; schools have been transferred to the municipal authorities, and grants are made depending on average enrolment, with adult education receiving a grant equal to one-third of that for the basic and intermediate education of children and young people. This has severely reduced funds for adult education; at the same time these economic reform measures affect the working population by causing unemployment, which forces many students to give up their schooling. Similarly, the new grants system in *Norway*, giving municipalities greater freedom in managing the funds allotted to them (1986), had the effect of reducing funds for adult education when local expenditure was redistributed.

Another important trend, noted in several reports, is the growing decentralization of the structures, organization, management and even financing of adult education, with a view to adapting programmes to the realities of local contexts and their specific needs. In some cases decentralization has caused problems, for example, as regards the distribution of resources; this is the case in *Norway* and *Chile* (cf. the preceding paragraph), and as regards inadequate human resources at lower levels.

Other trends are expressed by one or more Member States:

- the gradual taking into account of special groups such as the disabled, foreign workers or the prison population (*Germany, El Salvador, Switzerland*). Young unemployed people seeking training or second-chance education remain the most highly targeted group, so much so that in some countries the term 'adult education' has been replaced by 'education for young people and adults' (*El Salvador, Venezuela*). *Venezuela* reports that the adoption of new more flexible strategies has made it possible to include population groups not previously enrolled at school;

- the growing involvement of employers and entrepreneurs in the training of workers (*Jamaica*) and growing expenditure by firms, though in different degrees (*Switzerland*);

- a growing interest in computer training and the new information and communication technologies (*Republic of Korea, Cyprus, Egypt*) and more generally the important changes that have taken place in educational contents and the appearance of new subjects;

- an improvement in the quality of the educational services provided (*Czech Republic*);

- the development of integrated curricula and the linking of adult education with sectoral fields such as agriculture, health, the environment, crafts, etc., are noted in several reports, particularly in Third World countries;

- a change of awareness in the economic sector and especially among the social partners as regards the importance of lifelong education (*Norway*);
the lack of real dialogue or partnership between NGOs, governments and corporations (ICAE);

development of a more integrated curriculum (in the areas of education, socio-productive activity and individual development), in the report by Costa Rica;

the need to diversify contents, for example in post-literacy (Mali);

the growing interest in bilateral co-operation, which takes the same priority as that previously given to international co-operation.

Among other trends, New Zealand notes: (i) increased interest in the use of technology in adult education, e.g. the Internet, fax, teleconferencing, (ii) increased demand by groups such as remote rural populations, (iii) increased provision by industry of work-based education and training, (iv) rapid increase in the number of private providers of adult education, (v) the increased number of people pursuing qualifications and training as a requirement of their employer. Mali notes the appearance of peasant associations and their gradual assumption of responsibility for the provision of literacy programmes, which has produced an unprecedented expansion of literacy. Nigeria also notes converging trends, such as the marketing of adult education, capacity-building in adult education, pinpointing priorities in the developing nations, such as women’s and girls’ education, functional literacy, income-generating ventures and positive attempts to update the goals of adult education.

In the last ten years in the Dominican Republic, there has been a general trend chiefly in the private sector and among NGOs to remove adult education from the formal school system and make use of non-traditional media, mainly radio. Significant growth has also been noted in private sector institutions and NGOs responsible for providing technical training to adults in response to the demand for qualified labour. Another trend noted by the Dominican Republic is towards defining and characterizing this type of education in relation to the established system and to the non-formal methods applied by institutions of civil society. Marked trends noted by Tanzania are the decentralization of adult education, in conjunction with cost-sharing strategies in the education sector and the establishment of a new post-literacy programme with special courses in agriculture, home economics, health and crafts. The rural press is also being upgraded and expanded with a view to adult education, though notwithstanding an appreciable increase in the literacy rate, there has been a gradual deterioration in adult education programmes in parallel with a decline in the general provision of primary education.

In Nicaragua, one of the major trends in the past ten years has been the priority given to women, combined with an attempt to link up with other systems such as technological education, and new curricula, a reform of textbook contents and adult education methods, the systematic and continuous training of voluntary teachers and women teachers in different branches, and the hiring of in-service teachers to provide literacy training and basic education leading to an all-round education based on values. Honduras reports the changeover in formal education towards a flexible education, the development of participatory all-round basic education linked to work, diversification of methods and learning resources, the introduction of the approach known as ‘eradicating illiteracy so as to enable young people and adults to develop on human and productive lines’ and the conduct of experiments in productive work.
B. Development of objectives and priorities

1. Development of the role and objectives of adult education

Notwithstanding the broad interpretation given to the expression ‘adult education’ in the Recommendation on the Development of Adult Education, Belgium comments that the priority concept reflected in the questionnaire is somewhat conventional and academic, addressed to target publics rather than being an approach by way of social and cultural issues, on less formal lines than training provided in classes. For Lithuania, the new system of adult education is expected to create the necessary conditions for developing individuals responsible for the national culture and general human values, democratic development and the environment. The same standpoint is adopted by Germany, which considers that adult education should help to foster the individual’s sense of self-responsibility and self-determination and aim at the development of individuals and societies. In addition to imparting technical knowledge, adult education today should help students to develop their knowledge of methods, their social competences and personal skills, and enable individuals to act responsibly. However, in pursuing these goals, care must be taken to avoid the splitting up of adult education activities into two separate fields drifting apart, namely continuing vocational education and general adult education, and to prevent a divide between participants who can afford to take part in expensive adult education courses, and the rest of the population.

In Andorra, basic adult education is designed to improve the quality of life of adults and give individuals training which will enable them to understand, act on, and if necessary change and build up new features of their milieu and their culture. Norway says that the foremost aim of adult education today is to raise the level of competence within the population and to promote democratization, equality of status and personal development; as a result, its task is to impart skills and proficiencies relevant to economic life in the process of rapid change, and also to provide a basis for cultural activities and social commitment. Venezuela considers that adult education aims at the cultural and vocational training essential to preparing for life in society, productive work and further education; it is designed for those over 15 years of age who wish to acquire, broaden, renew or refresh their skills or change jobs.

Adult education is frequently cited as an instrument for socially integrating marginalized groups, in some cases, for example in Germany, in connection with immigration problems. As stated by the Third European Conference on Adult Education (Madrid, 1995), social integration means an ongoing updating of skills so as to avoid phenomena such as exclusion and marginalization.

Spain speaks of a new model which, on the one hand, takes account of the idea of correcting inequalities in respect of training and, on the other, views adult education from a dynamic perspective which will secure for all citizens the possibility of being integrated into a training process which will enable them to adapt to the requirements of a constantly changing

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2. The term ‘adult education’ denotes the entire body of organized educational processes, whatever the content, level and method, whether formal or otherwise, whether they prolong or replace initial education in schools, colleges and universities as well as in apprenticeship, whereby persons regarded as adult by the society to which they belong develop their abilities, enrich their knowledge, improve their technical or professional qualifications or turn them in a new direction and bring about changes in their attitudes or behaviour in the twofold perspective of full personal development and participation in balanced and independent social, economic and cultural development (Nairobi, 1976).
society in which training needs are also continually changing; likewise to participate fully in social, cultural, political and economic activities. China considers that, in developing the economic function of adult education, continuing care should be taken to cultivate sound social, professional and individual ethics, and enhance each citizen’s culture, psychological health, and moral well-being as well as the quality of daily life.

2. Priorities

For the industrialized countries, adult education is in the first place closely related to employment problems and also to the way individuals adapt to the technological and/or socio-economic changes which affect societies. Socio-economic constraints, and in particular the difficulties of finding employment and the changes which have occurred in the qualifications required by the labour market, have brought to the forefront of political concerns the need to intensify vocational education and pay more attention to adults who are thrown out of work or young people looking for a first job, and generally speaking, populations faced with the technological problems of the modern world. Switzerland notes (i) an increase in the number of adults who complete a second course of vocational training or more advanced training in their own field, often part-time and with a view to promotion or setting up in business on their own and (ii) the fact that returning to work has become the rule for housewives between 30 and 40 years of age. Switzerland also reports that priorities change depending on the point of view; for example, politicians will feel closer to the needs of economic sectors and will therefore choose to a greater extent qualifying types of training, whereas educational circles will tend to promote types of training which make up for, correct or complete acquired skills. Individuals may also tend to take up training courses with a social or personal interest.

While many developing countries recognize that adult education is vital for economic and social development in general, increasing productivity, improving health and in particular the quality of life, combating illiteracy is still the major objective of adult education, going hand in hand with a concern for the universalization of education. In many developing countries, there has been a shift towards basic education and in some cases continuing training geared to learning occupational skills, particularly in a post-literacy context. From this point of view, objectives are posed in terms not only of socio-economic development and productivity, but also of individual fulfilment and the quality of life. Making learners and grassroots communities aware of their responsibilities is a further concern reflected in many reports.

3. Adult education and literacy

While literacy is still the main objective of adult education in Africa, Asia and Latin America, it should be noted that the problem arises also in Europe and North America. Here, strategies have developed over the last ten years with, on the one hand, a preference for more selective and more or less intensive programmes addressed to special population groups, and on the other, the growing importance accorded to post-literacy and continuing training. There is also universal recognition of the need to make literacy more functional and more relevant. For example, in Chile, programmes have focused to a greater extent on priority groups such as women, in particular heads of family or young adults who have not completed their schooling. Chile’s second priority is a strategy combining State participation with that of community organizations working on behalf of ethnic minorities and disadvantaged groups, involving self-management of the programmes by the populations concerned and
concentration on extremely poor geographical areas. This idea of participatory programmes is also found in Bolivia, which has instituted experimental pilot centres.

Jamaica reports more functional contents, which are better suited to the demands of present-day society. In Bahrain, where priority is given to broadening access to school, improving the quality of school teaching and reducing school wastage so as to eradicate illiteracy at source, there is growing participation by volunteers, in particular among young university students. Bahrain’s main objective for literacy and further education programmes is not only to eradicate alphabetical illiteracy and numerical illiteracy, but also to heighten the awareness of learners so that they can understand and participate logically in an advanced sociological culture. This is also the opinion of Egypt, where the change-over from the traditional concept of literacy, which was limited to eradicating alphabetic illiteracy without paying attention to the ability of learners to participate in everyday life activities, to a modern concept, aims at providing learners with educational, cultural, social and vocational experiences, linking adult education programmes with environmental needs and the problems of society.

In the Republic of Korea, priorities for the next decade include the challenge of coping with technological, computer and even economic illiteracy. Greece, Latvia and Uzbekistan share this view.

In most countries, literacy is regarded, in the broadest sense, as a stage in the learning process to acquire new skills, the ultimate objective being awareness by the individual of the environmental problems. In both Bahrain and Ecuador, while literacy work is still predominant, it is no longer the main form of adult education. Similarly in Eritrea, there is an understanding that adult education is more than purely literacy work. Another phenomenon is the impetus given to functional literacy for targeted groups and the introduction of better prepared national programmes, with somewhat more modest objectives. In Mali, functional literacy has played a major part in promoting the creation of village associations with technical teams consisting of the newly literate who act as genuine development agents, working in fields such as agricultural extension, stock-breeding, health, protection of the environment, etc. Tunisia reports the introduction of a new strategy to combat illiteracy.

There is widespread determination to follow up the literacy stage by suitably adapted and graded post-literacy programmes, in some cases introducing pre-apprenticeship or even vocational training activities, with the aim of not limiting training solely to the acquisition of technological and vocational skills but of rounding it off by activities designed to broaden general culture and promote individual fulfilment. In Germany, efforts to improve basic education by organizing post-literacy courses have been intensified.

In Tanzania, major changes in literacy work concern the restructuring of adult education programmes strongly marked by the ‘bottom-up’ planning approach, the aim being to permit beneficiaries to make decision strategies on implementation, curricula, reading materials and evaluation and also to contribute to the financing of projects. In India, the literacy campaign has promoted awareness and recognition of the value of education among the general public and this has led to a strong demand for universal primary education. The school drop-out rate has fallen and the campaign has empowered women, led to improved immunization and acceptance of small-family norms; it has also helped to reduce superstition and social evils.
4. Adult education and development

Thanks to adult education, it is clear that populations seeking greater social justice can hope for improvement in their living conditions and better social participation (Ecuador). In Tanzania, adult education has been used to mobilize men and women to understand development constraints such as poverty, ignorance, disease and exploitation, and make efforts to remove them. In Costa Rica, adult education has given a large though not yet sufficient number of citizens access to education, from which they had previously been excluded by the formal system; this has resulted in greater participation in productive processes. In Greece, this role of adult education has been on a very limited scale, since there is no consistent adult education policy; in addition, austerity measures have substantially cut back funds for basic education in general and for general and socio-cultural adult education in particular.

In many developing countries, adult education is provided by more or less independent sectoral programmes which are more or less integrated into national development plans. Integration into development plans is also noted by European countries such as Belgium, Cyprus and Finland. In the Congo, integration of a basic education component into development programmes and projects is not applied because it is not compulsory.

In the interests of efficiency, adult education activities - for example literacy and post-literacy - are linked with other development actions and projects of a socio-educational or economic nature, particularly those designed to improve the conditions and quality of life, community participation or education for productive work. This is the interpretation which should be applied to the multisectoral approach adopted by the National Literacy Mission in India. However, this intersectoral effort comes up against difficulties in practice and does not always go beyond the stage of intentions. This is noted by Iran, where the greatest challenge is to agree on intersectoral cooperation so as to help the newly literate to participate in social activities for national development. In Chile and Bolivia, programmes to improve adult education form part of development in the context of national programmes to combat absolute poverty.

