

State of Israel
Ministry of Education

**Division of Adult
Education**

**Israel National
Commission for
UNESCO**

**THE DEVELOPMENT AND STATE OF
THE ART OF
ADULT LEARNING AND EDUCATION
(ALE)**

National Report 2008

Dr. Rachel Tokatli

in consultation with

**Dr. Paul Kirmayer, Dr. Meir Peretz,
Mrs. Magi Koren and Dr. Eitan Israeli**

Edited by Dr. Mayer Fialkoff

I. General Overview

Israel is a country of great contrast. It is a historical land of ancient tradition and simultaneously a technologically developed country.

Israel is a society in process. Many of its citizens immigrated after the establishment of the State of Israel in 1948. During the period from 1996-2006, more than 500,000 Jewish immigrants entered Israel. At present, some 20% of Israel's population are Arabs (Moslems and Christians), Druze, Bedouins whose mother-tongue is Arabic.

Israel's population in 2006 totaled 7,116,700, of them over 5,393,400 were Jews, 1,173,100 Moslems, 117,500 Druze, 149,100 Christians. Approximately 71% of the Israelis (5,052,900) are over 15 years old. One of their main traits is their heterogeneous origins and affiliations – national, ethnic, religious, country of origin, time of immigration.

Analysis of the data for the year 2006 on the general adult population by age and level of education (measured by median number of years of schooling) is presented below:

Age:	15–17	18–24	25–34	35–44	45–54	55–64	66+
Education Level:	11.1	12.4	14.3	13.8	13.3	13.0	11.5

Some 2.2% of the population has had no schooling, while 8.3% terminated their studies after 9 years of schooling. The majority of those with limited education are natives of Asia and Africa who immigrated to Israel before 1960, as well as older members of the Arab, Druze and Bedouin communities.

There is no significant difference in level of education between males and females, except in the category which combines old age and illiteracy: the percentage of people aged 65+ years who had no schooling was higher among females (14.6%) than among males (6.6%). In the Arab sector, the difference was more pronounced: 61.7% among elderly women and 18.3 % among elderly men.

Significant differences in the level of education are related to age cohorts.

The percentage of people with only elementary school education increases as a function of age: 25.9% among those aged 65+, 3.1% among 18-24 years old. In

the Arab sector the figures are: 42.6% and 9.6% respectively. Younger Israeli citizens are provided better learning opportunities than were their elders.

The educational needs of adults relate to national or ethnic origin, time of immigration to the country, level of education and/or qualifications, employment situation, personal history and health. Since Israel is has a large immigrant population, Hebrew language instruction is a pressing priority of adult education.

The Division of Adult Education in the Ministry of Education is a major partner in a providing and encouraging adult learning in Israel. It links a variety of providers and interested bodies in concerted efforts to sustain a complex national adult-educational system.

Its decisions are based on an underlying commitment to:

- * uphold the right of each individual to lifelong learning and personal development;
- * provide relevant and functional programmes that enhance motivation;
- * develop educational provisions in accordance with national priorities;
- * search for the balance between responding to individual versus societal needs.

Israel is a firm proponent of international cooperation in adult education.

It actively participates in fostering international relationships via the Israel National Commission for UNESCO and the Israel Adult Education Association (IAEA). Israeli delegations participate actively in international and bilateral conferences. As member of the EAEA, Israel participates in European conferences, workshops, study groups seminars and professional meetings. Adult educators from other countries are welcomed in study tours organized for them in Israel.

The Division of Adult Education, Israel Ministry of Education, publishes an annual professional journal, **Adult Education in Israel**. The journal contains articles by scholars and practitioners about Israel's involvement in adult education. Among other things, it portrays Israel's uniqueness as a nation that

promotes immigration and has developed a sophisticated educational network for promoting the linguistic and social integration of immigrants. The journal is distributed free of charge to UNESCO member states, national and university libraries, and adult education associations worldwide.

II

1. Policy, legislation and Financing

1.1. Legislative and policy frameworks of ALE

1.1.1. Legislative and policy environment. Policies and laws

While public policy makers in Israel recognize in principle the importance of adult learning and the right of individuals to learn, little has been done in the area of national legislation on ALE. Nevertheless, some laws have been legislated to promote adult learning. In 1994, legislation on subsidized educational integration of demobilized soldiers in authorized high schools and pre-academic programmes was enacted. In 2000, legislation was enacted to provide learning services to disadvantaged groups, such as disabled and mentally disturbed people. Some budgets are statutorily earmarked, e.g.: allocations for teaching Hebrew to new immigrants, for vocational training and professional retraining. Union agreements provide for paid educational leave. Legislation exists to provide supervision for private schools that prepare students for matriculation.

1.1.2. Priority goals

Israel's adult educational policy aims to provide for the changing educational needs of groups and individuals. To that end it:

* provides Hebrew language instruction to facilitate the linguistic, social and vocational integration of recent immigrants;

- * promotes literacy, basic education and second chance high school level education for all needy sectors of the population;
- * provides appropriate vocational training for workers and unemployed adults;
- * empowers families by training family coaches and encouraging family education.

1.1.3. Government and NGO Stakeholders

The **Israel Association for Adult Education (IAEA)** is a non profit a-political association that serves as an umbrella organization for institutions and individuals who are involved in the theoretical and practical aspects of adult education in Israel. The IAEA represents adult education to Israeli society; initiates and organizes work-groups, lectures, workshops and conferences; publishes theoretical and instructional pamphlets and research-studies; promotes bilateral and international associations with organizations, institutions and individuals, and consolidates and updates databases for adult education on the Association's website.

In recent years, the IAEA has cooperated with the Division of Adult Education and NGO's in implementing project 'Mila Tova' with the Joint-Israel, and 'The Open Door' with TEVET. Both projects provide literacy, educational equivalence and employment training for adult immigrants from Ethiopia, Kavkaz and Bukhara.

IAEA represents Israeli adult education internationally. Its members participate actively in international conferences and study groups. In November 2006, IAEA delegates represented Israel in the annual conferences of the EAEA at Aviles, Spain; in January 2007, IAEA representatives took part in the Seventh World Assembly on Adult Education at Nairobi, Kenya; in September 2007, members were delegated to the International Conference of Learning Cities, in Pec, Hungary. In May 2007, the IAEA hosted a delegation of adult educators from Italy. In early December 2007, IAEA representatives participated actively in the annual EAEA meeting in Riga, Latvia. Israeli delegates participated in important professional discussions under the rubric of Mediterranean Dialogue on

Adult Education (MEDA) in Ayia Napa and Larnaca, Cyprus, in Sliema, Malta, in Alexandria, Egypt, and in Berlin, Germany.

IAEA published and distributed three English language pamphlets pertinent to the themes of three international conferences.

IAEA also publishes a Hebrew language journal 'Adult Education'.

Within the framework of the IAEA, several departments function in specialized fields of action: representation and public relations; a national council for adult education; planning, research and information; projects; and international relations and internal cooperation.

Work groups study topics such as 'national policy in adult education' and 'the Arabic-speaking sector'.

The **Division of Adult Education** in the Ministry of Education formulates national policy guidelines on ALE. Ministry priorities include promoting literacy, basic and high-school equivalency, vocational-training, parenting and family enhancement, active citizenship, and all areas of non-formal learning.

The Israel Ministry of Education, in conjunction with other governmental ministries, formulates guidelines for addressing educational needs of relevant groups with special needs. Thus the Ministry of Education, for example, cooperates with the: Ministry of Welfare in developing and implementing vocational courses for the unemployed, Ministry of Health on health and support instruction, and Ministry of Agriculture - on educational guidance to farmers.

The Ministry of Education also works with the Israel Prison Authority in providing education for prisoners, and with the National Insurance Institute in promoting learning for senior citizens'.

Government agencies on the national and local form an intricate structure of cooperation that combines centralized and decentralized components.

Various governmental authorities are also involved in the organization of the learning activities. Local municipalities organize and implement programmes and are involved in policy decisions.

1.1.4. Alignment of policy and implementation strategies with policies in other sectors, other goals, building of learning societies, national development plans, poverty reduction strategy papers

The alignment of the ALE policy and implementation strategies with policies in other sectors demands continuous dialogue and coordination among relevant players. Policy makers from different levels of government and field workers cooperate in developing and implementing programmes in such areas as literacy, immigrant integration, second-chance education, vocational training, parent coaching, women's empowerment and fostering special groups. An example of inter-ministerial cooperation is the coordinated project to foster employment, whereby the Ministry of Education provides elementary and high school equivalency education while the Ministry of Welfare provides vocational courses. The literacy programme of the women's organization Tehila exemplifies ALE with gender equality. The special literacy and parenting-guidance programme for Ethiopian mothers illustrates the need of tailoring a programme to the special needs of its participants.

1.1.5. Main development challenges and relation to ALE goals

Israel faces two fundamental development-related challenges to ALE.

The first is the widening economic gaps between the rich and poor.

ALE in Israel can contribute to lessening this gap by: a) developing education and vocational training for all the sectors of society;

b) developing programs for teaching useful life-skills to improving people's quality of life; and c) developing suitable learning opportunities in areas of Hebrew language instruction and vocational skills for immigrants.

Another challenge relates to the strain on familial relationships among poorly educated immigrants. Empowering parents educationally is a proven means of increasing motivation and improving academic achievement among children.

1.1.6. Other policies that have an impact on ALE

The following policies impact ALE:

- a) improving methods of out-reach and assessment;
- b) training ALE staff;
- c) adapting curricula and learning materials to the needs of learners.