C. The increasing demand for adult education

Most reports recognize that the demand for adult and young people’s education outside the school system has evolved favourably in all areas for various but frequently concordant reasons. Since few countries have statistical data in this field, observance of this trend is frequently an estimate based on the supply of educational services. In Chile, supply is greatest for programmes which combine general education, vocational training and individual development (‘elementary technical adult education’). The explanation is that this type of programme is addressed to a young population, thus justifying the priority given to the age-group by the programme, since it is this group which needs to complete its education and prepare itself for entry into the world of work. In Bahrain, demand has increased because there has been greater awareness of the importance of education since it can improve living conditions and the quality of life. Those attending adult education courses look on them as a means of acceding to stable employment (Bahrain), or else quite simply as an instrument for development, in Nigeria, for example, where the demand for adult education has increased since more people are becoming aware of the importance of adult education as a tool of personal and national development.
For Costa Rica, Germany and Indonesia, it is from the changes occurring in vocational and family life and the transformations affecting societies, particularly on account of the new communication and information technologies, that the urgent need has appeared to adapt training. For the Republic of Korea, the world is constantly changing and this requires a variety of technologies and adaptability to change which call for further education and adult education. Given the explosive growth in demand, Greece reports that the supply has had to be reorganized. Finland blames the economic recession and, with Greece and Germany, considers that it is in the first place the unemployed who demand occupational requalification courses. Germany also sees the influence of socio-demographic factors. For New Zealand, demand has increased in tertiary and vocational education as students/adults have sought to increase their skills for use in the workplace; the demand for adult education which addresses social justice and rights has also increased, coming mainly from interest groups and individuals who are involved professionally in these areas.

Costa Rica and El Salvador blame the formal system and its inability to provide more widespread education and meet the demand for adult education. For Venezuela, the increasing demand for adult education has various causes, such as the trend for people who have interrupted their education subsequently to continue it (the 'classic' demand); the adoption of new, more flexible strategies has also made it possible to include population groups who had not previously acceded to education; for some adults the aim is to improve or enhance their previous skills; lastly, there are educational requirements in fields which are relatively new or of recent date such as university courses in human rights and subject-oriented workshops in general. For Ecuador, demand is increasing substantially for all levels, types and services of mass education; marginal rural and urban communities are actively campaigning for changes in their educational situation, considering that adult education provides the solution to their problems and limitations.

In some cases, the reasons are internal and related to the successes achieved by the programme. For example in India, demand has increased precisely because of the goals sought and the approach adopted by the National Literacy Mission (NLM), focused on a new sense of urgency, seriousness and specific goals with a clear time-frame and age-specific target groups. The NLM also takes an approach designed to create an environment conducive to the teaching-learning process, provide satisfactory and relevant materials, make teaching-learning easier by means of good training, the media and communication, and also integrate basic literacy with post-literacy and continuing education. Finland considers that increasing demand is due to a steep rise in the provision of vocational adult education and improvement of the system of financial aid to students which supplements the incomes of adults during their studies. For Kuwait, the success of the current programme has led conversely to a decreasing demand for adult education, due to the effectiveness of programmes and the continuing follow-up and evaluation of their outcome. The Congo notes that a regression set in early in the 1990s; the cause is the economic recession which led to a loss of interest in socio-cultural issues and emphasis on income-generating activities (the informal economy) which have become necessary merely to maintain subsistence level.

Demand is strong in countries which have recently acceded to a free economy such as Bulgaria, Latvia, Estonia, Lithuania, and the Czech Republic. In Latvia, a more pragmatic approach has emerged due to the new socio-political economic situation. In Lithuania, a main factor influencing new adult education policies is the transition from a totalitarian to a democratic pluralistic society; this calls for new qualities from a socially active population such as the ability to obtain, analyse and use information from different sources and make rational choices, and tolerance and respect for others. For Bulgaria, the strong demand
brought about by the transition to a market economy and structural changes in the country is explained by the appearance of new working relations created by the emergence and rapid development of the private sector.

D. Practical limitations and constraints

The difficulties and constraints hampering the implementation of programmes or limiting the impact of adult education activities are many and varied. The first limitation pointed out in most reports is the lack or glaring inadequacy of the necessary financial resources. Factors which recur in many reports are the reduction in government expenditure linked to austerity measures following on structural adjustments, the inadequacy or absence of co-ordination, the lack of participant motivation and, for certain groups, the lack of time (rural women are already overworked, peasants are not available for courses during seasonal work, etc.).

Aware of the importance of the legal framework, whose unsuitability may be a serious obstacle to the development of education programmes tailored for adult needs, Chile has carried out a diagnostic study on existing strengths and weaknesses so as to establish priorities for possible changes in this field. This study shows that priorities are the financing system and the definition of age-groups to accede to adult education. Egypt notes that planners pay no attention to the importance of linking and closely co-ordinating literacy and adult education programmes with comprehensive development plans.

In addition to budget stringency, the Congo notes that an important constraint is the government's wavering commitment to combating illiteracy in rural and suburban populations. The result is that development projects take no account of basic adult education programmes, even when internationally financed, and economic operators (employers) are not aware of workers' rights to literacy and vocational training. In Morocco also, the main constraint is the limited participation by sectors regarded as vital, such as local authorities, political parties, voluntary and professional associations and the firms and technical ministries concerned. Uruguay quotes the inadequacy of teacher training and the unsuitability of certain teaching practices. The lack of teacher qualification is also noted by the Dominican Republic. China notes that, among other things, ideology, content and teaching methods are not in full conformity with the characteristics and requirements of adult learners, and the relevant regulations and systems need to be improved.

In Tanzania, the limitations are (i) lack of funds for the development of adult education and development in general, (ii) prolonged centralized planning which has led to poor attendance, absenteeism, participants' lack of understanding of programmes and withdrawal from literacy classes, (iii) insufficient contribution of participants to financing projects and (iv) shortage of permanent adult education teachers. For the Maldives, adult education is limited because there is no independent delivery mechanism for non-formal education. El Salvador notes cases of cultural and social resistance which prevent population participation or continuation in educational processes. Social resistance is also noted by India: in some cases the social structure, which is class- and caste-based, plays a negative role and in many cases educated and powerful people in a village community are opposed to literacy for the poor illiterate masses. The International Council for Adult Education refers to the lack of clarity about adult education as a specialization, both among practitioners and, more specifically, in the donor community.
Dispersion of populations living in rural communities or areas which are isolated or inaccessible is a constraint noted by Nicaragua and the Maldives. Among other factors, Mali blames the fact that the voluntary system has run out of steam and is being increasingly criticized. For Costa Rica, the adoption of neo-liberal policies has limited the necessary resources for better educational provision and thus there are population sectors which do not enjoy the necessary educational services. The lack of political will at the highest level is also cited in the report by Ecuador as bringing in its train cuts in financial, human and technical resources so that adult education has to exist on leftovers from other clients of the Ministry of Education. Germany notes no major difficulties but says that further efforts are necessary to maintain adult education courses for the occupational or social integration of those specially in need, notwithstanding tighter budgets.

E. Significant legislative and/or administrative measures

While the preparatory document for the third International Conference on Adult Education (1972) observed that there were very few Member States which had introduced legislation specifying government assistance to adult education, the 1985 Conference noted a positive trend, which has continued during the last decade. Many States, particularly in Africa, Asia, and Latin America, either modified or added to their legislative provisions or else adopted new provisions. The developing countries laid emphasis primarily on regulations to expand or strength literacy and basic education.

Frequently we find the inclusion of adult education in national or federal constitutions, mostly with a reference to the right to education. This is the case in Mexico, Namibia, Nicaragua, where the 1994 Constitution recognizes the right of indigenous populations to be instructed in their mother tongue, Uzbekistan, Turkey, the Republic of Korea and certain cantons of Switzerland. Many countries report no specific new provisions during the last decade, probably because the existing texts are judged satisfactory. In Cambodia, legislative measures for adult education have not yet been implemented. The Czech Republic has no legislation on adult education.

In Jamaica, adult education forms part and parcel of government development plans. Germany has less extensive governmental regulation for adult education than for other sectors; this policy is due to the fact that the many diverse and rapidly changing demands on adult education can best be met by a structure characterized by a great diversity of providers and courses and by encouraging competition between them. Hence the independence accorded by the German adult education system to individual institutions which are free to establish their own programmes depending on the interests of the various beneficiaries, with voluntary participation as the major guiding principle. It is in the context of this decentralization that 13 of the 16 German Länder have adopted legislation on adult education. All these instruments have made financial support for adult education dependent on official recognition of the supplier institutions; in some cases, institutions are required to provide a minimum range of courses, to meet certain quality criteria, and to be members of a Land organization.

Frequently, the role of adult education is defined in the context of legislation on the education system in general. This is the case with educational reform in El Salvador, Tanzania and Honduras, and under the 1985 law on the right to education and the organic law on the general reorganization of the education system in Spain (1991), the Education Law (1995) in China, the Education Act in Malawi (1985) and New Zealand (1989), the National Education Act in Swaziland (1983) and the new organic law on education in Venezuela (1990). In Bolivia, the law on the reform of education (1994) reduces the four existing fields
to two: the formal sector and the alternative sector, which includes adult education and special and lifelong education. In the Dominican Republic, the general law on the reform of education, which provides for a reorientation of adult education, is in the course of being adopted. In the Republic of Korea, reference is made to the second plan for the reform of education of 1996, under which the government has substantially increased funds for the development of human resources.

In many cases, we have the adoption of specific adult education legislation as in Iceland (1992), the law on adult education adopted by Indonesia and that of Estonia (1994). Noteworthy in Costa Rica is the 1993 approval of the curriculum for young people and adults. In Sri Lanka, it has been agreed that power should be devolved to the provincial administration to combine non-formal education with adult education, although this has not yet shown much result. Peru has taken steps for the administrative decentralization of adult education. Measures in Lithuania include the 1993 legislation on adult education and the establishment of a distance education centre in 1995. In Nicaragua, the parent Ministry of Education has strengthened departmental, municipal and local structures with a view to focusing the attention of the various programmes on marginal urban and rural sectors, with priority for women and ethnic groups. In Qatar, the Ministry has prepared and submitted a comprehensive project for compulsory legislation which is now under study.

Many countries recognize that the existence of a structure specific to adult education helps in the effective implementation of the measures taken. New more functional or operational structures have been introduced in Ecuador (a national directorate for lifelong mass education), Greece (a general secretariat for adult education), and Uruguay (a general directorate for adult education). Some structures are of very recent date, for example in Namibia (basic education directorate), Lithuania and Latvia (adult education directorate). In some cases structures have been set up at the local level, mainly adult education centres as in Bolivia, Greece, Cyprus, Kuwait, Latvia and other countries. In India, the NLM is a body which formulates adult education and literacy programmes for the whole community depending on the educational requirements in each State. In Guinea, a national commission has been set up for basic education and in the Congo a standing national committee to organize the campaign against illiteracy; the establishment of similar structures is now common practice in most Third World countries.

Legislation on the organizational and operational methods of adult education has been added to, for example as regards vocational training and continuing education: the institutionalization of lifelong mass education in Ecuador, the law specifying new regulations for adult education (1985) and the law on vocational training (1989) in Greece, the law on literacy in Guatemala (1991), the law on adult education in the canton of Bern in Switzerland, the laws on adult education in the autonomous communities of Andalusia (1990) and Catalonia (1991) in Spain, the new laws on adult education and vocational training in Norway and the organization of distance teaching in the French-speaking community of Belgium. In Norway, in 1993, the laws on distance education and adult education were combined.

Also noteworthy are the labour law (1992), the law on employment and vocational training (1996) and laws on culture and reading centres (at the draft stage) in Bulgaria. In Finland, reference should be made to the 1987 law on vocational training institutions, which governs the initial and continuing training of adults, and the 1990 law on job training, a field in which all legislation was revised in 1992 and 1994. Nigeria has set up, in addition to the national commission for adult education and non-formal education, a commission for the
education of nomads; and has established a blueprint for adult education. In China, the State Council adopted in 1987 a decision on the reform and development of adult education which clearly points out that adult education is a prerequisite for contemporary social and economic development, and the progress of science and technology.

As specific measures, the 1989 executive decree in Ecuador lays an obligation on the State to prepare and implement plans to eradicate illiteracy; this decree was the starting-point for the ‘Monsignor Leonidas Proaño’ literacy campaign. In Guinea, a presidential decree calls on each development project to include a literacy component in its training programme. Similarly, Niger obliges employers to finance literacy courses and further education for their staffs. In Bahrain, there are special measures providing for literacy courses during working hours. In Kuwait, illiterate employees cannot obtain promotion without an elementary school certificate from an illiteracy eradication centre; employers are urged to encourage their illiterate employees to enrol in the centres (free of charge) and to consider the time spent as official duty time.

As the main obstacle to the development of adult education is the shortage of finance, some countries have taken suitable measures to deal with the situation. Examples are, in Norway, the system of grants, which gives municipalities greater freedom in managing the funds made available to them; and in Finland, methods for financing adult education such as study leave and vocational training. The many measures adopted in Belgium include the decree on lifelong training which recognizes and provides grants to organizations which adhere to this practice. In Chile, the major legislative measures adopted since the introduction of the programme to promote adult education include the aim of improving the system for financing such education. Other decentralized measures include, in Germany, specific legislation in 10 out of 16 Länder on paid study leave which enables eligible workers to participate in adult education courses for several working days annually, while receiving their normal pay. In addition, the nationwide funding of programmes under the employment promotion act has been increasingly focused on target groups with special problems on the labour market (long-term unemployed, unskilled workers, older workers, women).
II. THE LEGAL AND ADMINISTRATIVE FRAMEWORK

A. Organization and management of adult education

1. Specific management and support structures

The structural pattern of adult education varies significantly from one country to another, depending on the variety of prevailing socio-economic, political and cultural situations which determine the objectives of adult education, the degree of centralization/decentralization, and the greater or lesser involvement of the public authorities on the one hand, and on the other, of non-governmental organizations and associations. In most cases, there are specific adult education units (directorate, service, office, institute, department), such management and administrative structures having been set up mostly in the 1960s/1970s, some in the 1980s (Bahrain, Swaziland) and others even more recently (Namibia, Estonia, Latvia). In many countries, adult education reflects the priority objectives assigned to adult education, particularly as regards literacy services, directorates or institutes, and in some cases also language teaching, where the purpose is to promote national languages. These structures are responsible for defining, planning and executing adult education programmes, and enjoy varying degrees of freedom of action.