1.2. Financing of ALE

1.2.1. Public investment in ALE

High priority ALE programmes are funded primarily by government allocations and specifically by the Ministry of Education, Division of Adult Education); Ministries of Immigrant Absorption, Industry Commerce and Employment, Defense, Health, Welfare, Environment, and Affairs of Retired Persons. These ministries together with NGO's cooperate with the Ministry of Education in financing and initiating learning projects for adults: the Ministry of Industry, Commerce and Employment, promote equivalency education (a prerequisite for participation in vocational education); the Ministry of Absorption, in *ulpan* classes for recent immigrants; the Jewish Agency, in special projects and classes for recent immigrants; the Israeli Defense Forces, in providing Hebrew language instruction to immigrant soldiers and high school dropouts; Joint-Israel, in the projects 'Mila Tova' (literacy and basic education) and 'Open Door to Employment' for immigrants from Ethiopia and Caucasus; the Ministry of Affairs of Retired Persons, in enrichment and computer skills learning projects for the elderly.

Local authorities contribute significantly to adult education. They finance some 25% of the budgets in joint activities with the Division of Adult Education. Other key contributors to ALE are: the National Insurance Bureau; women's organizations, unions, corporations, Community Centres Association, Gerontological Society, 'Avi-Chai' Foundation, 'Van Leer' Foundation, Rehabilitation Project, Broadcasting Service and Israel Lottery Commission. The Division of Adult Education usually subsidizes portions of salaries for teachers and other professionals, as well as curricula development and publications.

This report possesses data only on budgetary spending for adult education by the Ministry of Education. In 2007, it contributed 90,000,000 shekels in Hebrew language instruction for immigrants and an additional 35,000,000 shekels for basic and high school equivalency education, enrichment learning and other activities.

Public employers also contribute to adult education. Employer sponsoring employee learning is widespread in government offices at all level as well as in public institutions. In the private sector, employer sponsored learning is more limited and depends on union agreements and employers' consent.

1.2.4. Civil Society Support

Numerous civil society organizations and institutions operate or support adult education. The most prominent are: the Jewish Agency, Community Centres Association, American Joint Israel Distribution Committee (Joint-Israel), Israel Association for the Education of Adults (IAEA), Open University and Shalem National Service for Adults. Corporate and private employers, colleges, religious and culture institutions, museums, theatres also support adult learning.

1.2.5. Learners' contributions to ALE

A significant proportion of the cost of adult education is covered by the participants. Tuition fees from Popular University students cover 80%-90% of operating costs. In other institutions and learning centres the proportion is even higher..

High-school equivalency classes and vocational courses require some tuition fees. Individual learners' tuition fees are minimal in programmes for new immigrants, illiterates and for participants in equivalency studies and vocational training. Participants in non-formal studies and recreational activities pay tuition fees that cover part of the expenses.

1.2.6. Direct or indirect specific financial incentives in support of ALE

Direct or indirect incentives also contribute to financing adult education.

Examples to such sources are:

- a) 'Minister of Education's Project' finances students' fees for a single course in a high school equivalency program;
- b) Students in preparatory courses for acceptance in institutions of higher education receive financial incentives;
- c) Incremental remuneration to public-sector employees for participation in recognized courses is an important source of incentive-based adult education in the public sector. 230 learning institutions have been recognized for this purpose. 7,000 courses for employees who are not in the teaching profession were operated in 2007. More than 100,000 employees have participated in recognized courses related directly to their occupation.
- d) Demobilized soldiers receive scholarships to learn. These are paid to the providing institution or to individual student.
- e) Immigrant students are exempt from tuition fees and receive traveling expenses during their first year in Israel. In 2007, 550 Ethiopian immigrant students received such assistance.
- f) Learners in basic and high school equivalency classes and in vocational courses receive unemployment compensation.
- g) Women's organizations extend scholarships to young women participants in gender studies programs at institutions of higher education.
- h) Literacy programmes as well as public health education are offered to learners free of charge.

1.2.7. Realistic benchmarks in relation to financing ALE

In view of present budgetary cuts, realistic expectations can hope for continued funding of ongoing projects and developing innovative programmes, and possibly looking to an increase in funding by NGO's in special programmes.

2. Quality of Adult Learning and Education: Provision, Participation and Achievement

2.1 Provision of ALE and Institutional Frameworks

Provision of ALE is offered by the authorities and organizations involved in policy decisions and financing, either directly or through educational institutions. Generally speaking, parties involved in adult education divide responsibilities. National ministries are typically involved in general decisions, subsidies, administration, curricula development, publications and supervision. Local municipalities provide the physical premises, teachers and facilitators. Some are involved in curriculum development. Community centers and NGO's (such as unions and women's organizations) are highly involved in the provision of the programmes.

Learning institutional frameworks are situated in a variety of premises. They include formal institutions of primary and higher learning, community centers, clubs, vocational-training and professional-training facilities and hotels. Learning occurs in a wide range of institutions nationwide. These include *ulpan* classes for recent immigrants, municipal adult education centres, Popular Universities, Tehila centres for educational advancement, centres for parenting education, community centres, senior citizens' clubs, colleges, Open University, extra-mural departments and institutes in higher- education institutions and women's clubs.

Such diversity requires constant coordination regarding responsibilities in the organization and management of the various projects. Steering committees, at national and local levels, identify goals, specify methods for attaining goals, and address pressing problems.

2.1.1. Institutions responsible for co-ordination ALE at national level

The Division of Adult Education is responsible for overseeing ALE in the public sector at a national level. Other government ministries maintain educational departments that coordinate pertinent educational activities. Non-government, corporate and private sectors each coordinates its educational activities autonomously.

2.1.2. Programmes:

2.1.2. I. Programme: *Ulpan* – Hebrew Language and its culture.

Ulpan has historically been a high priority programme in Israeli ALE.

Ulpanim provide immigrants with Hebrew language and cultural skills that accelerate their integration into Israeli society and the job market. A wide range of *ulpan* classes are located throughout Israel.

Immigration to Israel has declined dramatically since 2000 and has impacted the operation of the *ulpan*. Nevertheless some 33,000 students participated in 2,000 classes held in 160 *ulpanim*, including 35 in Kibbutzim in 2007.

Ulpan studies are implemented in two stages: basic and advanced. They are scheduled for periods of 5-10 months and offer from 500 to 1,000 hours respectively, depending on the country of origin of the learners. First stage *ulpan* have a variety of forms: regular *ulpan* classes in urban regions, 'first home' dwelling in a kibbutz, kibbutz-*ulpan* for youngsters that combines work in the kibbutz with studies and student-*ulpan* that combines language and pre-academic studies.

Advanced classes vary in content: professional Hebrew for diverse groups of professionals, job-searching workshops, Hebrew language proficiency. Course graduates receive certificates, contingent upon 80% attendance, completion of assignments, as well as successfully passing written and oral tests. Advanced classes are held in the evenings and tuition fees are collected.

The *ulpan* for Ethiopian immigrants offers 1000 hours of instruction over a 10 month period. Classes are offered by two teachers. One, of Ethiopian origin, is expected to offer instruction in arithmetic, geography, civics, history, Israel and its culture and contemporary Hebrew usage. The other teacher is a veteran Israeli, who teaches the Hebrew language. Special curricula and learning materials have been developed for this project. The Ethiopian *ulpan* differs conceptually from other *ulpanim* in that it utilizes the learners' native language and life experiences as an educational base for further learning. The learner is thereby cushioned from unnecessary culture shock.

a) Providers:

The Division of Adult Education, the Ministry of Absorption, local municipalities, the Jewish Agency, Joint-Israel, Popular Universities, community centres and Israel Defense Force.

b) Areas of Learning:

Hebrew language and culture are taught at basic and advanced levels, while immigrant professionals learn Hebrew appropriate for their passing pre-requisite proficiency exams to allow them attain work in their fields.

c) Target Groups:

Immigrants: recent arrivals, not-recent arrivals, professionals, and soldiers. 200 classes for beginners with 7,000 learners operated in 2007.

e) Funding Sources:

The Division of Adult Education, the Jewish Agency, the Ministry of Absorption and local municipalities.

2.1.2. II. Programme: Tehila – Literacy and Basic Education

Centres are operated all over the country. Students are evaluated and placed in classes whose offerings range from elementary reading and writing through specialized material in a variety of disciplines. In 2007, some 9,000 women attended 480 classes in literacy and basic education. In addition, 1,500 prisoners were instructed within prisons, as were 300 soldiers in I.D.F. organized classes. In addition, literacy and basic education classes for women have been operating within Druze, Arab and Bedouin northern communities since 1999. Similar classes are currently being opened in the south.

In 1996, on the occasion of the International Literacy Day, the International Literacy Prize Jury has awarded an honorable mention of the International Reading Association Literacy Award to Tehila integrated Adult Education Project in Israel.

The image of Tehila as an institution for aged women has necessitated the establishment of other organizational formations for providing literacy learning and

basic education to younger adults. The numbers of traditional learners in Tehila are diminishing, yet some centres continue to flourish, while constantly adjusting the variety of courses and activities to changing developments and needs.

a) Providers:

The Division of Adult Education in the Ministry of Education, in conjunction with local municipalities, women's organizations, community centres, workers' councils, employers, Israel Defense Forces and Israel Prison Authority.

b) Areas of Learning:

Literacy (reading, writing and computer literacy), general information, learning skills, confidence-building, systematic a variety of graded academic disciplines, parenting and family studies, basic arts, entrepreneurship, preparation for employment and community activity.

c) Target Groups:

Target groups are adults who lacked the opportunity to learn during childhood, particularly Jewish women, as well as Arab and Druze persons of both genders. Younger dropouts and adult workers are also welcome.

e) Funding Sources:

The Division of Adult Education in the Israel Ministry of Education together with local municipalities provide funding, while NGO and CSO partners offer the premises and facilities.

2.1.2. III. Integrated Literacy and Ulpan

1) Programme: 'Mila Tova'

'Mila Tova' is a programme for immigrant women from Ethiopia that combines literacy, Hebrew language, general studies, parenthood in Israel and empowerment. A national steering committee oversees the implementation of the project.

a) Providers:

The Division of Adult Education, the Joint Distribution Committee, adult education and community centres.

b) Areas of Learning:

Fluency in Hebrew, reading, writing, computer skills, coping with cultural transition, relating to the school system, relating to state and local municipalities, parenting in cultural transition; basic and high school equivalency education.

840 hours of instruction are provided over 3-4 years.

c) Target Groups:

Immigrants from Ethiopia and Kavkaz, primarily mothers, who must relate to bureaucracies that they do not understand; procure employment without basic fluency in Hebrew; maintain parental authority, despite the inability of adult males to provide for their families or to assist family members in adjusting to their new environment. The project operates in areas of high concentration of Ethiopian and Kavkavi immigrants.

In 2007, the number of participants in 'Mila Tova' increased dramatically to 1,500. The programme operated in 25 localities and offered 70 classes in pre-basic and beginners' education, 8 classes in basic education, 6 classes in high-school equivalency education and 4 classes in language improvement.

The programme provides special learning materials for the learners, as well as teachers guides on the traditions of Ethiopian Jews.

d) Programme Cost:

3,493,000 shekels for three year initial operating expenses.

e) Funding Sources:

The funding sources are: Division of Adult Education, JOINT, PACT (Parents and Children Together) and Rehabilitation Project.

Financial management: Israel Adult Education Association (IAEA)

2) Programme: 'Neshama'

'Neshama' for immigrants from Caucasus and Buchara parallels 'Mila Tova' for Ethiopians.

3) Programme: 'Work in Hebrew'

'Work in Hebrew' for adult immigrants is an extension of 'Mila Tova' with an employment orientation. A 120 hour course of instruction in Hebrew language and basic education, as well as study materials, are adapted to the needs of the workplace.

Classes are offered after-work within workplaces that employ high numbers of immigrants. Both students and employers are positive about the programme. A number of steering committees oversee the project.

Programme cost is 5,000 Dollars per class. The funding sources are: the Division of Adult Education, the Joint and TEVET.

4) Programme: 'Sidreh' Literacy and Vocational Training Project

A high percentage of the Bedouin population in southern Israel is both uneducated and unemployed. Among Bedouin women in the Negev, the figures are significantly higher. Sidreh is a women's association that seeks to empower Bedouin women of the Negev. Since its establishment in 1997, Sidreh has provided women's education and encouraged vocational training and placement. The association supports a large number of Bedouin women who were forced to leave school at an early age, due either to a lack of schools in their villages or to tribal tradition that disapproves of girls attending schools outside their villages.

All of Sidreh's activities are based on the population's needs as they are defined by its members. Sidreh supplements government activities, thereby focusing on needs that the government does not address and operating in villages that government does not recognize. It also works in full concert with the village leadership.

Sidreh initiates projects at a grassroots level while looking for partners in official institutions as well as within the community to oversee their continuing operation. In that way, Sidreh is freer to initiate additional programs elsewhere.

Sidreh offers a variety of programs for Bedouin women and their families, aimed at women of all ages. All the courses aim to help the women cope better with the demands of modern society. Many programs also include a training component for the leaders to ensure their continuation. Below is a brief description of those programs.

Adult Education – basic literacy courses in Arabic and Hebrew for Bedouin women. Ten courses operate annually in different locations. The project is run in cooperation with the southern unit of the Division of Adult Education in the Israel Ministry of Education, local welfare offices and community centers throughout the Negev. Participants are encouraged to continue their education. Some illiterate women aspire to gain education and employment. A small group of them have completed 11th grade equivalency and plan to continue their education.

Lakiya Negev Weaving Project. Project participants work in their homes to produce and market traditional hand-woven products such as rugs and pillow coverings. Participants sell their goods at home, thereby earning income and gaining a degree of economic independence, while preserving the Bedouin tradition of women working in the home. Women also gain educational equivalency and learn how to read design measurements, color combinations, shapes and more. They are tutored while engaged in weaving. While contemporary weaving designs are computerized, actual weaving is still exclusively by hand.

Family Life Education a traditionally sensitive program that provides lectures and workshops for middle- and high-school girls. Each workshop series consists of 16 two-hour sessions. In addition, Sidreh, in cooperation with the Ministry of Education, Family Planning Association and the Negev Bedouin Women's Forum, provides professional training in family life education.

Youth Leadership Project, fully endorsed by tribal leaders, encourages young Bedouin women to pursue secondary and higher education and fosters women's independence.

Scholarship Fund encourages young women to attend university.

Women's Empowerment Project trains young women as group facilitators to address issues of health, education and human rights.

2.1.2. IV. Programme: Open Door to Employment

The **Open Door to Employment** assists new immigrants acquire fluency in Hebrew and gain skills necessary to enter the Israeli work force. The 280 hour programme is especially tailored to enhance Ethiopian immigrants' ability to understand the world of work and integrate successfully in workplaces. It operates in high concentrations of immigrant populations and high rates of unemployment, where municipalities can offer suitable infrastructures of learning centres and services – where employment possibilities exist. Open Door to Employment is part of TEVET, (Hebrew acronym for Fighting Poverty through Employment), of the National Insurance Bureau for a variety of needy populations. The need for this programme is critical in an adult population where illiteracy in any language is reaches 75%, where only 40% can communicate in Hebrew and 38% are unemployed. The programme is an extension of 'Mila Tova' (described above).

a) Providers:

The Division of Adult Education, Israel Ministry of Absorption, Ministry of Industry, Commerce and Employment, the National Insurance Bureau, local municipalities and the American Jewish Joint Distribution Committee.

b) Areas of Learning:

The participants study the Hebrew language, literacy skills, basic and high school educational equivalency, empowerment and social adjustment skills. The curriculum includes lectures and workshops as well as materials available online. Learning occurs in two frameworks. Regular classes are available in installments of 6-8 hours per week for a total of 280 hours. For those who wish to enter the work force more quickly, an intensive program provides 700 hours of learning, in installments of 25 hours per week for five months.

c) Target Groups:

Poorly educated and poorly employed or unemployed 20-45 years old immigrants from Ethiopia, Buchara and Kavkaz who lack fluency in Hebrew.

d) Programme Cost:

1,100,000 shekels for initial three year operating costs.

e) Funding Sources:

The Division of Adult Education, Israel Ministry of Education; Israel Ministries of Industry; Commerce and Employment; National Insurance Bureau, local municipalities and Joint.

2.1.2. V. Programme: Second-chance High-School Education: 'Tichonit' and Academic Preparatory

The programme offers high school studies that lead to a partial or complete high school certification. The programme includes preparatory courses for diverse training as well as matriculation and pre-academic studies. The programme provides 560 hours of studies for a 10th grade equivalency with 550 additional hours for 11th grade equivalency, and an additional 700 hours for 12th grade equivalency. Certificates are awarded by the Division of Adult Education on the basis of nation-wide exams. Scholarships are available, with special assistance offered to Ethiopian immigrants. In 2001, 584 recognized institutions that offered high school and pre-academic programmes were recognized by the Ministry of Education for subsidized education for demobilized soldiers. In 2007, 12,500 students participated in pre-academic classes, and an additional 6,000 participated in 400 high school Tichonit classes. A total of 550 Ethiopian immigrants received scholarships.

Learning in the subsidized programme also grants salary increments according to criteria elaborated by a special committee headed by the Division of Adult Education. 221 institutions have been authorized by the committee for this purpose, in which approximately 5,000 courses are offered and 80,000 learners participate annually.

In 2007, the Division of Adult Educated was involved in the operation of 145 centres for basic and high-school adult education.

a) Providers:

The Division of Adult Education, local municipalities, Open University, Popular Universities, higher education institutions, colleges, Ministry of Security, I.D.F. and private schools. The 'Kedma' project operates centres for the advancement of Ethiopian immigrants.

b) Areas of Learning:

Graded academic disciplines leading to high-school certification and matriculation; prerequisite subject matter for specific technological or engineering specialization.

c) Target Groups:

Demobilized soldiers, who are legally entitled to participate; young dropouts, unemployed and poorly employed persons; immigrants from countries with limited educational opportunities. Priority is given to towns with high unemployment (that include many in the Arab, Druze and Bedouin sectors); employees in the public sector and in various enterprises. Programme participants are eligible for unemployment benefits.

e) Funding Sources:

The funding sources are: Division of Adult Education, Ministry of Defense, Ministry of Industry, Commerce & Employment, local municipalities, labor unions, Association for Education Advancement, learners' fees and donations. The hosting institutions and centres provide the premises and some facilities.