After the Jomtien Conference, more functional and/or operational units were set up, with adult education coming under broader basic education or non-formal education structures, and even lifelong education structures. This is the case with general occupational and non-formal education in Turkey, and the national directorate for lifelong mass education in Ecuador. Sometimes operational structure have been set up, strengthened or reorganized at the local level, for example adult education centres in Cyprus, Greece and Uzbekistan, study circles in the Baltic countries and Finland, and centres for integrated adult education in Chile. Most of these structures are accompanied by national committees or boards responsible for co-ordination, the majority of them having been set up in the context of regional programmes to eradicate illiteracy or pursuant to the World Declaration on Education for All (Jomtien, 1990).

Responsibility for these units generally lies with the ministry in charge of education, though during the last decade there has been a trend to transfer them to more specific structures such as ministries of youth, social affairs, culture, community development or women’s ministries, and in rarer cases to technical sectoral ministries (of agriculture, health, labour). In addition to bodies whose primary object is adult education, a variety of institutions participate in the conduct of adult literacy education activities. For example, sectoral ministries are active in the organization of specific programmes for adults (agricultural extension, health education, vocational training), and increasing numbers of them include a literacy component in their activities.

Over and above the variety of structures, the main trend observed over the decade is the progressive decentralization of programme management and administration. However, in many cases, decentralization is purely hierarchical; the central authority does not always devolve responsibilities to lower levels and, where it does, it does not transfer the necessary resources to carry them out, still less provide the necessary finance. Real decentralization exists in the autonomous communities in Spain, the Länder in Germany, regions in France, cantons in Switzerland and even at grassroots level in Norway.
Among the many and varied bodies which regularly organize adult education activities, and notwithstanding their great diversity and the difficulty of drawing up priorities in the absence of statistics, as reported by Germany, the institutions listed as being among the three most important are as follows:

- government ministries and technical services (49 countries), above all in developing countries;
- non-governmental organizations and voluntary associations (32 countries), particularly in Europe, with Belgium stressing the important role of associations and movements of young people and students;
- universities and establishments of higher education (28) particularly in respect of research and evaluation and to a lesser extent for teacher training. This is not, however, a unanimous finding. ICAE considers that university adult education departments have grown increasingly distant from reality, this being a significant trend observed and reported all over the world;
- public and private educational establishments (23), which frequently make their premises and even staff available to planned educational activities;
- women's organizations (13), denominational bodies (8) and trade union organizations (5);
- industrial, business and craft firms (12);
- lower priority is ascribed to the media and the armed forces. Student associations and movements are rarely cited, probably because they are generally active in their universities or are included among non-governmental organizations.

Input from museums and libraries to adult education is not common practice as an organized activity. There are, however, some positive achievements in the form of support from cultural centres or institutions, formal or non-formal. In Germany, popular culture institutions provide non-formal courses linked to other activities in their field. In India, cultural institutions have helped to create an environment conducive to adult education, and libraries collaborate in producing instructional materials for the newly literate. Belgium notes a strengthening of culture in the adult education process, for example in work concerned with the cultural identity of individuals or groups, issues of cultural expression, the learning of artistic techniques and the growing link with creative sectors (recourse to artists) and cultural dissemination. In Bulgaria, activities are provided by non-traditional training institutions such as libraries, reading centres and 'Znanie' (knowledge) unions.

In Mali, the Ministry of Arts and Culture has introduced rural audio libraries and village libraries for post-literacy. In Iran, all libraries have a section for the newly literate, and libraries contribute as centres for improving continuing education and expanding the study of culture as well as offering reading facilities such as instructional books in towns and villages. In Uruguay, a department of the interior has agreed to the provision of a local teacher in municipal libraries; the use of libraries is free of charge, and museums are at the user's disposal, with teachers and pupils making periodical visits as the programme develops. Worth noting is the experience of Tunisia in setting up a section for 'new learners' in certain libraries. Many museums in the Republic of Korea run various courses on the protection of
cultural assets and customs and provide cultural education through lectures and exhibitions. In Honduras, these cultural institutions make a contribution by way of various non-formal education activities, mainly by periodically organizing ‘national education holidays’ in different cities, publishing reviews and bulletins and producing radio and television programmes. Interesting work is being done by the ‘literacy caravan’ in Senegal, which goes round the country and organizes fairs of instructional materials in village teaching resource centres.

Such information services as exist are mostly centralized, above all in Third World countries, and in many cases it is the mass media which fulfil this role more or less informally and on an ad hoc basis. Radio is used for awareness heightening to problems of health, agriculture, the environment or family planning in Burkina Faso, Mali and Niger, among other countries. The replies to the questions on services concerned with guidance or the recognition of studies are too vague to be included in this analysis.

2. Co-ordinating mechanisms

The diversity of the institutions involved has made it necessary to set up mechanisms providing some degree of consultation, or preferably co-ordination, between the different partners carrying out adult education programmes. In most cases, it is the administrative structure which manages activities, for example in Greece, Turkey, Swaziland, Niger and Mali. In some cases, there are specific structures, such as in Ecuador the ‘Ecuador estudio’ programme linked with the directorate for lifelong mass education, in India the LNM, which involves several ministries such as those for development, the universities, trade unions, etc., in Swaziland the adult education board and in Guinea the national basic education commission. In Finland, this role is played by the national education board.

Almost all the countries of Africa, Latin America and the Caribbean, Asia and the Arab region have set up national literacy committees under regional programmes to combat illiteracy; these committees are intersectoral and frequently have branches at the regional and even local level. After Jomtien, many of these countries also instituted co-ordinating committees for basic education. In countries with a federal structure characterized by a wide variety of educational options and a large number of NGOs, any centralization by the State is excluded. For example, in Belgium, co-ordination is carried out in the subregional employment and training committees set up in 1989; the report also notes the roles played by the ‘Lire et écrire’ association acting as a recognized partner in the co-ordination of network literacy activities, and by the higher council for popular education under procedures for the recognition or non-recognition of NGOs. The same applies to Germany, where co-ordination is at Länder level. Central co-ordination is found in 39 countries while 10 countries have no central co-ordination. Co-ordination also takes place at the regional level in 27 countries and at the local level in 26 countries.

The fields of competence of these bodies vary according to the level of action; legislative aspects and research generally come under the central level and the identification of needs and target groups under the local level. The regional level takes over (or complements) central supervisory and administrative tasks, and in some cases training and/or documentary support. The most frequently cited fields in which these bodies act are, in order of importance: identification of problems and needs (26), identification of target groups and help with expressing educational demand (23), educational supervision (22), evaluation of results (19), administrative supervision and legislative aspects (17) and research (14).
Adults themselves or grassroots communities have sometimes taken action to set up more or less novel forms of collective organization, either spontaneously or at the invitation of the public authorities or certain associations. These initiatives come from co-operatives, village groups or women’s groups in many Third World countries. Examples are self-managed centres in **Niger**, community schools in **Iceland**, small production and marketing firms and community organizations for the management and development of adult education in **Honduras**, learning groups in community centres and schools in **Sri Lanka**, study circles in **Finland** and the **Baltic countries**, community development committees, production co-operatives, reading or mass media clubs and parents’ associations in **Ecuador**. Peasant associations are appearing in **Mali** and gradually acquiring responsibility for literacy activities. Similarly, **Ecuador** has also set up local literacy committees in the context of a process of critical reflection on literacy and its self management.

3. **Structural links with the school education system**

The trend is towards the greater alignment of programmes for adults with those for children by means of the formal education system. For many countries, adult education is a basic component of the education system, of which it is an integral part in **Bahrain, Belgium, Cyprus, Ecuador, Eritrea, Spain, Greece, Finland, India, Jordan, Pakistan, Switzerland, Swaziland, Tanzania, Turkey** and **Venezuela** among other countries.

It is also obvious that, since the Jomtien Conference, the structural links between the two subsystems have taken clearer shape. However, in most cases these links are weak, and purely formal, if only because there are few bridges between the two levels. Complementarity between the two subsystems goes rarely as far as integration, which is easier to achieve for job training (**Cyprus, Jordan**).

Training certificates are officially recognized in five European countries and ten developing countries, frequently for courses at university level or in the vocational training sector. They are ‘sometimes’ recognized in 13 countries (including six developing countries). The replies do not always specify the value of these certificates or attestations, nor their equivalence with the formal system. In **Belgium**, certificates are recognized where a partnership has been established between a structure coming under the education system and an NGO. In **Jordan**, co-ordination is achieved through the equivalence of literacy programme diplomas with grade six of basic education and the existence of bridges between the formal and non-formal systems. In **Honduras**, at the primary education level, there is an equivalence with basic education for the human and vocational training of young people and adults, which entitles them to proceed to secondary education; future post-basic courses will be at the secondary level. **Iran**’s planning for the adult education system provides for channels to the formal system of education through literacy and, in the continuing education system, the newly literate have access to formal education at every stage.

Schoolteachers receive training for adult education in an appropriate university context, frequently during the school holidays or part-time, in the form of refresher courses. This is addressed chiefly to basic education teachers, seldom to secondary teachers and still less to university teachers. In the developing countries, especially as regards literacy, training takes the form of seminars or short courses during school holidays. It is given in 16 countries by specialized university departments and in 11 countries by specialized adult education institutes. Full-time training is provided for permanent staff.
B. The financing of adult education

Most reports do not give statistics on the financing of adult education, which are not available, frequently due to the lack or complete absence of co-ordination. The situation does not appear to have changed significantly over the last two decades. We have therefore to be content with approximate estimates on resource trends. Obviously, whatever the trends, adult education is still the poor relation of the government-financed education system, and where cuts are necessary, adult education services are the first to suffer. Almost all reports stress this chronic scarcity of financial resources hampering adult education institutions.

As regards expenditure trends, there are appreciable differences not only between industrialized and developing countries, but also between Third World regions. The increase in resources is visible for the NGOs, for which finance is stated to have progressed since 1985 in 31 out of the 33 countries who replied to this question, although most countries have no statistics to support this claim. Among these countries, ten are in Europe, five in Africa, ten in Latin America and the Caribbean, five in Asia and one in the Arab region. Two countries (one in Africa, the other in the Arab region) note a decreasing trend, and 35 countries provide no information.

State financing has been marked by a significant increase in 11 countries in Europe, seven in Latin America and the Caribbean, seven in the Arab countries, seven in Asia and only three in Africa. By contrast, government funds decreased in Europe in four countries (Latvia, Luxembourg, Tajikistan and Estonia), with a slow upturn in Estonia since 1990. Financial cuts are noted in seven countries in Latin America and the Caribbean, five in Africa and only one in the Arab region and Asia. In Cambodia, there are no government funds for adult education.

It is worth noting the increase in investment for adult education in Chile, which grew fivefold between 1991 and 1994. The same applies to the Dominican Republic, where the budget increased by 126 per cent between 1985 and 1995, with a substantial increase in teachers’ salaries. This also applies to the Czech Republic. In Belgium, adult education funding (the lifelong education sector) goes mainly to NGOs, in particular those approved under the provisions of the decree which defines the conditions governing the recognition and award of grants to these bodies. In the absence of reliable statistics (the case for almost all countries), observations on resource trends should be interpreted with caution.

Adult education provided by non-governmental sources receives governmental support in 19 countries and none in 15 countries, with some 30 countries providing no information on this subject. As regards internal financing sources other than governments, any percentage figures would, as noted by Switzerland, be no more than haphazard, in the absence of reliable statistics on costs and expenditures. The same comment applies to the amount of external aid, whether bilateral (mainly in the context of North-South co-operation or at subregional level) or international (mainly UNICEF, UNESCO, the World Bank, USAID, SIDA, the European Union, OECD, ACCT, ACDI, CRDI, NORAD, etc.). Aid covers in particular training, the production of teaching materials, the supply of materials and equipment, technical assistance, and in some cases, for example in Namibia, the payment of salaries.

The assistance or allowances granted to adults undergoing training to facilitate the learning process differ as between industrialized and developing countries. In developing countries, the leading incentive the provision of teaching materials (chiefly textbooks) free of charge or at a token cost (22 countries). The second measure concerns the reorganization of
working hours (19 countries); in Bahrain, there are special provisions for literacy courses during the working week. Study leave (10 countries) and study grants (12 countries) often of long duration (at least one academic year) are granted chiefly to civil service or State enterprise personnel, rarely to private enterprises. Child-care is provided in six countries, chiefly for women working in the fields and often at the initiative of the actual beneficiaries. As part of the promotion of income-generating activities, Togo has instituted nursery care centres to relieve women from having to look after their children. Governments and firms finance all the costs of attending short courses or seminars and transport costs, or provide allowances. In Venezuela, adult education centres finance 75 per cent of the cost of printing basic education materials. In El Salvador, there is supplementary financing for adult education activities under projects linking them with productive activities by the community.