2.1.2. VI. Programme: Equivalency Learning and Vocational Training and Retraining

Changes in the structure of the labor market in the world of business and career have challenged old formations and programmes of adult education. Equivalency learning is a project for unemployed persons who are ineligible for vocational training because of insufficient educational background. The programme offers basic and high school equivalency education, as well as skills required for employment, so as to enhance their opportunities to integrate in the world of work. In 2007, 3,000 students participated in 150 high-school equivalency classes.

a) Providers:

Division of Adult Education, Ministry of Welfare, Ministry of Commerce, Industry & Employment, Government Institute for Technological Training, Prison Authority, Joint, Jewish Agency, PACT, IAEA, workers' unions, employers' associations and private employers.

Classes are held on the premises of Popular Universities, community centres, vocational schools and workplaces. Institutions of higher education run professional and technical studies programs tailored to suit the requests of employers. The project operates in tens of Jewish, Arab, Druze and Bedouin settlements. Women who complete the basic education programme enter high-school equivalency and manufacturing classes simultaneously. Consistent with programs in the Wisconsin project, students receive maintenance compensation.

b) Areas of Learning:

Basic and high school equivalency knowledge; language skills, knowledge pertaining to manufacturing, administration and management, communications and computer skills; knowledge and skills relating to becoming employable; technical skills, up-to-date information in the field studied.

c) Target Groups:

Unemployed persons, unskilled workers as well as skilled workers seeking advancement. Access is open to all sectors of society and is attained through employment offices, workplaces or private appliance. There are no educational prerequisites. Initial exams facilitate proper placement of prospective students.

e) Funding Sources:

The Division of Adult Education, Ministry of Welfare, Institute of National Insurance, Joint, Prison Authority, workers' unions and employers.

2.1.2. VII. Extra-Curricular Studies

Programmes:

Seminars, courses, lectures, study tours, conferences, leisure time hobbies, physical training and creative workshops held in a variety of hosting institutions and centres.

Popular Universities, defined as learning and enrichment institutions for adult learners at their leisure time, play a prominent role in adult education nationwide.

The Popular University network has increased dramatically in recent years. In 2007, 82,000 students participated in 3400 classes nationwide at 56 Popular Universities. Of those, 29 operate centres for immigrants. Special Popular Universities cater to recent immigrants as well as Arab, Druze and Bedouin populations. In addition, the Division of Adult Education ran some 4000 short seminars.

a) Providers:

The Division of Adult Education, local municipalities, IAEA, extra-mural departments in universities and colleges, the Open University, Popular Universities, public institutes and organizations, private colleges and institutes, museums, musical institutions, foreign consulates, associations, private institutes and schools.

b) Areas of Learning:

Diverse topics of study include: academic disciplines, religious studies, foreign languages and cultures, inter-group dialogue; parenting, community studies; the arts; high-tech, health and physical training, environmental studies, leisure time occupations, games and hobbies. Of late, students have shifted their interest from the arts, languages and hobbies to the humanities, health sciences, family studies and interpersonal workshops. No prerequisite education is required for admission and no certificates are granted.

c) Target Groups:

Literate adults, mostly with at least high school education, from all sectors of society. 70% of the participants are over 60 years old, 80% are women. Students are required to pay tuition fees, an element that prohibits persons with lower incomes from participating.

e) Funding Sources:

The Division of Adult Education, local municipalities, host institutions and participants' tuition fees.

2.1.2. VIII. Parenthood, Family Relationships and Community Life

Programme

Learning about family relationships is critical where a society experiences rapid change. It is all the more critical in a society characterized by high degree of multi-culturalism and cultural transition. Adults in Israeli multi-cultural society must learn anew their roles and relationships with family members. To address this need in different communities, a variety of centres for family and community studies have developed. Professional instructors teach parents about parenting and methods for improving their parenting skills.

Within immigrant families, need for assistance is much more crucial.

Immigrant parents are confronted with new values and culture, challenge in learning a new language and difficulties in procuring suitable employment. In this 'culture shock' situation, parents lose their authority and experience significant loss of parental performance. This is accompanied by loss of respect in the family, loss of protective security for the children, as well as unacceptable behavior and deviance among adolescents and children. Instructors in multi-cultural programs help immigrant parents understand new cultural codes and socially defined parental tasks.

1) Parents' Centres: Programmes for parental-community leadership development operate throughout the country. Steering committees function in 3 regional centres, including in the Arab and Ultra-religious sectors, and 4 national centres. In addition, in 2007, 42,000 parents participated in 2,900 parent groups.

2)'Bridge the Gap' programme seeks to improve relationships between immigrant parents and the school system. To that end, it aims at operates to bridge cultural gaps, building intercultural bridges in the process of transition and social-cultural integration in the new community and strengthening parents by improving their ability to fulfill their parental role in their new setting.

3) 'Tachlit' is a programme which fosters a functional partnership and functional participation capabilities in the field of education of both children and adults in the community. It promotes partnerships of parents, teachers and educational staff. It develops participation capabilities of parents and community

members in the area of education in the community. It fosters informed educational activism among parents and community members.

4) 'Parents-Teachers Alliance for developing Successful Educational Ecology' is a project based on learners' participation while they develop their ability to accept joint responsibility for the educational success of their children. Teachers and parents cooperate in a dialogue based on confidence, support and empowerment.

a) Providers:

Department of Parents, Family and Community, Division of Adult Education, Israel Ministry of Welfare; Israel Ministry of Health; municipal centres; women's organizations; hospitals; community centres; schools; Popular Universities; clubs; colleges; multi-discipline education centres for the family.

b) Areas of Learning:

Parenting skills; developmental psychology; intimacy; rights and responsibilities within the family; multi-generational families, grand-parenting; role awareness and identity; understanding and navigating the school system; furthering the success of children; maintaining viable relationships within the family; the school and the community; new family formations; community system; personal and cultural empowerment of parents in the community; leadership skills; multi-cultural aspects in immigrant communities; fostering a supportive environment; the influence of the media on family relations.

The Department of Parents, Family and Community develops and promotes diverse structures that empower parents, activists and professional facilitators at the national and local levels.

c) Target Groups:

Parents, grandparents, parents & children in mixed circle workshops; interested adults. Special Target groups are: immigrant parents in cultural transition (from Ethiopia; from Russian speaking countries) and parents in the Druze, Bedouin and Arab sectors.

e) Funding Sources:

Division of Adult Education, Ministry of Welfare, Ministry of Health, local municipalities, women's organizations and private donations.

2.1.2. IX. Special Groups: Women

Programmes:

Promoting the legitimacy of women's learning and active participation and empowers women both personally and socially. While formal Jewish learning did not exist for women until the 20th century, women are presently engaged in learning in massive numbers. Indeed, 70%-80% of the participants in adult education programmes sponsored by the Division of Adult Education in Israel are women.

Women's organizations are a key provider of education for women. These organizations seek to provide education that:

- a) is gender-oriented and promotes women's achieving equality;
- b) advances the status of women in society;
- c) promotes various forms of leadership among women;

Women's organizations also award scholarships to encourage women's participation in higher education.

Courses and workshops enhance women's capabilities and self confidence, encouraging women to seek new avenues of expression and employment.

Projects operate in areas of high concentrations of illiterate and semi-illiterate Jewish women, particularly among Ethiopian, Kavkazi and Bucharian immigrant populations, as well as in the Arab, Druze and Bedouin communities.

'**Sidreh**' is an NGO that promotes educational projects for women in the Bedouin sector, in cooperation with the Forum of Bedouin Women's Organizations in the Negev, the Israel Ministry of Welfare, the Ben-Gurion University Medical School and others. Apart from the literacy-and-work project described in paragraph 2.1.2.III, Sidreh fosters women's empowerment and leadership, health, interpersonal relationships as well as family life and tradition.

b) Areas of learning:

Motivators for women's learning; personal empowerment; assertive behavior; women's professional status and advancement in work; women's leadership; psychology; social sciences; civic rights; human relations; management; family relationships and community involvement.

In addition, some groups study literacy, basic education, work skills, high school equivalency programmes, vocational training and small-business entrepreneurship.

c) Target Groups:

Educated Jewish women; female government employees; illiterate and semi-illiterate women within Arab, Druze and Bedouin populations as well as poorly educated Jewish immigrant women from Ethiopia and the former Soviet Union.

e) Funding Source:

Departments of Women's Affairs in various government ministries and women's organizations.

2.1.2. X. Special Groups: Senior Citizens

In 2006, there were 697,600 Israelis aged over 65 years of age, nearly 10% of the total population. Nearly half of these were 75 or older. 57% of older persons groups are women. Life expectancy in Israel is 78.5 years for men and 82.5 years for women. Among senior citizens, formal education is inversely correlated to age; the older one is, the more limited his education. The findings are far worse in the Arab sector. Among Jewish elderly, 35.4% had 0-8 years of schooling, 31.7%: 9-12 years and 32.9%: 13+ years. Among the Arab, Druze and Bedouin sectors: 82.1% had 0-8 years of schooling, 11.8%: 9-12 years and few had 13+ years. The Jewish elderly express far greater interest in learning than their non-Jewish counterparts.

Leisure is an important element in the lives of the elderly. Health and economic situation permitting, old age provides great opportunity for learning.

Cognitive activity is a key factor in successful aging. Learning can preserve mental and intellectual capabilities. Accordingly, the demand for diverse avenues of learning among the elderly is increasing.

Since age and health are linked and health declines with age, the elderly must pay special attention to maintaining their health and learn to cope with increasing physical and mental deterioration. Yet, old people also want to expand their intellectual horizons. The elderly are involved learners who express critical opinions.

Retired persons' life experience is a significant educational resource. Older students often contribute knowledge they possess to the learning process, and even deliver lectures in the fields connected to their professions and hobbies.

Israel plans to open centres for the aged in areas densely populated by people 65 and above.

Programmes:

Extra mural studies; seminars and courses in a variety of disciplines and arts; indoor and outdoor leisure time activities.

Providers:

Educational institutions, Popular Universities, community centres, old-age centres, homes for the elderly, *ulpan* special classes. Outdoor study tours are operated through touring and geographical organizations. The **U3A's** (Universities for the third age) and hostels provide extra-mural studies in comfortable physical conditions. The Brookdale Project offers enrichment as well as higher education courses.

b) Areas of Learning:

Diverse academic studies, Hebrew language for elderly immigrants, current events, topics in gerontology, health issues, legislation relevant to old age, the arts, physical training, grand-parenthood and dialogue with grandchildren, memory improvement, health in later life, physical training, writing memories, finance management, computer literacy, dialogue with grandchildren, voluntarism and coping with loss.

c) Target Groups:

Retired and elderly people, grandparents and grandchildren, elderly immigrants.

In the *ulpan* system, as well as in Open Universities and community centres, special classes cater to older immigrants. In 2007, 64 such classes were attended by 1,097 immigrants age 60 and above.

In addition, the Division of Adult Education sponsored 220 classes for 12,301 retired learners. Of those, 3,000 participated in 80 courses in 18 Popular Universities for retirees, including the Arab, Druze and Bedouin sectors.

Old students participate in regular learning activities as well as in specific courses designed for the needs and interests of the elderly.

e) Funding Sources:

National Insurance Institute, Israel Ministry for Retiree Affairs, local municipalities, Joint-Israel, Eshel Association for the Old, private organizations and participants.

'Shalem' - Elders' Voluntary Service

Voluntarism is an important educational value. The Shalem National Service for Adults was founded in 2003 to establish a broad-based network of retired persons for volunteer work. It was initiated as a joint venture of the Division of Adult Education, Israel Ministry of Education and the Department of Public Administration and Volunteers, Israel Association for Community Centres. The Division perceives volunteerism as a vital component in realizing “active citizenship”, and continues to sponsor Shalem.

Activities takes place in adult education and community centres throughout the country among the Hebrew-speaking and Arabic-speaking populations. The project presently boasted 4,500 active volunteers in 35 localities nationwide. Excluding administration, employees at Shalem are all volunteers.

Shalem volunteers assist diverse populations – including the elderly as well as persons and families with special needs – in a broad range of areas that

include immigrant integration, road safety, community policing, environmental protection, cultural activism, legal aid, community mediation, domestic violence reduction and accident prevention. Shalem also fosters the education system – from preschool through high school.

Volunteering has come to be regarded as a professional discipline that requires volunteers to train in their fields of activity. At Shalem, coordinators maintain continual contact with project volunteers to provide such training.

'Gold in Pre-school' is a project sponsored by 'Yad Hanadiv' foundation. Volunteer “grandfathers” and “grandmothers” contribute their talents and love in full coordination with the preschool teacher, and in accordance with the preschool's needs and volunteer's talents.

'Multi-generation communication' is a project sponsored jointly by the provided by the Division of Adult Education and other units in the Ministry of Education and school teachers. It operates in Jewish, Arab and Druze communities to promote intergenerational relationships in common learning situations. It functions in high schools as well as in various community and learning centres, with the cooperation of school teachers and activists.

Children teach their grandparents computer skills and internet, while the grandparents write their biographies together with their grandchildren.

Together, they write the life stories of the elders, thus preserving biographies of family members and learning about the historical heritage of families, communities and the nation. Some 5,000 grandparents and 5,000 grandchildren have participated since the project was launched several years ago.

2.1.2. XI. Special groups: Prisoners and Released Prisoners, Former Alcoholics, and Former Drug Addicts.

Programmes:

Conventional adult education, rehabilitation & support-groups and individual guidance.

Rehabilitation programmes for former-addicts seek to inculcate participants with socially acceptable behavior and integrate them in normative groups. Group learning is a necessary tool to foster acceptable social norms among learners.

a) Providers:

Division of Adult Education, Israel Ministries Welfare and Health, Israel Prison Authority, local municipalities, social welfare organizations and community centres.

b) Areas of learning:

Conventional studies: literacy, basic and high education, Open-University courses, occupational skills; rehabilitation & support workshops and groups.

c) Target Groups:

Prisoners, former-prisoners, former drug addicts and former alcoholics.

e) Funding Sources:

Israel Ministry of Internal Security, Israel Prison Authority; Ministry of Welfare, National Security Institute, Joint-Israel Distribution Committee, Israel Defense Forces, municipalities and private donations.

2.1.2. XII. Health education: General Public, Patients and Disabled Persons

Programmes:

Contemporary conventional and alternative medicine advocates agree that good health depends to a large measure on diet, exercise, personal habits and knowledge of what is good for us and what is not. To promote widespread health, public health authorities invest in health education, particularly with regard to the sick. Rehabilitation of physically or mentally disabled people requires endless learning efforts and supportive environment.

Health education and guidance are administered daily by doctors, nurses, dieticians, specialists, experts, pharmacists, paramedics as well as by

knowledgeable laypersons. Rehabilitation programmes are tailored by experts for individual patients with the intention of having patients and their caretakers provide care under expert supervision.

Information and practical skills for coping with illness and disability are taught in classes, conferences, support-groups and individual sessions, within hospitals, clinics, formal institutions, non formal schools and centres. Mass media, internet and popular publications provide a wealth of health information.

In July 2000, Israel passed the Rehabilitation of the Mentally Disabled Act (RMDA). Under the act, all persons with a 40% mental disability or more are entitled to receive 6th and 12th grade educational equivalencies, matriculation certificates and courses in computer literacy. It also provides Hebrew language instruction for immigrants.

Mentally disabled persons are integrated in adult education centres as part of their rehabilitation. Participation enhances self confidence, promotes integration in normative social and employment environments, and fosters skills in coping with social stigma and self doubt.

The integration of the mentally disabled into adult education programs has been achieved with the cooperation of the Division of Adult Education in Israel's Ministry of Education. Implementation of the law is supervised by The Mental Health Service Division in the Israel Ministry of Health.

a) Providers:

The Israel Ministries of Health, Welfare, and Defense; the Network of Healthy Cities, the National Insurance Institute, medical associations, health insurance organizations, hospitals as well as public and private medical clinics.

b) Areas of Learning:

General knowledge on health, innovations on special health issues, information and support for patients, public health, alternative medicine and coping with handicaps.

c) Target Groups:

Patients, physically or mentally disabled persons, students in alternative medicine programmes and the general population. In 2007, the Network of

Healthy Cities initiated 3,047 groups and summer courses that were attended by 78,659 learners.

e) Funding Sources:

Israel Ministry of Health, health-insurance organizations and professional associations.

2.1.2. XIII. Traditional Learning

Lifelong learning is deeply rooted in Jewish tradition for millennia. Daily study is a religious imperative that engages many tens of thousands of persons daily, either individually or in small groups. Present day non-religious centres of learning, expanding the population of learners to include women, encourage the exploration of Jewish tradition to those in search of roots and identity.

a) Providers:

Yeshiva religious institutions for men, formal and non-formal classes; non-religious institutions and learning centres; institutions of higher education and colleges; non-formal institutions for women.

b) Areas of Learning:

The core curriculum consists of the full range of classical, medieval and modern Jewish thought and practice. These are included in such sources as the Bible, Rabbinic literature as well as a full gamete of contemporary works.

c) Target Groups:

The total adult Jewish population of religious men and women as well as non-observant Jewish men and women.

e) Funding Sources:

Israel Ministry of Education, donations and tuition payments.

2.1.2. XIV. Distance Learning

Programmes:

Interactive individual and group distance learning offers an opportunity to carry principles of andragogy, whereby learners determine what they learn and direct their educational development. By making the learning location independent of the instructor, distance learning has greatly increased people's access to study. In the case of the Open University, classes meet by means of interactive telecommunication.

Distance learning has its drawbacks: learners miss direct contact with the instructor; individual distance learning is very demanding and requires high motivation, responsibility and self-discipline. Some students, particularly older and poorly educated ones, are intimidated by contemporary technology.

a) Providers:

Open University, Internet Web, State and Public Mass Media, Press, High-Tech colleges.

In the *ulpan*, Hebrew language instruction system requires comprehensive restructuring, particularly with regard to the use of distance learning and the use of high-tech. The high cost of developing an infra-structure and training the required 'mentor-teachers' may be justified by savings accrued by replacing conventional classes.

b) Areas of Learning:

A wide range of general and specialized knowledge; guided interactive instruction promoting acquisition of general competencies and technical skills; and academic studies leading to certification.

c) Target Groups:

Interested computer-literate people of all ages nationwide.

e) Funding Sources:

Israel Ministries of Education and Communications, Israel Broadcasting Authority, Jewish Agency, NGO's, CSO's, public and private advertisers.

2.1.2. XV. In-service Training

Programmes:

Continuous vocational and professional in-service and on-the-job training in most workplaces: public, academic and private institutions; online 'just in time' guidance.

a) Providers:

State, public and private employers; unions and academic institutions.

b) Areas of Learning:

Work-related studies: information, upgrading of methods, problem solving, innovation; general information and leisure time learning.

c) Target Groups:

Employees and organization members.

e) Funding Sources:

Employers, unions and participants.