In the industrialized countries, the financing of training costs by employers is current practice, particularly for activities in the private sector. In some cases, a generally modest contribution is requested of the participants for enrolment fees and/or the acquisition of equipment, and in rarer cases for daily subsistence costs incurred in attending courses or seminars. Equipment is often sold, rented or lent. Noteworthy is the ‘Leave of Absence Act’ in Finland, providing for study leave financed by the ‘Student’s Financial Aid Act’ (1986), study leave paid as part of lifelong training for workers in the French-speaking community of Belgium, and laws in the Länder in Germany on educational leave for continuing education. Other measures to increase the financing of adult education have been noted above in Chapter I, Section E on ‘Significant legislative and/or administrative measures’.
III. PROGRAMME IMPLEMENTATION

A. Curricula and content

Literacy, post-literacy and vocational training (supplemented to a greater or lesser extent by general training programmes) are the three most common areas of intervention covered by adult education, though the priority accorded to each field varies as between countries of the North and the South.

Literacy work for adults and adolescents is the main form of adult education in 30 developing countries, who place it among the three areas regarded as the most important, together with post-literacy and/or basic education activities (27 countries). Third place is taken by vocational training for adults and/or young people (20), which may be an initial qualification, in-service further training or agricultural training (19). Care is frequently taken to avoid limiting vocational training solely to the acquisition of technical and occupational skills, and instead to round it off with activities designed to broaden general culture and promote individual development; curricula are more or less formal with courses varying between three months and five years addressed principally to young people having completed primary education.

As regards literacy, standard curricula worked out at national level have been replaced by curricula more suited to the local context and the concerns of the beneficiaries. The growing diversification of content in recent years has made it necessary to take account of the needs of particular groups or specific themes related to improving living conditions and the quality of life. The types of training organized by employers are mainly occupational. General education is at all levels; it is provided is at the level of post-literacy or post-primary education in the developing countries, at secondary and in some cases higher level in countries where basic - and occasionally secondary - education is universal. The methods most used are distance education and the mass media, especially radio.

For the countries of the South, the activities regarded as most important are in the following order of priority: (i) community development programmes (13 countries); (ii) health and nutrition education, including mother and child welfare programmes (12); (iii) the prevention of AIDS and ‘second-chance’ programmes for drop-outs (11); (iv) income-generating activities, women’s empowerment programmes, requalification or retraining programmes for employed adults and co-operative management or training programmes (10). Preparing people to exercise responsibilities has led some countries to lay greater emphasis in adult education activities on moral education and civics, including education for peace, tolerance and mutual respect (10), environmental protection education (10), population education (9) and, with less priority, trade union and political education (8) and religious education (7). Though rarely indicated, other programmes are consumer education, cultural and art education, informatics and scientific and technological activities.

Industrialized countries give priority to general education (17 countries) and initial or in-service vocational training (16). It is however significant that in Europe 14 countries place among their first three concerns action to combat functional illiteracy among adults and young people, whether among their own nationals or among immigrant workers and their families, for whom the aim is social integration. Next come information science courses (11), cultural and art education (10) and scientific activities, agricultural extension and requalification programmes for job-seekers or re-trainees (9). Less priority is given to political and trade
union education, environmental protection education, health education, education to prevent AIDS and drug addiction (7) and religious education (5).

Interest is shown in the learning of foreign languages in the Nordic countries, Baltic countries, Bulgaria, Greece, Jordan, Slovakia, Luxembourg and others. In some Eastern European countries, the changeover to a market economy, and structural and social changes, for example the appearance of new working relations, have imposed a kind of new economic culture and new social behaviour patterns. Other areas proposed are parent education (Cyprus, IFPE), education against racism and violence (IFPE), education for leisure (Republic of Korea), media education (Germany) and crafts (Kuwait).

In only four countries are participants always involved in defining curriculum objectives and content, and in nine countries for the establishment of timetables. They are 'sometimes' (a highly ambiguous answer) involved in 17 countries as regards objectives and curricula and in 12 countries as regards timetables. In eight countries, they are never consulted.

### B. Target and priority groups

Generally speaking, the idea of ‘special groups’ is perceived differently from one culture to another; this does not help to classify priority groups, which are often the product of temporary circumstances. In Germany, the trend is not to separate target groups but to bring them together to discuss inter-group problems from an intercultural perspective.

As regards programmes basically geared to continuing literacy and post-literacy work, the groups targeted are usually adults over 15 years of age, with some countries limiting the priority group to the working population, for example India (age-group 15 to 35) and Mexico (15 to 34). In some cases, these groups are young people who never attended school or dropped out, for example in Bahrain (10 to 14) and Venezuela (also 10 to 14).

The first category includes women (34 countries), unemployed young people and adults (34) and young school drop-outs (32), who are given priority; the last two groups have overtaken the rural population group (31) which headed the list by a wide margin in the previous decade. These groups have first priority in both Third World and European countries, with women and rural groups predominant in the former.

A second category includes marginalized urban and suburban groups (27) and wage-earners (24), chiefly but not solely in industrialized countries. The integration of groups experiencing difficulties in their social life, or economically and even culturally marginalized, is an aim sought by many countries, as regards, for example, ethnic, linguistic and/or cultural minorities (20), the prison population (19), refugees and displaced persons (15), nomads and other itinerant populations (14) and the elderly (14). In Germany, special attention is paid to the retired population. Mali and Nigeria stress the case of nomad populations. Other groups indicated as entitled to special adult education programmes are: members of the armed forces (17 reports), young people having left secondary school (Mauritius), the disabled (Ecuador, El Salvador, Latvia), persons demobilized at the end of an armed conflict (El Salvador, Cambodia), parents (Cyprus, IFPE), migrant workers and their families (Germany), street children and children at work. For the next decade, the groups who will require particular attention are, in the developing countries, women and young drop-outs, and in the industrialized countries the unemployed and young people without qualifications and/or jobs.
C. **Specific fields of action**

1. **Special subjects (peace, democracy, environment, population, health)**

Few reports mention specific separate programmes on the environment, peace and democracy, citizenship or population and health education, though these themes are tackled by many countries. Some 30 reports note that these special subjects are taught in conjunction with others. In most developing countries, literacy and in particular post-literacy programmes include content relating to environmental knowledge and protection, family planning and education to prevent AIDS and drug abuse.

However, these subjects are sometimes covered by specific programmes, generally including a literacy component, either provided through ad hoc awareness-raising activities limited in time and occasionally in space (in the case of experimental or pilot programmes), or else continuing programmes of a certain duration carried out on the initiative of the competent national services and with technical and financial assistance from international organizations (WHO, UNFPA, UNEP, UNESCO, UNICEF) or specialized NGOs whose role often predominates in this type of programme. The problem is not a simple one, since, as noted by ICAE, to change adult attitudes requires far greater intensity of effort and input; a good way might be to work with intergeneration groups. Greece considers that these programmes have a very limited impact.

Chile notes the decisive role of adult education in the process of consolidating democracy in the service of a more just and caring society, one which will also be more participatory and able to eradicate all forms of dependence and promote mutual respect between human beings. In the view of Nigeria, adult education plays a subversive role in the issues of citizenship and democracy; with regard to the environment and preventive health measures, it is a positive propaganda machinery as well as an effective 'teacher'.

For Germany, learning about and from foreign cultures in adult education courses will continue to make an important contribution towards the development of a culture of peace; this is true also for fostering intercultural learning by bringing together different groups, including different ethnic communities. In Iran, in literacy textbooks, the subjects are taken up in notes, and in post-literacy and continuing education there are separate booklets about population education concepts, health, environment and religious beliefs; these curricula are included in subjects such as science, vocational education, social studies, religion, etc.

Bulgaria notes the important role of the media in adult education. So also does the Czech Republic which stresses in addition the role played by humanitarian organizations and political parties. For the International Catholic Society for Girls (ACISJF), communal life in residences, where this is possible, frequently provides an opportunity for an education in tolerance. For ICAE, all education and adult education specifically has a definite role to play in promoting a culture of peace, but it is simplistic to assume that such a profoundly complex issue can be answered or addressed in the course of a questionnaire. The capacity of adult education as a specialization to play this role is linked to many of the general arguments advanced about adult education and its definition and scope. Current innovatory practices and experiments in multicultural education could provide an excellent base from which to develop and adapt approaches in a range of situations. IFPE suggests the introduction of a new educational method based on young people's expectations in regard to adults and aimed at building a culture of peace.
2. Education for women

For New Zealand, while the educational system is not solely responsible for the disadvantages faced by women, there has been a growing awareness that curriculum content and the way education is structured and delivered have contributed to and perpetuated the social and economic disadvantages women face in the wider society. For Cost Rica, the aim is to satisfy the ongoing community needs of adults as a whole and also to involve this population category (women) in the implementation of solutions to this problem.

Niger plans to provide literacy for all women through specific programmes for women in an active partnership context and by encouraging the organization of socio-economic women’s groups. In Chile, women are considered a priority group and instructions and methodological suggestions have therefore been prepared to make it easier for women to have access to and continue attending the various adult education programmes on offer. In addition, work has begun on revising all the educational materials at present used in courses for women so as to remove any situations harmful to their image or open to a belittling interpretation.

Costa Rica has set up the ‘Alfamujer’ programme specifically for women. Several countries such as Mexico and Togo also mention projects as being operational or in course of preparation. Tanzania is launching a project to promote the role of women in development. The Congo reports that women’s literacy centres have been set up in town neighbourhoods and religious circles. In Saudi Arabia, new curricula have been worked out specifically for women to meet their special needs and achieve their aspirations in the framework of Islamic teaching. The Dominican Republic has introduced the rudiments of sex education into textbooks for women.

For some countries, the question does not arise since they have achieved an educational balance between men and women and therefore have no need for specific programmes. Many other countries report that they had not waited for the Beijing Conference to take the necessary measures to speed up women’s education, either through specific programmes or by giving women priority in access to adult education programmes. Frequently, they already have the benefit of teaching materials specially prepared for them. For El Salvador, as for many other countries, women’s education is simply a transversal component in adult education programmes in general, at all levels. Germany reports projects promoting women’s return to gainful employment as well as projects for older workers and for health and drug abuse education.

Greece provides integrated functional literacy programmes for women’s groups, focused on income-generating activities. In Finland, the Ministry for Social Affairs and Health has, in its proposed framework for an equality programme, indicated to the Council of State that support should be given to entrepreneurship by women. In India, special programmes have been planned and will be incorporated in the ninth five-year plan and the action plan. Guinea reports the creation of a ‘committee of equity’ to promote the enrolment of girls in school and the creation of an integrated development project for women and girls in rural areas, as well as the establishment of women’s groups in connection with income-generating activities combined with a many-sided literacy component.

In Germany, the Bund-Länder committee (BLK) for the promotion of educational planning and research has set up a fund for the education of girls and women; many projects are conducted at federal and Land level, as proposed at the Beijing Conference. For Nigeria, it is not clear what steps the government wishes to take, but much has been said about the
importance of women’s education. Presumably the government has put in place the necessary structures, but it seems a vague pronouncement without the necessary political backing and ambivalence remains concerning the government’s intentions.

D. Teaching and learning methods

The most frequently reported educational approaches are those based on dialogue and discussion groups, thus ensuring active learner participation in training (35 countries), especially in developing countries (24 countries). Teacher-directed methods are thus being increasingly abandoned in favour of participatory methods leading to dialogue and exchanges of experience. Mali, Niger, Syria, Turkey and Venezuela stress the importance of the participatory method; New Zealand speaks of co-operative learning. On similar lines are the ‘active learning circles’ in Ecuador, which follow a sequence associating experience, reflection, conceptualization and application. Also on the same lines are the face-to-face teaching methods in Finland, Pakistan, Swaziland and man-to-man teaching in Bahrain. Syria uses a method which, while involving learner participation, takes into account individual differences and the practical application of acquired knowledge. A similar approach taken by the training centre for literacy staff in Niger is adapted to the activities of the literacy services: this involves an integrated participatory method based on problem-solving in the local environment. For the Association for World Education, the emphasis on reflection on learning from personal life, and in conversation with peers, has been most empowering for the participants, and has given them self-confidence and skills to continue learning from different sources after the residential course.

Next come methods involving self-education and self-assisted learning (reported by 34 countries, including 23 developing countries); this individualized type of instruction is particularly mentioned by Germany, Belgium, Cyprus, Finland, India, Syria, Venezuela and NGOs such as Education Mondiale and the International Federation of Rural Adult Catholic Movements (FIMARC). In the Republic of Korea, self-learning has been approved as a new way of acquiring a degree for young people and adults who have not had access to higher education. Some countries of Latin America and Spain (in Andalusia) adopt a strategy of semi-residential self-training.

The use of distance education - frequently limited to correspondence courses in developing countries - is noted in 24 reports, including those by Germany, Cyprus, Ecuador, Spain, IFPE, India, Pakistan, Swaziland and Tanzania. The idea of open education is found at the level of higher education in the Republic of Korea (open universities) or at the literacy stage as in Pakistan (Allama Iqbal Open University). In this type of education, much employed for general education, the use of the mass media, in particular radio and/or television as back-ups to the learning process, is mentioned by Germany, Ecuador, Spain, Mali, Niger, Pakistan, Syria, Turkey and Venezuela. Audio cassettes are used in India, and in conjunction with video cassettes in Norway. Belgium and Germany stress the increasing importance accorded to audio-visual media in training processes.