2.1.3. Linkages between formal and non-formal learning approaches

Israeli ALE programmes cover a full range from formal to non-formal learning.

Participation is often voluntary and class atmosphere is typically relaxed. Most formal programmes have admission prerequisites, graded authorized curricula, regular timetables, attendance requirements, mandatory homework, exams and papers that lead to recognized certification. Such programmes include: second-chance high-school ALE programmes required for admission to vocational courses leading to certification and in-service training required for remuneration increments or job-advancement

Other programmes like the *ulpan* for immigrants, require attendance and exams to earn certification. Nevertheless, an informal atmosphere exists and is reflected in personal relationships between students and teachers, participation of

students in decisions on curriculum contents and assessment and leniency with regard to absenteeism.

Less formal education includes a multitude of lectures and discussion groups. Typically, these have no prerequisites and offer no certification.

Attendance is completely voluntary.

The most non-formal learning involves individuals or groups engaged in distance learning, where facilitators instruct and guide. Voluntary self-organized groups, discussion groups and study-tour groups are further examples of non-formal learning.

In the formal school system, relationships between staff and parents are promoted through non-formal learning and discussions and in a growing number of parent centres in schools. Such relationships promote understanding and facilitate problem solving. The Shalem project (described earlier) promotes a link between grandparents and schools.

Formal institutions of higher-education maintain extra-mural centres that engage academicians as lecturers in non-formal learning in the form of courses, conferences and other activities. Special non-formal access classes in the framework of the formal institutions, as well as public and private second chance non-formal institutions, greatly expand general access to education.

Formal universities and colleges now offer evening classes, flexible timetables and additional academic counseling, while fostering learning skills and information retrieval – thereby greatly increasing their accessibility to adult learners.

Formal universities and colleges operate tailored formal and non-formal programmes for special clients, such as government ministries, the Israel Defense Force, trade unions and employers' associations.

2.1.4. Certification and national awards

Some ALE programmes provide learning prerequisites or certification.

Completion of the second-chance high school courses permits entry to vocational training courses and higher education; vocational and professional courses lead to

licensing; and professional Hebrew language certificate is a necessary for immigrant professionals to earn certification in their fields.

Some programmes have earned national recognition. Special kits prepared yearly by Tehila literacy learners have received national prizes. In addition, educators as well as individuals and teams of learners within the Tehila system often receive awards that earn public acclaim.

In 2001, the Division of Adult Education, Israel Ministry of Education Sejong was awarded an Honorable Mention by UNESCO's International King Literacy Prize for having developed a novel concept and curriculum for educating Ethiopian immigrants.

2.2. Participation in ALE

Participation in most Israeli ALE programmes is considered an integral part of contemporary life. Great numbers of adults participate in learning programmes organized by a variety of providers. Yet, many adults do not participate. Additional efforts must be made to expand the population of learners, particularly among the weak sectors of society.

2.2.1 Data on participation

Some figures for 2007 concerning participation in functions sponsored by the Division of Adult Education were shown above in the course of presentation of the various programmes. The data are as follows:

Ulpan (Hebrew for immigrants): 33,000 learners in 2,000 classes

in the years 2001-2006: 8700 classes with 160,550 students.

Basic Education: 9,000 learners in 480 classes

High School Education: 6,000 learners in 400 classes

Popular Universities: 82,000 learners (80% women) in 3,400 classes, 56 institutions.

Parent Groups: 42,000 participants in 2,900 groups.

Pre Academic Preps: 12,500.

Equivalency Studies for the Unemployed: 3,000 learners in 150 classes.

Short Seminars: 4,000 participants in 40 seminars.

Total number of participants: 192,500.

Gender: Women dominate extra-mural learning and parenting groups.
Men participate more in pre-academic and equivalency classes.

Extra-curricular studies: 60.3% studied general topics, 8.1% were engaged in creative workshops, 7.3% studied languages, 10.7% participated in health and physical education, and 13.6% in miscellaneous studies.

Additional statistical data on participation were not available.

2.2.2. Surveys/studies on non participation and groups that are difficult to reach. Reasons for being excluded and support that can be given

Municipal, community centres, popular universities and other institutions that operate adult education projects have conducted surveys to better understand why adults do not participate in learning programmes. Formal questionnaires and interviews with people who refrain from participating provide partial information at best because people are typically not comfortable revealing unpleasant personal information. Personal acquaintanceship of local organizers with the potential target population offers a far richer understanding into causes for self-exclusion.

Adults refrain from joining learning programmes when learning they perceive that difficulties associated with learning outweigh anticipated advantages. They avoid programmes that do not respond to such needs as gaining employment, achieving prestige and fostering satisfying relationships. Additional reasons for self-exclusion include cultural deprivation, discouraging family and social attitudes; lack of information about learning possibilities; limited study skills; financial hardships; uncomfortable learning conditions and difficult access to learning centre; conflicting relationships with other students or with the instructor; artistic or intellectual interests; preference for social meetings with friends; preference of internet interaction.

In the Arabic speaking sector, exclusion is in-part, a socially related phenomenon. Traditional Arab culture frowns upon women leaving home to learn and prohibits co-educational learning groups. Traveling long distances to an educational centre poses additional difficulty for some. Delayed involvement of the Arabic speaking community in adult education has merely increased self-exclusion among the Arabic-speaking population.

Support that can be given

Culturally deprived people require direction, encouragement, support and non-threatening surroundings. Support to potential and participant learners must be extended to encourage learning. even before the learning situation, in the first reach-out dialogue with the potential learner and his/her close family and social environment. The class-climate in the learning situation must be open and encouraging. Caring relationships with other learners and comfortable dialogue relationships with teachers and other staff members strengthen self-confidence and the will to persist in spite of possible difficulties. Of course, financial incentives always help.

2.2.3. Surveys/studies on learner motivation

In various programmes operated in Israel, learners' motivation to participate undergoes continuous examination. Feedback from interviews and questionnaires identify motives that are classified as follows: integration in the literate society, employment, personal interests, personal plans for status and career advancement, existing learning opportunities and kind of programmes offered, intellectual pastime in leisure time, meeting friends and company. Age and gender are significant indicators of learner motivation.

2.2.4. Measures undertaken to mobilize learners and increase participation

In some programmes, financial incentives increase participation. Workers and unemployed persons are encouraged to join basic and high-school

equivalency classes by remuneration increments to employed graduates and employment compensation to unemployed. Other measures for increasing participation relate to the public education information and advertising at the local level. More is needed to identify learning needs of potential target populations by local institutions. Word-of-mouth recommendations from learners is a well tested way to interest new participants.

2.2.5. Specific groups targeted by ALE provision

In Israel, groups targeted by ALE provision vary in accordance with the heterogeneity of the population. Adult educators believe that ALE should respond to the needs of all social groups.

Nonetheless, the most needy populations targeted by ALE provision are: illiterates, people with low or medium level of education, workers, unemployed, young demobilized soldiers, the ill and disabled, and prisoners. Other targeted populations include: women, the elderly, parents and grandparents. Community activists are targeted in order to improve their service to their communities. Finally, adult educators are themselves a target to lifelong learning.

2.2.6. Realistic benchmarks in relation to participation

Ideally, benchmarks in relation to participation in lifelong learning should comprise the majority of the population – not everybody, because some prefer self-directed and self-managed studies and do not miss the company of others in the process of learning. Ideally, the rich should cover their tuition expenses while public investment should take care of the poor. The dramatic increase of participation within the popular universities, Open University, municipal and community centres points to a high motivation to learn among large sectors of Israeli society. One can reasonably assume that participation will expand by increasing financial inducement and motivational incentives to potential learners.

2.3. Monitoring & evaluating programmes and assessing learning outcomes

Despite, important adult education programmes, a sense of mission among educators and great motivation of learners, Israeli ALE lacks adequate tools for scientific measurement and evaluation. In some projects, indicators of success are partial: increased participation and attendance, graduates gaining employment, students exhibiting diligence and more positive attitudes toward learning and work.

2.3.1 Programme perspective and methods

In a number of institutions which deliver adult education programmes, steering committees periodically examine and reformulate program goals and curricula. In some programmes, instructors engage in 'action research' to gather information needed to update their courses.

In 2000, the Division of Adult Education initiated a project of assessment of the quality of the *ulpan*. To that end, national mandatory final achievement tests were administered and the awarding of a graduation certificate was made contingent upon 80% attendance, completion of all classroom assignments and participation in the final exam. In the past, certificates were awarded on the basis of attendance only. The change produced a marked improvement in the quality of knowledge instruction provided, which became more goal oriented. The remarkable contribution of final exams to the improvement of instruction and learning led policy makers to include mandatory exams in the *ulpan* programme and introduce changes in the training of teachers towards more focused teaching. As a result of the improved achievements, *ulpan* graduation certificates are more respected than ever.

The central findings of the evaluation of the ***Ulpan for Ethiopian Immigrants*** (described in paragraph 2.1.2.I.) confirm the studies' assumption valuing the instruction of basic education to immigrants in their mother tongue in the process of teaching them a second language.

The '**Mila Tova**' programme (described in paragraph 2.1.2.III) is analyzed through feedback gathered from detailed questionnaires submitted to teachers at the end of the year. These provide information on learners, materials used, number of dropouts, rate of progress, difficulties and recommendations. The project's steering committee utilizes the findings in order to improve the programme.

Learners' perspective (achievements and methods)

Evaluation of learners' achievements in an integral part of vocational training that leads to certification and accreditation. Regular follow-up studies are implemented and feedback questionnaires are analyzed for future programme planning. In many plants, achievement is evaluated by testing performance in real situations and on-the-job guidance through intranet channels.

One follow-up study examined changes in the life of women graduates in equivalency programmes. It found that most graduates from the 12th grade equivalency courses held in 2002-2003 succeeded in improving their employment situation: the unemployed found employment, the employed found better jobs or engaged in entrepreneurship. A few continued to higher studies. In addition, the study found that: financial incentives as well as familial and social support motivate women to participate; tailored instruction counteracts inhibitions; and students value the opportunity to assume responsibility for their studies.

A short-term evaluation of the '**Open Door to Employment**' Project (described in paragraph 2.1.2.IV.) focused on the extent to which students succeeded in acquiring the knowledge and skills imparted during the course and felt empowered. The project contains a built-in evaluation component. An evaluation committee will examine the following elements:

- * the extent to which the project met its initial goals,
- *study materials,
- * website,
- * student satisfaction,
- * success rate in procuring employment for the unemployed and vocationally advancing the already employment.

The project evaluation includes several components: interviews with selected instructors, educational coordinators, counselors, teachers and students in each class that the project is implemented to evaluate learning materials, workshops and the website.

The website evaluation will be conducted via interviews with teachers and questionnaires to students.

A long-term evaluation examines: integration in work, diligence at the workplace, advancement, change of attitudes toward employment and further learning. A follow up evaluation research implemented by the Brookdale Institute found that: a) students improved their Hebrew language skills (particularly those connected to the world of work); b) graduates up to 44 years of age were more likely to find employment than older graduates. c) There was a significant increase in the rate of young women who found jobs. d) There was a remarkable increase in parents' in voluntary activity in the school system and the community. This tendency greatly impacted children's achievements at school.

A 2006 follow-up survey of 52 high school equivalency programme courses (described in paragraph 2.1.2.VI) found that: a) 2/3 of the learners were not integrated in work after graduation; b) unmarried secular men were over represented among employed persons; c) most participants perceived learning as enhancing their self-confidence and social status among friends.

2.3.2 Tools and mechanisms used to monitor and evaluate programmes to ensure good quality

Adult learners are critical consumers of education. Adults flock to good programmes and leave courses that do not satisfy. Student feedback is therefore a reasonable method for programme evaluation. Most adult educators routinely seek student feedback to improve their teaching. Such methods are not sufficient, however. Permanent monitoring and external evaluation are essential in ALE programmes, especially in experimental projects. Newly developed educational programmes for Ethiopian immigrants are continuously monitored and evaluated. Such evaluation provides both short and long-term findings. Short-term findings

reveal acquisition of knowledge and enhancement of personal self-confidence. Long-term findings reveal continuity in learning.

Student-centered evaluation as feedback discussions, interviews and questionnaires are standard procedure in adult non-formal learning settings that do not require testing and do not provide formal certification. Learners attach great importance to learning conditions such as: institutional accessibility, clear and detailed information, timetables, tuition fees, facilities (toilets, library, cafeteria and comfortable classrooms), consultation services, relevance of the studies to their lives and range of interests. Adult learners also appreciate quality teaching, personal attention, dialogue, response to expressed needs and respect to their life-experience.

2.3.3 Use of results for: a) Legislation: b) Policy formulation: c)

Programme development

Results of current, periodical and research-related evaluation and assessment are scrutinized by policy makers at all levels in order to improve the service inasmuch as financial and physical conditions allow. Some pertinent examples are: the introduction of final exams in *ulpan* classes, placement of graduates of equivalency classes in advanced academic and/or vocational programmes.

2.3.4. Realistic benchmarks in relation to outcomes of ALE

Realistic benchmarks for ALE outcomes include: expanded attendance of weaker populations in literacy classes; increase of budgets for literacy and equivalency programmes; further enhancement of the quality and diversity of learning in ALE institutions; promotion of the implementation of new integrative organizational structures; expanding and upgrading assessment; increasing status of adult educators; expanding training for adult educators.

2.4. Adult educators/facilitators' status and training

Adult educators are much appreciated for their dedication and work to improve society. Educators are typically licensed teachers from formal education or facilitators especially trained as adult educators. There is no extended program to train adult educators.

2.4.1. Required educational qualifications for adult educators/facilitators and in-service training measures

Teachers' college or university certification is a prerequisite for employment in publicly administered adult education. Facilitators require certification by the Division of Adult Education. Adult educators participate in on-going in-service training. Special in-service training programmes are developed by the Department of Adult Education, in cooperation with university experts (Hebrew language, parental guidance), interested organizations (such as Joint-Israel in projects for Ethiopian immigrants, women's organizations for gender studies, community centers for community studies, etc.). Learning materials and in-service training programmes are tailored to special groups.

2.4.2. State of adult education as a profession. Higher institutions providing qualifications

Universities in Israel view adult education as a vocation more than a profession. Moreover, since they cannot guarantee employment, departments of education in the various universities refrain from offering regular specialization in adult education. And while some adult education courses are offered, no university maintains a regular department for adult education studies and training adult educators. As a result, Israel lacks formal certification of adult educators. In many academic institutions there are programmes for training parent-group facilitators. Other training of adult educators remains in the hands of principals and teachers in the formal education system. Typically, they lack a conceptual base and experience in teaching adults. David Yellin College in Jerusalem is the only Israeli teachers' college offers an undergraduate degree in adult education.

To address the need for regular training of adult educators, a broad system of in-service training programme operates continuously to support the full gamete of adult educators in all the specializations: parent and family educators and group leaders, veteran Israeli and immigrant group leaders for special target groups; counselors for teacher-parent communication; intercultural mediators; volunteers' mentors; community workers. A great deal of andragogical learning is accomplished in teachers' forums and 'teacher learning rooms', where groups of teachers share knowledge, experience, ideas and materials. Participation in periodical in-service training sessions is part of the accepted timetable of teachers who are eager to interchange professional expediency.

The Division of Adult Education is actively involved in national and local in-service training activities. Recognized courses entitle participants to financial rewards according to criteria published by the Ministry of Education. Included in this arrangement are courses to update and promote professional knowledge, and workshops to discuss contents and methods, prepare materials, and solve actual problems and issues relating to current work situations.

The Division of Adult Education, IAEA, Joint-Israel and other organizations publish books for students, manuals for teachers and pamphlets for adult educators in Israel and abroad. The Division also publishes regularly the yearbooks 'Gadish' (Hebrew) and 'Adult Education in Israel' (English), specialized professional journals: 'Hed-Ha'Ulpan'- The Voice of the Ulpan (Hebrew) and 'Family and knowledge' (Hebrew). These publications focuses on the latest adult education theory and practice in Israel. They also report on international activities in adult education, focusing on Israeli participation in those activities. The weekly newspaper in simplified Hebrew for immigrants: 'Gate for the Beginner' (Hebrew), introduces new learners to the Israeli print media.

To cope with the shift in role of classroom instructor to facilitator in distance learning, teachers must become trained and undergo a fundamental professional identity shift.

Other government ministries, health institutions, trade unions, NGO's, CSO's as well as some large public and private institutions and businesses operate in-service learning facilities for their own professional staff and needs.

Teachers' training programmes operate in academic institutions, in teachers' colleges and in other educational frameworks recognized by the Division of Adult Education.

2.4.4. Terms of employment and remuneration in ALE

Ulpán teachers are included in formal teachers' union employment benefits, including tenure. Other teachers and facilitators who are employed on the basis of an annual contract, are entitled to the same working conditions and remunerations as the regular teachers. They are not entitled to tenure, however, and their employment depends on the availability of learners and budgets. Lecturers and most facilitators are paid according to formal tariffs for actual services rendered.

3. Research, Innovation and Good Practice

3.1. Research studies in the field of adult learning: 3.1.1. Key studies

3.1.2. Major questions addressed and prompted by these studies: 3.1.3. Key findings

Litwin and Ezra (see bibliographical reference) examined the association between activity and well-being in later life. Their research asked: What really matters to old people? They found that activity, including learning, mattered when it was accompanied by satisfying social relationships. One of the most important ways of achieving life satisfaction in old age is participation in non-formal learning programmes in groups that encourage developing friendships.

Blit-Cohen and Litwin (see bibliographical reference) researched the participation of elder people in cyberspace. They found that elders with cyberspace skills enjoy social relationships with family members and friends – and communicate with people of all ages on common fields of interest.

Sasson et.al. (see bibliographical reference) examined the contribution of learning to mentally disturbed adults. A pilot study found that group learning activities contributed to the rehabilitation of the participants and improved their self-confidence, functioning and ability to cope with stress.

Bartour and Praeger (see bibliographical reference) investigated the impact of participation in learning projects on the health of elderly people. They wished to determine what old people have that can render significance and quality to their life? They found that learning itself has a positive impact on the health and well-being of aging learners.

Michaeli, Epstein and Khaimets (see bibliographical reference) examined the language preferences of immigrants from Russian speaking countries. They found a hybrid three-language identity among the respondents. They learn Hebrew to communicate personally with veteran Israelis and professionally; they consume Russian culture, and use the Russian language for communicating in their families and Russian speaking friends; and they study and use English for communicate in the global arena. Russian immigrants are motivated to improve their Hebrew for professional advancement in the country.