Another category comprises (i) on-the-job training methods and experiential learning, cited in 21 reports from Member States and three NGOs (Education Mondiale, International Federation of Educatice Communities and ACISJF); (ii) sandwich courses (18); (iii) study groups or circles (16), particularly in Estonia, Finland, Latvia, Lithuania and Norway; and (iv) programmed teaching (14).
Other methods are the modular system used in Ecuador, awareness-raising in Mexico and the ‘biographical’ method in Switzerland, which consists in acquiring individual and general knowledge by drawing up one’s own biography on the basis of a scientific approach to the problem. Chile emphasizes the approach which involves ‘learning to learn’ and ‘learning to do’, which goes beyond the mere transmission of knowledge. For Luxembourg, educational innovation concerns the method of learning languages. With all methods, the most important element is, as noted by Germany, to combine theoretical and practical learning.

The fact is that no method is universal and use depends on the nature and objectives of the curriculum concerned and learning situations. Several curricula use an approach combining several methods. This combination is found in the curricula of the Allama Iqbal Open University in Pakistan and the ‘combi-method’ in Switzerland, using distance education supplemented by regular courses (often weekly) of direct education. India has used a multisectional approach in the IPCL technique (Improvement of Pace and Content of Learning), based on inclusion of all the main components of learning such as recognition of symbols, words and numbers and their use in a variety of combinations, students having the possibility of putting into practice what they learn and evaluating their own progress. The multiform method in Finland is an organized combination of face-to-face teaching, distance teaching and individual study, based on counselling and individual guidance and, where necessary, making use of the computer, on-line services and information technologies.

These methods are used mainly for their ease of application and effectiveness (28), relatively minor cost (19) and adaptation to adult learners’ needs (12). Some reports list methods which have been abandoned or are less in use. Examples are television teaching in Niger, and in Cyprus mobile units, multimedia programmes and video cassettes whose use is restricted to teachers on account of their cost. Another example is programmed teaching in Tanzania and Nigeria, due to the unsuitability of the supporting materials.

Many reports recommend research into the conditions of use and the impact of methods such as self-training (Costa Rica, Iran), distance education (Costa Rica, Estonia, Lithuania, Maldives), the reflective-critical method (Ecuador), study groups (Costa Rica), multimedia education (Maldives), adapting participatory and psycho-social methods for use in interested countries (El Salvador) and the use of the new technologies (Estonia, Spain). Using television and radio is costly, particularly in developing countries which have limited resources. The Czech Republic has a television channel specializing in education. New Zealand notes that the range of technologies and availability of television have affected adult access to education provided by these means; more extensive use could be made of Internet-based learning.

The use of the new communication and information technologies is effective in some countries, for example Finland and Norway. In Germany, interactive multimedia programmes are still in the introductory phase. The Republic of Korea considers that if nothing is done the inequality between the ‘haves’ and the ‘have-nots’ of computer knowledge will be a problem. In most of the countries which mention these technologies, their use is still only a hope for the future, if only on account of the cost and indeed the maintenance of equipment. Venezuela notes that cultural contexts and geographical conditions (dispersed populations, isolation of certain zones) limit the potentialities of these technologies. For Ecuador, given the difficulty of creating national curricula, these technologies become alienating, aggressive and acculturating when embodied in imported curricula which do not correspond to national realities. ACISIF considers that explosive growth of these new technologies is inevitable and a major challenge; developing countries must not remain on the
sidelines but prepare themselves as of now to cope with this trend by suitable training. At the same time, care must be taken to avoid the destruction of still fragile values and cultures. Similarly, FIMARC notes that these technologies can be used profitably if the population has mastered them and is helped to use them in a critical way; otherwise, they run the risk of creating new forms of dependence, not only cultural and political but also economic.

El Salvador notes that the use of these technologies, which all agree facilitate learning, poses the challenge of coping with the need to review curricula and teaching materials, an overhaul of teacher training and the acquisition of equipment. This is an economic problem. The International Federation for the Promotion of Progressive Education (FICEMEA) would like to see research into the link-up between the new technologies and the human aspects of training. Similarly, IFPE considers that the advent of these technologies raises the problem not only of supervisory personnel but also of ethics.

Finally, the participants at the Third European Conference on Adult Education (Madrid, 19-22 November 1995) proposed that the implementation of adult education should adapt to present and future contexts by integrating the radical changes brought about by the new technologies. They noted that socialization and integration of technology help to develop research on training processes based on these methods, to improve the individualized monitoring of training, and to update the training of specialized adult education trainers, whatever the methods used.

E. Measures concerning adult education personnel

1. Categories and status of personnel employed

The staff involved in adult education activities are as varied as the objectives, curricula and duration of their training. However, some major trends emerge which characterize this specific field as regards both its objectives and its implementation, from the identification of needs to the evaluation of results.

Three categories stand out as the staff most employed in adult education. First, there are full-time educators, with a variety of types of professional status, who are the most frequently cited, with first priority for 24 countries, second priority for two countries and third priority for three countries. Second come schoolteachers, mentioned by 11 countries as a first priority, 17 as a second priority and eight as a third priority. As noted by Germany, the number of professional educators is continually growing, with a parallel decrease in the number of teachers in the formal system. As regards supervisory staff, the professionalization of adult education is the first significant trend to have emerged gradually over the decade.

Another category frequently cited is paid staff who are not adult education specialists, noted in 11 reports as a first priority and four and three reports, respectively as second and third priorities.

Next, with less priority, come unpaid, qualified workers and volunteer students and pupils (first priority for five countries), instructors attached to development agencies or technical units and volunteer NGO members (first priority for three countries), and qualified technicians or professionals employed on a part-time basis or occasionally, and young people during their military or civic service (first priority for two countries). Little reference is made to newly literate citizens, and only as a second priority (three countries) and third priority (two countries).
Mauritius employs retired people and Bahrain unemployed people who have a good educational level and are used part-time. Some countries note the effectiveness of teachers who come from the same cultural environment as the beneficiaries, for example the Maori in New Zealand. Bolivia also uses teachers from the local community. Education Mondiale uses teams with mixed specialization, for example, in Cambodia, health and adult education specialists.

Thirteen countries report that they have specific regulations on the status and working conditions of full-time adult education staff, though this is less frequent for part-time staff. Twenty-eight countries have no regulations in this field. In Finland, all education staff have the same status. Thirty-four countries have resource centres for teaching staff at national level. In 14 countries these centres are regional ones, and local centres are the exception (four countries). In Belgium, there is no specific regulation, but the question may be examined by the recently established priority commission for culture.

2. Training of adult education personnel

Adult education staff receive special initial training in 25 countries and supplementary training in 34 countries. The initial or supplementary training of staff used part-time or occasionally is usually short and of the 'crash course' type, particularly for literacy personnel. However, in Niger, literacy personnel undergo a three-year post-secondary training course at the national training centre for literacy supervisors, a centre which also has subregional coverage.

Training is longer for full-time personnel such as agricultural extension workers and health technicians, community development agents, socio-cultural or mass education organizers, social service staff, vocational training staff, etc. Belgium has few adult education courses, since the staff used frequently come from the formal system and have had supplementary (not recognized) forms of training in youth and mass education.

Supplementary training is often provided on the job, in workshops, seminars, training courses, on an ad hoc basis and more or less regularly. In Norway, study circle leaders in voluntary organizations have the opportunity of attending elementary teacher training and adult education courses and it is possible in certain teacher training schools to attend optional courses in adult education.

F. Evaluation, research and documentation

Evaluation of specific activities or aspects of adult education is common practice on a regular basis in 13 countries. It is occasional in 29 countries, often in connection with specific programmes or projects limited in time, since an account of their impact is sometimes requested by donors or financial and/or technical aid organizations. Only two countries report no activity in this field. For Belgium, the diversity of the fields of action does not make it possible to have systematic or recurrent evaluation, and evaluations are conducted mainly by organizations themselves or in respect of a specific aspect of adult education policy.

The existence of institutions or bodies regularly conducting research on adult education is recognized in most countries, only three countries stating that they have no institution conducting regular activities in this field. Institutions are primarily administrative units coming under ministries or public adult education bodies (24 countries). Eighteen reports mention participation by educational science institutes, teacher-training colleges or education institutes. Universities conduct research on adult education in 20 countries, and social science
research institutes in 14 countries. Language institutes are mentioned in seven reports. In eight
countries, firms themselves conduct research and ten countries mention NGOs. The findings
of the research are used to take relevant decisions, modify those already adopted or clarify
priorities with a view to greater visibility.

In view of the diversity of activities tackled by research, it is difficult in the context of
this document to list all current or planned activities. Illustrative titles are: 'Research on the
Causes Occurring among Adult Learners' in Iran (1990), 'The Idea and Reality of Continuing
Education' in the Republic of Korea (1994), 'Education Funding for Adult Education: Who
Benefits?' in New Zealand, 'Systematizing innovations' in Venezuela (1992-1993), 'Social
Incentives for the Education of Subcategories of Illiterates' in Saudi Arabia, 'Non-Formal
Education for Pastoral and Mobile Communities' in Tanzania (1995), 'Developing Tools for
Critical Reflection in Unemployment Education' in Finland (1993), 'Voluntary Education for
Disabled People' and 'Methods for Research on Education Needs for Adults' in Estonia
(1996), 'The Future of Adult Education in Europe' in Belgium and the Czech Republic (joint
study, 1995), 'Basic Adult Education and Productive Work' (1995) and 'Research to provide
a basis for evaluating face-to-face and distance teaching' (1994) in El Salvador, 'Intermediate
technical education curricula and their appropriateness to the educational needs of young
people', in Chile, 'Illiteracy and rural women', in Ecuador, 'What young people expect from
adults', by IFPE, 'Self-training by rural women in Mexico', by FIMARC (1992), 'Promoting
Women's Empowerment through Adult Education' and 'Promotion of Democracy through
Adult Education' in Lesotho, in collaboration with Botswana and Swaziland (in preparation),
'Labour Market Training - Effects on Earnings' in Norway (in preparation), etc.

Specialized documentation centres for adult education are mentioned in 17 reports,
operating chiefly at the central and, less frequently, regional level. Counselling and
information services are cited in ten reports, their special target being young people who are
completing primary or secondary schooling; these centres tend to be located at regional level
or near universities. For activities such as literacy work, information services make use of the
media or mass communications.
IV. INTERNATIONAL CO-OPERATION

A. Trends in co-operation

Analysis of the replies to the questionnaire reveal that co-operation is, in principle, mainly one-way, based on financial contributions and technical assistance (in general, from the countries of the North, international and regional organizations and NGOs towards countries of the South). Few countries report joint medium or long-term programmes in their search for operational solutions to common basic problems of adult education. Co-operation still suffers from lack of precision in its objectives and, above all, lack of continuity.

There is near unanimity on participation in inter-State co-operation, whether bilateral or multilateral, with a view to promoting the development of adult education. There is growing interest in bilateral co-operation, followed by subregional co-operation; both have gradually caught up with international co-operation.

Bilateral co-operation is mentioned by 33 countries, mainly between industrialized and developing countries. The most frequently cited partners in the North are, among others, Belgium, Canada, Denmark, France, Germany, Italy, Netherlands, Norway, Portugal, Spain, Switzerland and Sweden. Noteworthy is the contribution by Spain to the IFOMA project to eradicate illiteracy in Africa, the project to improve basic education in Latin America (as part of the Major Project), the co-operation programme with the Ibero-American region, the project financed by the Federal Republic of Germany in support of training structures and the production of materials in six countries of the Sahel, and the contribution by Denmark through the folkehojskoler system (public secondary day schools) to similar institutions in Ghana, India, Nigeria and the Philippines; also the co-operation between the Nordic countries and the Baltic countries as regards the institution of study circles and production schools. A number of countries in Europe and North America contribute to developing countries through ad hoc organizations such as NORAD in Norway, SIDA in Sweden, CODE, ACDI and CRDI in Canada, DVV in Germany, the Peace Corps in the United States of America, etc.

South-South bilateral co-operation has developed mainly at subregional level, noted in 28 reports, and at regional level, mentioned in 22 reports. It is generally conducted either by intergovernmental bodies or by bodies specializing in adult education, working as follows:

♦ on an intergovernmental basis, for example the regional programmes to eradicate illiteracy in Africa, Asia, Latin America and the Caribbean and the Arab States or the Regional Council for Adult Education in Africa (CREA) and the Arab Organization for Literacy in Rural Areas (ARLO);

♦ on the basis of associations such as the African Association for Literacy and Adult Education (AALAE), the African Regional Council for Adult Education and Continuing Education (ARCACE) and the Inter-American Federation for Adult Education (FIDEA);

♦ on the basis of national structures at regional or subregional level such as the Regional Centre for Adult Education and Functional Literacy in Latin America (CREFAL) in Mexico, the training centre for literacy supervisory staff in Niger and the Regional Centre for Functional Literacy in the Arab States (ASFEC) in Egypt.
Co-operation is also conducted under specific programmes of bodies such as the Agency for Cultural and Technical Co-operation (ACCT), the Arab Organization for Education, Science and Culture (ALECSO), the Organization of the Ibero-American States for Education, Science and Culture (OIE), the Islamic Organization for Education, Science and Culture (ISESCO), the Council of Europe, the Organization for Economic Co-operation and Development (OECD), the Gulf Co-operation Council, the Nordic Council, the Andean Pact, etc. International co-operation is noted in 20 reports which list UNICEF, UNESCO, the European Union, sometimes UNDP, and more seldom, in this field, the World Bank.

B. Procedures and fields

As regards co-operation between NGOs, Education Mondiale suggests that the functioning of the NGO collective consultation on literacy and adult education should be reviewed and its composition broadened. The Association for World Education suggests the publication, in a resource book, of the practices and resource persons available for cross-cultural work. Similarly, Greece suggests the networking of persons and institutions active in adult education.

The type of co-operation noted as being the most effective is, in order of priority, as follows: (i) bilateral co-operation (24 countries), (ii) international co-operation (18), (iii) regional co-operation (9) and (iv) subregional co-operation (5). There are few references to interregional co-operation.

Particular fields of co-operation are, in order of importance: (i) exchange of information, experience and staff (32), (ii) training of trainers and planning staff (23), (iii) preparation and production of teaching materials and provision of equipment (21), (iv) identification of needs and project formulation (20), (v) financial support and (vi) joint research and/or training projects (10). Some Member States recommend that co-operation should be broadened to include the use of new information and communication technologies and learning methodologies (mainly distance education, self-education and the use of multimedia programmes).

The fields which Member States or NGOs would like to see discussed in international, regional and subregional meetings are very varied and concern:

- methodological strategies to improve the quality of the learning process;
- specific teaching and learning methods such as distance education, use of the media, use of participatory methods, sandwich courses;
- strategies to link up adult education with the formal system;
- education for productive activities, in particular for women and young people;
- education for street children and children at work;
- specific themes such as intercultural education, education for democracy, education to combat violence and racism;
- the role of the rural press;
- multimedia approach to training and use of open-learning systems;
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- use and impact of the new technologies;
- social mobilization and community participation;
- the training of specialized trainers (preparation of textbooks, teaching methodologies and techniques, management, evaluation, etc.);
- procedures for horizontal co-operation between Member States;
- university implication in adult education for (i) training, (ii) research, (iii) evaluation;
- learning motivations;
- the status of adult education staff.

In the programmes of multilateral organizations, the particular aspects which should be given priority are:

- selection and dissemination of significant experiments and methods;
- support in defining needs and programmes;
- training in the new learning strategies and methods;
- monitoring and evaluation techniques;
- the use of information and communication technologies;
- the preparation of teaching materials.

For the Czech Republic, the special features of the development of Central and Eastern European countries in the last few decades should be respected, on the basis of equality and mutual respect, in the future programmes of multilateral organizations. The report adds that there is a lack of assistance from these organizations for the creation of national adult education systems in individual countries and that often these systems are backward only because of the lack of resources to implement education policy.

UNESCO should play a leading role in (i) exchanges of experience and equipment and the dissemination of information on programmes and methods, (ii) the search for sources of finance, and support for structures specializing in adult education, (iii) the networking of institutions and resource persons for adult education, (iv) technical support for the definition of needs and evaluation and (v) the training of trainers.

As stressed by Niger, UNESCO should be the recorded memory of all activities and the leading forum for international exchange. For the Dominican Republic, UNESCO, as the point of contact between organizations, should act as a catalyst in the successful execution of programmes and projects designed to improve adult education. It should offer and facilitate co-operation between countries, both technical and financial, in particular Third World countries. It should also play a leading role in co-ordinating field activities by Member States and NGOs and to this end envisage, as suggested by Switzerland, the possibility of creating a data bank of skills available beyond frontiers, which would be a kind of 'adult study abroad guide'.
V. PROSPECTS AND EXPECTATIONS FOR THE TWENTY-FIRST CENTURY

A. Trends and priorities for the next decade

Priorities for the next decade vary from country to country. Frequently we find a number of significant trends which have appeared during the decade and which will become more pronounced in the next decade. In New Zealand, future priorities are laid down in the strategic plan for education for the twenty-first century, which was introduced in 1994 and envisages a seamless education system in which barriers no longer exist between schools and post-school education and training, in which all courses of study can lead to national qualifications regardless of the place of study. For Maldives, population growth, urbanization and degradation of the environment will call for greater emphasis on adult education in the next decade. For Andorra, it is necessary to develop specific continuing training projects linked to the needs of the country's inhabitants.

Special attention should be paid to the quality of education provided, its relevance and suitability to the needs of each social sector (Chile) or the requirements of the labour market (Finland). For Chile, the need to supplement secondary education will place greater pressure on adult education. This will specially affect workers in industry, calling for flexible non-formal curricula which will be compatible with the time available to participants and the pace and type of learning. A strongly marked trend will be the attention given to functional illiteracy in view of the fact that labour market demands, and those of living together in society, will increasingly call for a mastery and understanding of ever more complex messages and instructions.

Bolivia aims at strengthening the balance between the formal and the non-formal, taking the approach that adult education is a central necessity of the national education system and an important component of the development of education. The Dominican Republic wishes to see adult education removed from the school system and the adoption of non-formal multimedia strategies, to include the traditional media (radio, TV, modules, video). It also recommends the decentralization of management and administration so that communities can plan and successfully carry out their own adult education projects by integrating them in local development plans.

Switzerland confirms the rapid development of continuing training, which will increase, above all in sectors regarded as important for and by the labour market. For Finland, Bulgaria, Slovakia, Luxembourg and the Republic of Korea, there is a very clear growing interest in learning foreign languages in view of the broadening of international contacts throughout the world. Similarly, for the Republic of Korea, education in a world of globalization should be reinforced to include not only foreign languages but also foreign cultures and foreign lifestyles. For Kuwait, significant trends are adult vocational education for both men and women and expansion of adult education morning classes, the priority fields being the eradication of illiteracy, vocational training and emphasis on women's education.

For India, during the next decade, consolidation of literacy skills acquired during the literacy phase will require more attention and therefore more programmes of post-literacy, and continuing education will be devised and implemented. In Jordan, it is important to link education with productive work through certification and training for those with reading and writing skills to improve their understanding.
For Maldives, the demand for computer skills will increase tremendously in the next decade. For Finland, it is of great importance that adult education, from the point of view of both quality and quantity, should be able to meet the changing needs and requirements of the labour market. Consequently, in addition to the profession-oriented training offered to adults, there is a need for versatile forms of education supporting self-development. In Bulgaria, in the next decade there will be confirmation of the trend to change the content of adult education so as to orient it towards training for a new economic culture and new patterns of civic behaviour, including the reaffirmation of democratic values in society.

In Costa Rica, the priorities are: to train a competitive workforce and encourage further education for the drop-out population. For Latvia, there is some evidence that in the next decade decentralization and regional development will increase, thus serving to prevent unemployment, as the work of the regional adult education centres will be organized in the context of overall regional development. In Ecuador, the priorities are: (i) the development of an enquiring mind in a participatory, socially committed and democratic spirit, (ii) education for work, (iii) grass-roots organization as a way of achieving self-management in the search for solutions to problems and needs.

Other priorities cited are: (i) greater involvement of civil society (Nicaragua, El Salvador), (ii) greater familiarization with the new communication and information technologies (Germany, Greece), (iii) diversification of curricula (Cyprus, Mali), (iv) development of curricula for retired people (Germany, Chile, Republic of Korea), (v) development of partnership (Guinea), (vi) greater functionality in adult education (Education Mondiale), (vii) the strengthening of vocational training and technological education (Republic of Korea, New Zealand, Kuwait), (viii) consolidation of the skills acquired at the literacy stage, for example by developing post-literacy and continuing education programmes (India, Iran), (ix) home training at the work place (Jamaica), (x) grass-roots responsibility for training and the self-management of activities by the beneficiary populations, recommended by Nicaragua, Ecuador and Togo, (xi) education for intercultural understanding (Germany, Republic of Korea), (xii) the strengthening of peace education (IFPE), (xiii) the strengthening of structural facilities with stress on decentralized structures close to underprivileged groups (Togo), etc.

Other priorities concern special target publics, the most frequently cited examples being young drop-outs or young people who have left school, women, working children, street children and the unemployed. Niger, Mali, Nigeria and many other countries foresee an increase demand for women's education with a view to their empowerment and to enable them to influence decisions and policies which concern them and to participate in the organization of their own lives. In Bolivia, special attention is paid to opening up a new world of work for working young people and children, with experimental centres using a new participatory curriculum. For Finland, the unemployed are a very extensive group not only now but also unfortunately for the years to come.

B. Reducing illiteracy throughout the world

First among the measures recommended to eradicate illiteracy is that which, while giving high priority to adult literacy, aims at broadening the school population and improving the quality of education received, since a reduction in illiteracy can only be successfully undertaken in a worldwide perspective of basic education. In order to avoid the training given by schools being totally lost for some individuals, it will also be necessary to combat school
wastage more efficiently, and introduce programmes to recuperate children who have left school prematurely.

**Chile** emphasizes improved internal efficiency for national education systems, especially at the basic education level; this means democratizing education systems by improving access, ensuring that pupils regularly attend classes and progress through the education, and broadening educational coverage. At the same time, attention should be paid to the quality of educational processes which include teacher training, learning resources, more and better facilities, etc. In addition, literacy programmes could be developed with emphasis on continuity of studies, such programmes being integrated into local development plans so as to make them more relevant. The **Republic of Korea** suggests the opening of adult education schools attached to the elementary school and combining literacy education with the school system.

The second measure concerns the integration of literacy in the development process and the taking into consideration of the socio-economic and cultural context. This makes it necessary to co-ordinate literacy planning with planning in the social, economic and cultural sectors, to be accompanied by action to combat poverty and inequality, with back-up activities conducted in parallel with literacy so as to give literacy its full meaning (**Bolivia, Chile, Ecuador**). Since illiteracy is generally the problem of weak groups or nations, as noted in the report by the **Czech Republic**, education in the absence of a solution to social problems will not have any effect. For **Greece**, literacy measures should be included not only in education policies but also in development programmes. **New Zealand** suggests that, in addition to commitment to literacy programmes, governments should make a commitment to improve and secure employment, health and legal rights, all of which contribute to the establishment of a more literate population. For **Egypt**, the important trend which will continue is the link between literacy and vocational training as a kind of continuing education.

**Costa Rica** recommends better distribution of wealth at the national level and between nations. **Nicaragua** suggests the creation of a special fund to provide extra resources for priority adult education projects in countries which so request. It also suggests horizontal cooperation to ensure the success of experiments with innovative projects.

The **FIMARC** report notes that where based on specific problems of grass-roots populations, adult education will promote their development provided that it takes into account all the factors which generate their situation of marginalization (injustice, domination, lack of respect for their environment, etc.). For the **Dominican Republic**, illiteracy must be recognized as a social problem which hampers peoples’ development. All the institutions of civil society should prepare and carry out literacy plans and each community should set up representative committees to be responsible for literacy in each locality, aiming to combine literacy work with productive activity depending on the region.

A number of reports would like to see the concept of literacy clarified in relation to each context, particularly in the light of the Declaration of the World Conference on Education for All (Jomtien, 1990). For **Niger**, literacy should be seen primarily as a form of behaviour rather than an aggregate of skills learned. For **Venezuela**, literacy should be put into the perspective of meeting basic learning needs. The **Republic of Korea** is alarmed at technological illiteracy and considers that people should be able to read, write and select information by computer network. The same concern is expressed by **Maldives, Nicaragua** and **Uzbekistan**.
Some reports consider that for the next decade priority should be given to post-literacy and continuing education. In this connection, Germany observes that literacy can only grow up in a world in which value is attributed to reading (e.g. a cultural environment in which the reading of newspapers is a general habit or a working environment in which people have to be able to read); if there is no such stimulating environment, people are not motivated to learn to read and write and will have no possibilities of maintaining these skills. The report by Finland suggests that besides literacy campaigns in a certain area, there should be something to read every day, e.g. newspapers; if people can’t practise their reading, the campaigns are worthless.

Rather than perspectives, most reports propose strategies and methods of implementation. A theme which frequently recurs in replies by Member States is better population participation in literacy promotion efforts from the planning stage up to the evaluation stage. For Lesotho, there will be no tangible results if the programme is not participatory. As regards participation, special attention should be paid to the motivations to be learned and the necessary social mobilization, together with a more rapid decentralization process. Lastly, several reports suggest that the search for new financial and human resources should be developed with a view to meeting basic educational needs and that new methods should be devised for this purpose. For Guinea, if literacy is part and parcel of the overall education system, it will be entitled to the same advantages as the formal system, with a reallocation of available financial resources. Iran considers that there is a need for action as regards incentive measures for learners.

For Venezuela, literacy processes have been transformed by the new ideas gaining ground in this field; this is also a consequence of the need to be cost-effective and make the best use of the resources normally allocated for the purpose. The concept of literacy as a large-scale campaign using a great variety of means and instruments and regarding illiteracy as a social disgrace or scourge to be eradicated, has been displaced by the concept of the adult as a being with basic learning needs; the problem has been tackled by focusing on integrating people’s existing knowledge and cultural skills into the living society to which they belong. For Education Mondiale, this is primarily a political problem: where governments are committed, something tends to happen; where there is no commitment, less happens. For Maldives, if countries compete with each other in sports and various international sports organizations provide for such competitions, perhaps there may be a way in which countries could compete with each other in the eradication of illiteracy. Switzerland suggests that the counterpart of what exists in the health field should be created for adult education. (Cf. WHO health and primary care guides) with supporting activities of the ‘primary education’ type for adults.

**C. Expected contribution from adult education to development projects**

Most reports recognize the contribution made by adult education to economic and social development and see in it a necessary tool for improving living conditions and the quality of life. For Germany, the factors which bring about an intensification of adult education activities are: (i) modernization in all fields, in particular in industry and technology, (ii) providing qualifications for a ‘second and third labour market’ in particular for social and societal tasks, (iii) acquisition of professional skills and participation in work, (iv) further development of the democratic system and participation of the population, (v) integration of all population segments into society. For India, there is a demand for skill development programmes for income generation and, therefore, adult education will have to meet the vocational and income-generating needs of adults. The major challenge in Finland is to
develop adult education so that there will be an increase in employment and in entrepreneurship.

For Greece, the contribution expected from adult education concerns modernization of the economy and action to combat unemployment. Honduras hopes to see an improvement in human development rates, chiefly in the large backward sectors of the population, and a more rapid, extensive, diversified and qualitative growth in national productivity and production. Lithuania notes as major projects: the reorientation of industry and trade, rapid adaptation to the changing social and professional environment and the educational needs of present school drop-outs. Mexico is considering projects concerning the quality and relevance of the education services provided. A number of reports mention projects for the empowerment of women, environmental protection, agricultural production, improving the health situation, etc.

Combating extreme poverty is a theme which recurs in many reports from countries of Latin America, Nigeria, the Netherlands Antilles and others. For Venezuela, what is necessary is the creation and strengthening of an open educational network comprising public, private and non-governmental institutions, which would help to promote a continuing education society, in conjunction with the adoption of measures to provide quality education for all. In addition, whenever such efforts take place against a background of economic crisis, the streamlining of public expenditure and the rolling back of the State, and when young people and adults are to be responsible for these changes, there has to be an intensification of education activities in favour of these populations, bearing in mind the basic contribution which they have to make. For Chile, a programme in which adult education can make a significant contribution will continue to be the eradication of poverty aimed at improving the living standards of those who live in poverty-stricken areas.

Better workforce qualifications and the reduction or eradication of unemployment and under-employment are other themes present in many reports (New Zealand, Norway, Sri Lanka, Finland, Switzerland and others). Peru is concerned with the contribution to be made by adult education to developing tourist facilities which will make the country a focal point for world tourism. Other specific projects concern combating violence in society, environmental protection and conservation (New Zealand) and the integration of the elderly (New Zealand, Germany).

D. Promoting a culture of peace

While all reports agree on the contribution that adult education can make to a culture of peace, few explain in what way. For some countries, this is primarily a process of inter-generational interaction; as stressed by Bolivia, only an egalitarian educational approach will make it possible for children, young people and adults to participate in society on the basis of a free and just community of interests which will make of it a true commonwealth. For Ecuador, adult education will make a genuine contribution to a culture of peace; by raising academic, vocational, productive and cultural standards it will achieve new levels of justice and social equality which will enable men and women to take part in national policy-making, thus becoming the protagonists of their own history on a basis of freedom, mutual respect and solidarity.

For other countries, such as the Czech Republic, while there is no doubt that education must play the basic role, the fact that it is increasingly becoming the transmission of information remains a problem. The overweight curricula of all educational activities leave little room for the transmission of values. The problem arises from the same situation in the
education of teachers and trainers, so we are moving in a vicious circle. It is essential to
strengthen the inculcation of values in all schools and courses whose graduates are to work in
the area of education, care and upbringing. Values cannot be taught, they can only be handed
over. Germany stresses intercultural education to promote better knowledge of the other,
hence mutual respect. El Salvador and Chile suggest the inclusion of these themes as
transversal guidelines in adult education curricula.

ACISJF recommends flexible solutions which will help young people to find their place
in society, so that they will feel recognized and respected, will respect others, have access to
skills matching their abilities and will participate in development; life in a community is an
opportunity for education in tolerance, though this is not always easy. FIMARC recommends
that, at all levels, men and women should have the means of meeting together to analyse the
situations in which they live and find solutions to their problems. For the Republic of Korea,
we have to make adults recognize the cause and the environment of violence properly; they
must know not only the manifest forces, but also those which penetrate every part of our
social life. New Zealand considers that activities would be more effective if they were
generated at local level and were well-resourced, preferably from a variety of sources. Namibia
stresses the reduction of poverty and helplessness among members of the formerly
disadvantaged community by giving them the knowledge and skills to participate actively in
income-generating enterprises for their economic self-sufficiency.

India considers that through adult education we can reduce social inequalities and
eradicate poverty from the poor and downtrodden; this in turn will bring harmony,
cooperação and peace to the various sections of society; in other words, it should be
addressed to the ‘have-nots’ and will automatically remove imbalances in the social structure
from the community, society and nation. Similarly for Costa Rica, one of the ways of
cultivating justice, peace and other values is for the adult population to have access to the best
and greatest level of education possible. For Maldives, values could be inculcated through
literacy campaigns and equivalency programmes and such aspects could be touched upon even
in short-term skills-oriented courses. The Congo suggests that emphasis should be laid on
training based on spreading positive African values and traditions throughout the population.

E. Member States’ expectations for the fifth Conference

The expectations are that the fifth Conference will give fresh impetus to adult education
and promote a pooling of experience and exchanges of ideas on the various aspects of the
problem of adult education. Special attention should be paid to improving the quality of
learning and promoting programmes for women, in particular continuing vocational training.
Estonia looks to receive information, new ideas and inspiration; this expectation is shared by
many other reports. Germany suggests that the Conference might prepare a new agenda for
the provision of adult education and help set up worldwide adult education networks.
Discussions might also be held on themes such as the impact of the new technologies,
democratization of the media, open education, learning for migrants and together with
migrants, multilateral organizations as funding ‘tools’, learning in old age, etc.

In a number of countries, the role of adult education needs to be clarified given the
changes affecting the world of work. The Republic of Korea notes that the problem consists
in finding ways and means for radically reforming the content and methods of adult education;
the aim should be to reconsider the role and quality of adult education specialists, since future
societies will have other needs and other environments. The Conference should therefore
clarify the role of adult education, making an effort to ensure that the few do not monopolize information but that a majority of people should be able to receive information equally.

**Tanzania** expects that consensus will be reached on realistic ways and means to enable adults to upgrade their skills as well as to eliminate constraints which hinder their socio-economic and political development. **New Zealand** hopes that the meetings will endorse the importance of adult literacy in the Asia/Pacific region and seek measures to improve achievements in this area. It would be helpful if the Conference could develop clear strategies and time-lines in each theme area for the achievement of goals, establishment of leadership and creation of projects. The **Congo** hopes that ‘Hamburg 97’ will trigger off a renewal of adult education and restore it to its rightful place in both major development projects and international meetings.

**Bolivia** asks for help in clarifying the theoretical framework of adult education. **Cyprus** hopes that relations between Member States will be strengthened and that adult education will be recognized in each country as an integral part of the education system. **Chile** hopes that the Conference will alert public opinion to the importance of adult education and that agreement will be reached among Member States to create genuine opportunities of meeting the learning needs of adults: the approach should be to link these educational processes to the building of a more democratic and just society. The **Dominican Republic** hopes that the Conference will give rise to recommendations and agreements designed to improve adult education programmes in the participating countries and that practical strategies can be introduced to lower the high illiteracy rates in certain countries.

**Ecuador** proposes for study the themes of: the ongoing nature of adult education projects, the classification of institutions responsible for adult education, and decisive participation by governments in the formulation of national policies to strengthen adult education. **El Salvador** hopes that the fifth Conference will recommend priority for adult education, while **Honduras** supports the extension of innovative experiments and a practical follow-up to the resolutions of the world conferences of Jomtien, Beijing, Rio, Cairo, Copenhagen, etc. Similarly, **Tunisia** hopes that there will be discussion of how to put into effect the measures adopted at previous conferences. For **Norway**, it is important that the Conference should agree on clear and unambiguous recommendations and priorities.

**Jamaica** hopes for an exchange of ideas on particular subjects such as alternate approaches to the financing of adult education, marketing adult education, an international clearing house, information technology, programmes for training, etc. The themes proposed by **India** are (i) the needs and requirements of continuing education for neo-literates and literates in the context of developing countries, (ii) skill development programmes for women and the generation of resources for adult education, especially projects for women, (iii) academic and technical resource inputs for furthering continuing education in the Asian region and the role of UNESCO.

For **Lithuania**, the Conference should be organized in such a way that serious discussions on the main issues of adult education, first of all in the context of lifelong learning, can take place. A number of reports (**Morocco, Swaziland** and **Tunisia**, among others) hope that the Conference will support the promotion of regional and/or international co-operation. **Maldives** hopes that the Conference will discuss the problem of non-formal education in States made up of small islands.
ANNEX I

ORIGIN OF REPLIES RECEIVED

1. Member States

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3. **Associate Member**

Netherlands Antilles

2. **Non-governmental organizations**

Association for World Education (AWE)
Education Mondiale
International Catholic Society for Girls (ACISJF)
International Council for Adult Education (ICAE)
International Federation for Parent Education (IFPE)
International Federation for the Promotion of Progressive Education (FICEMA)
International Federation of Educatve Communities (FICE)
International Federation of Rural Adult Catholic Movements (FIMARC)
Regional council for Adult Education and Literacy in Africa (CREA)
ANNEX II


UNESCO's role and strategy in promoting basic education for all

One of UNESCO's priority lines of action in the field of education for all over the decade has been to promote the development and improvement of primary education, a prerequisite for any kind of eradication of illiteracy, and to promote literacy work for young people and adults as a vital component of any development strategy. At the same time, adult education needed to be promoted as a component of continuing education and improvements made in the quality of the educational environment of young people and adults, together with innovative approaches to non-formal basic education.

On these lines, the Organization's action has been guided by two major considerations: (i) it is primarily incumbent on Member States, with UNESCO support, to provide education for all and lifelong training in the cause of the right to education; (ii) UNESCO is neither a financing body nor a research institution, its key function being to develop human potential and the sharing of knowledge, and its mission being to bring together ideas, skills and determination. In the educational field, what undeniably characterizes UNESCO is its role as a lead agency acting as a catalyst and mobilizer, and its special function as an ideal centre for exchanges.

The 'basic education for all' programme reflects both UNESCO's mission and its continuity. It is, however, also guided by a new idea which emerged from the World Conference on Education for All, that of active partnerships between international organizations and bodies with a view to promoting basic education. In implementing this strategy, the Organization's role has been to help governments to define appropriate policies, provide them with the necessary expert advice, collect and disseminate relevant data and significant experiments and support Member States while also helping them to mobilize the necessary resources from external sources.

Public information and awareness raising

The outstanding event of the decade was the proclamation by the United Nations General Assembly and on the initiative of UNESCO of 1990 as 'International Literacy Year'.

International Literacy Year

Objectives

'Contribute to greater understanding by world public opinion of the various aspects of the problem of illiteracy and to intensified efforts to spread literacy and education...'
(23 C/Resolution 2.2).
Main results

- Creation of 118 national committees or official points of contact and constitution of an international action group;

- Production and dissemination of more than 300,000 documents, drafting and publication of more than 100 articles, replies to more than 3,000 requests for information and assistance, contributions to more than 100 meetings out of the thousands of meetings held throughout the world in 1990.

Partners and beneficiaries

With the guiding aim of establishing a world without illiteracy, ILY is a collective enterprise in the framework of which the UNESCO Secretariat has co-operated closely with Member States and their National Commissions, the agencies of the United Nations system, NGOs, the media, universities, local authorities and so on. The beneficiaries were to be illiterate adults throughout the world - nearly 950 million - and children not attending school between the ages of 6 and 11 - more than 100 million in 1990.

At its twenty-fifth session (1989), the General Conference adopted a plan of action to eradicate illiteracy by the year 2000. During 1990, two important meetings were organized:

(i) the 42nd session of the International Conference on Education (Geneva) on the main theme of 'Education for all: new policies and strategies for the 1990s'; in addition, Volume XLII of the International Education Yearbook was devoted to the special theme of Literacy and illiteracy throughout the world: situation, trends and perspectives;

(ii) in conjunction with UNICEF, UNDP and the World Bank, the World Conference on Education for All (Jomtien, Thailand), designed to create greater awareness of the urgent need to mobilize national and external resources in the interest of basic education.

Throughout the decade, UNESCO continued to make public opinion more aware of the problem of illiteracy, for example by regularly publishing information through the media.

International Literacy Day was celebrated each year in more than 100 countries and was frequently an opportunity for reviewing the progress achieved towards education for all, analysing the problems encountered and announcing important decisions. In parallel with this Day, five international literacy prizes were awarded each year in recognition of praiseworthy individual or collective activities in this field.

So as to provide more widespread information on illiteracy, UNESCO has regularly published official statistics on this problem and projected future trends. These data are disseminated in the UNESCO Statistical Yearbook, the World Report on Education and other publications by the UNESCO Office of Statistics. In this context, the meetings held included an international training workshop on techniques for the compilation and analysis of data, organized in 1994, for national programme administrators.

Jomtien and after Jomtien: trends in international co-operation

The Conference on Education for All was a major turning-point in action to combat illiteracy and promote basic education. It had the effect of mobilizing interest, resources and
co-operation on a broad scale and stimulating a regeneration of strategies by Member States, donor bodies, international institutions and education circles throughout the world.

UNESCO's adoption of the framework of action to meet basic educational needs, designed as a standard reference and guide for governments, NGOs, international organizations and bilateral aid institutions, by helping them to formulate their own plans of action as a follow-up to the World Declaration, bears witness to the priority given by UNESCO to basic education. To promote follow-up action to the Jomtien Conference, the Secretariat set up a special unit which performs its task in co-operation with three other partners: UNICEF, UNDP and the World Bank. More than 80 countries have set up interministerial bodies responsible for working to achieve the objective of basic education, and round tables have been held on the same subject in many Member States with a view to preparing new activities on the lines of the Conference recommendations.

On the basis of the recommendations made by the second meeting of the Advisory International Forum on Education for All (New Delhi, 1993), a mid-decade overall evaluation of international and national action to promote education for all since Jomtien was set in train in 1994-1995, comprising (i) a series of national monographs focusing on innovations, (ii) governmental reports on the progress achieved and the deficiencies noted, (iii) the organization in 1995 of seven regional and subregional policy assessment seminars and (iv) a special report on the progress made and the problems encountered in combating illiteracy.

As part of this strategy, activities were carried out in co-operation with the nine most populous developing countries, inhabited by three-quarters of the world's illiterates: Bangladesh, Brazil, China, Egypt, India, Indonesia, Mexico, Nigeria and Pakistan. Two meetings of heads of State (or their designated representatives) were held, one of them to accompany the World Summit on Social Development (Copenhagen, 1995). A plan of action defining methods of co-operation with emphasis, for example, on distance education, was approved at a ministerial evaluation meeting (Bali, 1995).

International and regional meetings

Many meetings organized by Headquarters or regional offices promoted the circulation of ideas and exchanges of experience among decision makers and specialists in various regions of the world. To cite only a few:

(i) **Between 1985 and 1989**: the consultation of experts on improving the continuing education of workers, the international consultation on adult education needs, curricula and methods, the international symposium on the co-ordinated planning of the development of formal and non-formal education, the international seminar on extension work in science and technology, the interregional symposium on legislative and administrative measures to promote adult education, the consultation on making use of the skills and experience of elderly people in inter-generation education, the technical consultation of adult education experts on trends in the theory, methodology and practice of adult education, seminars on illiteracy in rural and urban areas, seminars on the role of adult education in environmental protection, a large number of seminars for the institution and strengthening of the Regional Information System in Latin America and the Caribbean (SIRI), the international symposium on the contribution made by adult education, in particular by socio-cultural tutors, to the civic education of populations and cultural development.
(ii) **Between 1990 and 1995**: the international workshop on the theme ‘UNESCO Clubs and Associated Schools and illiteracy’, the international symposium on adult education in rural areas, two inter-agency meetings on literacy for women, the international seminar on literacy for women in Islamic societies, the regional seminar on the role of universities in eradicating illiteracy in the Arab countries, the world symposium on literacy and the family, the regional workshop on lifelong education with a view to development in Asia, and subregional seminars on literacy and adult education with a view to development in Latin America and the Caribbean. Also noteworthy is the periodical organization since 1986 of a collective consultation of non-governmental organizations active in the field of adult education.

A series of meetings held over the decade stressed the training of trainers and specialists, both at regional level and more frequently at the national level in connection with the implementation of the recommendations by the Fourth International Conference on Adult Education (1985). The same applies to the regional workshops and national seminars on the preparation of written materials for post-literacy work, regional and national seminars for trainers of adult education staff and regional workshops on contents and methods, administration, management and evaluation, the training of teachers able to teach both children and adults, distance education in Africa and Asia and so on.

**The four regional programmes for the eradication of illiteracy: an example for horizontal co-operation**

UNESCO’s overall action to promote basic education for all centres on its regional basic education programmes and projects. These are all based on two fundamental principles: technical cooperation between developing countries and the need to combat illiteracy by an overall approach. All emphasize the priority to be given to educating women and girls and post-literacy activities designed to encourage the reading habit.

<table>
<thead>
<tr>
<th>The bases of regional co-operation</th>
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<td><strong>1981</strong>: launch of the Major Project in the Field of Education in Latin America and the Caribbean (PROMEDLAC);</td>
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<td><strong>1985</strong>: launch of the Regional Programme for the Eradication of Illiteracy in Africa;</td>
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<td><strong>1987</strong>: constitution of a network of exchanges, information and documentation on functional illiteracy in the industrialized countries at UIE in Hamburg;</td>
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<tr>
<td><strong>1987</strong>: launch of the Regional Programme for the Universalization and Renewal of Primary Education and the Eradication of Illiteracy in Asia and the Pacific (APPEAL);</td>
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<tr>
<td><strong>1987</strong>: launch of the Regional Programme for the Universalization and Renewal of Primary Education and the Eradication of Illiteracy in the Arab States by the Year 2000 (ARABUPEAL).</td>
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**Research and documentation**

Over the decade, a great many studies were carried out at international and regional level and also at the level of Member States. The fields covered are varied, including ways of
languages and mother tongues, functional illiteracy in the industrialized countries, the
relations between education and the world of work and the use of modern technologies.

Other studies, which cannot all be mentioned in this brief review, concern the role of
adult education in initial training and refresher training for employment, the contribution by
the media to the understanding by adults of the main problems of the world today, adult
education in the Nordic countries, special aspects of adult education relating to human rights
and environmental protection, literacy and post-literacy mechanisms and literacy and
education for indigenous women in some countries of Latin America.

There are also many documents produced by Headquarters, regional offices and other
decentralized units. They concern firstly periodical publications such as the three-monthly
newsletter Adult Education Information Notes, produced in six languages, Objective:
Literacy, the information newsletter, The 1990 Challenge, the International Review of
Education produced by the UNESCO Institute for Education, the newsletter EFA 2000 (four
languages) for the follow-up to the Jomtien Conference and regional periodicals such as
Appeal Newsletter in Asia and Alpha 2000 in Africa.

Other publications of an ad hoc nature include Perspectives on literacy: A selected
world bibliography (IBF, 1990), Basic education and literacy: world statistical indicators
(1990), Literacy campaigns 1988), Le dictionnaire encyclopédique sur l’éducation des adultes
(French only) in co-operation with the European centre for leisure and education (1987),
Theory and practice of literacy work: policies, strategies and examples (1988), Directory of
adult education centres in Africa (1991), Through a glass darkly: functional illiteracy in
industrialized countries (1990), documents on innovations in basic education presented in a
series entitled Education for all: making it work, which has been widely disseminated, etc.

Some of these documents were intended for training purposes and were usually the work
of regional and national workshops, for example the New guide for the preparation and
production of literacy materials in Asia (1992), and the series of 12 volumes published by the
Bangkok Regional Office, on Training materials for literacy personnel (1988), translated and
adapted in 13 countries of the region.

A large number of the decade’s publications are devoted to women: Women’s education
looks forward: Programmes, experiences and strategies (1989), The other Third World: rural
women and literacy (1990), Knowing and doing: literacy for women (UNEDBAS, 1993),
Alphabétisation des femmes : action des ONG (French only, 1991), the 12 brochures to
promote the status of women in society and the 17 brochures on the participation of women in
development in Asia, the Textbook for the preparation and production of post-literacy and
teaching materials for women in Latin America and the Caribbean, and the preparation of
three post-literacy textbooks on income-generating activities for women in rural areas in the
Arab countries (1995). The textbook Education to empower, produced by a regional workshop
in Asia, provides practical advice on the preparation of materials for the advancement and
empowerment of women and has been translated into 11 languages in seven countries of the
region and also used as a guide in national training workshops.

UNESCO has also provided support, particularly under the Participation Programme,
for the translation and adaptation of basic materials such as brochures, video, slides, posters,
etc.
Operational action

Many projects financed from extra-budgetary sources have been entrusted to UNESCO for execution; in most cases the Secretariat initiated the formulation of these projects. Management has been largely decentralized with a view to strengthening regional offices, above all in the fields of training or the production of teaching materials. Literacy and post-literacy materials have been prepared in Burkina Faso, Gambia, Mali, Senegal and Togo. Most projects concern literacy and/or post-literacy, for example the non-formal literacy and education programme in Mauritania, the pilot projects in the field of literacy and education for the pygmies in the Congo and in the Central African Republic, adult literacy and non-formal education in Swaziland, the use of the Arabic alphabet to combat illiteracy in Africa and similar projects in Peru, Bolivia and Chile.

Several pilot projects were launched to promote adult education centres in Ethiopia, Mozambique and Venezuela. Also noteworthy is the project designed to provide a variety of learning and training possibilities to marginalized young people in certain Member States, among the least developed, and to countries emerging from conflict or in a state of transition, projects established as emergency aid such as the literacy and human rights education programmes organized for demobilized soldiers in Cambodia, and the creation of mobile literacy teams in Afghanistan, etc.

Mobilizing project: combating illiteracy

- Launched in 1990, this venture concerns five main projects and 15 associated projects in consultation with field units, UIE and other United Nations agencies.

- Experiments were conducted in the following fields: innovative reform of teaching methods thanks to community participation and supplementary teaching materials (Chile), community-based literacy work (China), literacy for girls in rural areas (India), basic education centred on the community with support from expatriate nationals (Senegal), the attribution to traditional Koranic schools of a role in literacy - and also in the teaching of basic scientific concepts (Sudan).

- The 15 associated projects provided a framework for the experimental adaptation of approaches and strategies devised by the main projects which proved to be successful.

- The diversity of experience provided an opportunity to hold wide and useful exchanges of information and experimental data on innovative approaches designed to promote literacy in different socio-cultural contexts.

- The decision to record and disseminate the results of these experiences by means of a video cassette was found to be very useful in raising public awareness of the issues involved in providing education for all.

A large number of these projects concern women: the literacy and post-literacy project for rural women in Gambia, non-formal education for nomadic women in the Gobi Desert, training in literacy and post-literacy for the women of ethnic minorities in the Lao People’s Democratic Republic, the adult education programme for women in Yemen, the training of multi-purpose rural organizers in Niger, the pilot centres for literacy and vocational training for rural women in the Syrian Arab Republic, the functional literacy and civic instruction
projects for women in Africa, support to national activities for the preparation of teaching materials to promote the empowerment of women in Africa, projects for the education of girls and women, their literacy and continuing education in the countries of the Sahel, etc.

Women and the environment in rural zones in Mali

- This project is designed to create awareness of environmental problems among women living in rural areas of Mali and to keep them informed.

- Teaching materials (brochures, posters, insets) have been produced for this purpose, in the national languages, on environmental themes such as deforestation and reafforestation, agriculture, stock-breeding, water, etc.

PROAP has prepared for women a literacy programme based on skills. First introduced in Bhutan, China and Papua New Guinea, this programme has been extended to other countries. The aim has been to combat age-old superstitions and upgrade the work performed by women at home, in the fields and in factories. Brochures have been published teaching women how to install a domestic heating system (China), explaining how to protest against violent husbands (Papua New Guinea) or encouraging them to question the traditional division of labour (Bhutan). A training guide on the emancipation of women, 39 illustrated brochures and 50 education modules highlight the role of women as producers and partners in their own right.

Community development activities in Jordan

Twenty schools in Jordan have organized community development activities with a view to:

- offering women training courses to make them functionally literate and develop a variety of skills,

- organizing discussions and workshops on hygiene, the environment, mother and child care, etc.,

- organizing small agricultural projects for adults and young children to improve family incomes,

- improving local community facilities and living conditions.

In Ecuador, UNESCO, WFP and UNICEF have agreed with the Ministries of Education, Agriculture and Welfare to launch a pilot project for literacy and lifelong education for women in rural areas. The aim is to help improve the quality of life of these women, their families and community, by implementing an overall educational strategy which will improve their situation as regards education, health and nutrition, and prepare them to play their part in production and social life.

Under the ‘Priority Africa’ programme, activities include a ‘special education for all initiative in Africa’, whose main components were examined in 1994 by the joint UNESCO-UNICEF committee, and which has been offered to the Member States of the region. In
addition to children from underprivileged environments, the plan of action gives priority to school-age girls and women.

**Contribution by the UNESCO Institute for Education (UIE, Hamburg)**

UIE concerns itself with adult education and non-formal education provided in the context of lifelong education, particularly post-literacy and continuing training. It acts as a catalyst in research and intellectual co-operation and has co-ordinated and supported research, training and information programmes in the fields of literacy, post-literacy, learning approaches, lifelong education, improving evaluation practices, national languages, functional illiteracy in industrialized countries, etc.

In order to encourage research, an international prize for research on adult literacy was created in 1991-1992, co-sponsored by ‘Muliculturalism’ and the Canadian postal authorities. UIE also operates a literacy exchange network involving 2,000 establishments, with 1,400 agents in 141 countries. An information base on adult education is now being set up in more than 30 countries.

UIE collaborates with decision-makers and researchers in many countries in all regions, and has also organized many seminars and workshops on various themes coming within its field of competence: literacy strategies with voluntary associations, adult literacy in the industrialized countries, adult education and work, adult education, international understanding, human rights and peace, post-literacy and continuing education, etc.

The most recent of the many studies conducted by UIE include: (i) in co-operation with the German DES Foundation, an inventory and description of the most relevant innovative methods applied to adult education in ten countries in different regions, concerning aspects such as motivation, participation, learners’ characteristics, the media, training systems and the recognition of experimental learning; (ii) national case-studies on adult education legislation and policies, with a view to drawing up a data bank on the subject for use by the responsible officials; (iii) an international analysis of household surveys on adult education in eight industrialized countries, carried out in co-operation with OECD and ‘Canada Statistics’, participatory research on the possibilities of learning facilities for women, etc. UIE has also produced, in co-operation with the German Institute for International Co-operation, a publication based on an analysis of research trends organized by the Institute in the five regions of the world. These analyses were discussed at a seminar held in 1995.

UIE has also regularly published a number of textbooks and reference works, and studies by and reports on seminars and workshops. Examples are the publication in two language versions of the guide for decision-makers and researchers on innovative methods for using national languages and mother tongues (1995/1996), designed to improve basic education curricula, following on two research seminars on the subject (1994), Lifelong education in depth (1993), Adult education and work (1992), Selective bibliography on literacy in industrialized countries (1990), The future of literacy and the literacy of the future (1992), Les stratégies d’alphabétisation dans le mouvement associatif (French only, 1992), the series on Learning strategies for post-literacy and continuing education (1984-1988), Handbook on learning strategies for post-literacy and continuing education (1989), Handbook on training for literacy and basic education (1991), Evaluation of literacy projects, programmes and campaigns for development (1990), Worlds of words: literacy posters (1992), Analphabétismes et alphabétisations (French only. 1993). Researching literacy in industrialized countries. Trends and prospects (1990), etc.
Lastly, with a view to improving the quality of literacy and non-formal basic education and its contribution to the 'education for all' strategy, a training programme has been introduced in Asia, Central Africa and West Africa, with participation by decision-makers and agents in the field.