Blum et. al. (see bibliographic reference) investigated the influence of basic and high school equivalency education on the attitude of learners towards learning and on their careers. They found that 80% of the learners stated that educational advancement expanded their professional opportunities, 57% believed that learning improved their prospects for employment and 100% reported that the course contributed to their general knowledge, opened opportunity to participate in higher level courses and improved significantly their self-image and status amidst their families and communities. The contribution of educational equivalency in improving skills and enhancing self-confidence was highest among unemployed with limited education. Graduates with 12th grade equivalency had greater employment opportunities. Unemployed learners who completed elementary school equivalency preferred to continue their studies rather than join the work force. A follow-up study conducted three years after termination of a course operated by the Manpower Planning Authority, found that 35% of the participants continued learning in vocational courses, while only 2.2% continued in high school equivalency studies.

Kirmayer (see bibliographic reference) administered a longitudinal study examining why women choose to study in Popular Universities. He found that many women seek intellectual pursuits after raising their children, preferring the non-judgmental and non-intimidating environment found in Popular Universities.

The study found two key motivators draw women to the Popular Universities: 61.5% wished to expand cultural horizons, while 27.7% sought pleasant and useful activity during leisure time. 88% cited the topic as the motive for choosing a course, the instructor being the second most important factor. 73% of the women gave a favorable evaluation to the courses in which they participated, while 23% were satisfied to some degree. 70% felt that they would like the institution to improve. 30% of the students in Popular Universities are long-time learners. To them, the institution provides opportunity for social encounters as well as emotional and spiritual satisfaction.

Long term follow-up research was undertaken by **Tokatli & Grebelsky** (see bibliographical reference) among Tehila graduates. The researchers were interested in long-run outcomes of the programme for the graduates and in reflective appreciation of the project among educators and staff members. The findings concerning graduates are very positive: many continue to participate in non-formal learning activities, some have achieved high levels of education, many became constant culture consumers, many are involved in community and voluntary activities and some of them still work. Self-confidence and social status are enhanced, while friendships continue. Educators all remember with warmth their time at Tehila and view their participation as part of a great movement imbued with an important social mission. Some Tehila centres continue to function and maintain their same characteristic warmth. Some centres have even expanded the scope of their activities.

Harris (see bibliographical reference) examined the impact of women's-studies courses on college students. Research findings indicate that women's studies programmes develop critical gender perspectives and personal growth, while fostering social responsibility and activism among students.

Farraj-Falah (see bibliographical reference) studied the impact of demographic attitudes in the Druze sector toward women, their changing roles and involvement in learning. Data show that Druze boys and girls rank women's education higher than their social status and profession. Boys were more negative than girls regarding women's social status. It was also found that the advancement of Druze women was impeded by religious male leaders, more so in settlements

where all residents are Druze. The respondents of both genders support the education of women, yet at the same time they support tradition that grants men higher status than women.

Tokatli (see bibliographical reference) devised a model and diagnostic test to estimate programmes orientation to adult learning. The model can help educators and organizers estimate discrepancies between expectations towards adult education and the actuality of the learning situation. The model utilizes criteria and indicators as well as a questionnaire to measure attitudes compared to achievements in practice on scales that score from 1 to 10.

3.1.4. Influence of findings on policies and practice: (examples)

The findings of Michaeli, Epstein and Khaimetz on the linguistic preferences of Russian speaking immigrants influenced policy decisions concerning classes and materials for Hebrew language instruction for professionals.

The findings of Blit-Cohen and Litwin drew policy makers' attention to the opportunities for teaching elder people to use internet.

The findings of Sasson et.al. were used to expand the project and improve its methods.

The findings of Bartour and Praeger, as well as other research on the influence of learning programmes among the elderly, have brought about a cardinal change in the attitudes of policy makers. A growing number of retired people participate in learning programmes organized for the general public or launched specially for the aged.

The findings of Blum et. al. have influenced decisions to continue equivalency education classes. Yet, budgetary considerations prevent full response to a growing demand.

3.2. Innovations and examples of good practice. Innovations and/or exemplary programmes that make a significant difference:

Basic and High School Equivalency courses: The programme (described above in paragraph 2.1.2.VI) operates under the auspices of The Division of Adult Education and the Government Institute for Technical Training. It is part of a comprehensive project for areas with high a concentration of unemployment, among them Arab, Druze and Bedouin communities. The programme includes a general education and vocational training components. It stresses learning skills, verbal communication and reading comprehension. It opens opportunities for acquiring a formal studies' certificate that is a prerequisite for occupational advancement. The programme trains persons in specific vocations to facilitate their entry into the work force. In 2007, 3,000 unemployed persons participated in 40 classes. A follow up survey indicated that graduates were highly satisfied with the programme, reporting that the studies improved their knowledge and skills in reading, comprehension and interpersonal relationships, while enhancing their ability to seek employment.

The *Ulpan* for Ethiopian Immigrants: The *Ulpan* for Ethiopian Immigrants (described above in paragraph 2.1.2.I.) introduced a novel approach to second language instruction. For the learner who lacks formal education in his own language, it offers basic educational instruction in his native Amharic language, with Ethiopian-born teachers. Hebrew language and literacy are taught by a veteran Israeli teacher, assisted by an Ethiopian translator. The approach has met with significant success and is widely used in *ulpan* classes for Ethiopian immigrants.

'Open Door Employment': The 'Open Door Employment' Project (described above in paragraph 2.1.2.IV) is a highly regarded programme designed to further employment and social integration opportunities among poorly educated immigrants from Ethiopia and other countries. Graduates are equipped with language fluency, knowledge and skills to assist them in their job hunts. Ethiopian instructors provide elementary education in Amharic while veteran teachers teach Hebrew language and skills. Graduates express great satisfaction with the course. As a result of its successful results, new 'Open Door to Employment' projects are anticipated in Ashdod and Natanya, cities with high concentration of immigrant populations from Ethiopia, Kavkas and Buchara.

These cities maintain adequate adult educational centres and will hopefully supply employment to the project's graduates.

'Bridge the Gap' (described in paragraph 2.1.2.VIII) Programme aims to improve relationships between immigrant parents and the school system. It strengthens parents during their integration in the new community and empowers them in fulfilling their parental roles.

'Tachlit' (described in paragraph 2.1.2.VIII) is a programme for developing relevant educational activities for children and adults. It promotes partnerships of parents, teachers and educational staff. It fosters informed educational activism among parents and community members.

The 'Shalem' Elders' Voluntary Service (described in paragraph 2.1.2.X) benefits both volunteers and those who are served. Volunteers find meaningful activity for their leisure time, while persons served appreciate the assistance they receive and have much respect for the volunteers. The programme is growing steadily.

The Golden Preschool (described in paragraph 2.1.2.X) is an application of Shalem for senior citizens. Meetings of grandparents with pre-school grandchildren are beneficial for all involved, including the educational staff.

The Multi-generation Communication Programme (described in paragraph 2.1.2.X) has been quite successful in uniting grandparents and high-school grandchildren in learning and interaction. The grandchildren teach their grandparents computer skills, while the grandparents teach their grandchildren about their personal biographies, as well as historical and cultural traditions.

'Sidreh' Literacy and Vocational Programme for Bedouin Women (described in paragraph 2.1.2.III.) has succeeded in combining literacy learning with work in a weaving enterprise. Literacy connected to the weaving occupation offers opportunity to integrate basic literacy with the arts related to this profession. Participants enjoy learning while earning remuneration for their work.

'**The Learning City**' is an innovative project which pools synergetic-efforts to bring together all multi-disciplinary adult education functions and opportunities in an organized framework. Dynamic partnerships and networks link all available fiscal and professional resources to offer quick updated responses to the changing needs of individuals and communities. Learning city initiatives are dedicated to making lifelong learning in any field of expressed interest an everyday experience of all citizens of the city. The learning city model was initiated by the IAEA and Division of Adult Education. The Modiin municipality has been chosen to pilot the project.

3.2.1. Policy formulation, financing, teaching/learning methods

General policy guidelines concerning public directions in ALE are formulated by the Division of Adult Education in cooperation with relevant partners in other government ministries and organizations. Public policy makers consider the educational needs of target populations, even when motivation is low. Indeed, fostering motivation to learn among weak populations and implementing relevant educational programs are important considerations of policy makers in planning strategies. Public policy makers are sensitive to public needs such as parental guidance, health education and community activism. Developing new coalitions is another crucial aspect of public policy formulation. Planning and developing ongoing in-service training for the full range of educators is yet another function of public policy decisions. The implementation of these policies requires funding, which never seems sufficient.

Teaching methods vary as a function of the type of programme, characteristics of learners and preferences of educators. Underlying all adult learning situations, however, is the need to create an optimistic and encouraging environment. Teaching methods in formal programmes tend to be traditional and include lectures, exercises, homework as well as computerized information and distance learning. Vocational training includes theoretical instruction that is often accompanied by instructor demonstration and student replication. Non-formal programmes such as those offered by Popular Universities typically employ lecture accompanied by visual presentations and followed by questions

and discussions. In many other programmes, such as parental guidance, empowerment and leadership development, group facilitation is preferred with a heavy emphasis on group discussion. Practical arts and crafts generally employ individual instruction, while sport activities are usually a group enterprise.

3.2.2. Mobilization of learners, involvement of learners in programme design, emergence of learners as partners

To survive, literacy programmes must motivate target populations to participate in learning activities. Programme organizers meet with potential candidates and/or family members. Among other things, they need to convince potential learners that it is never too late to learn and convince husbands that their wives are entitled to learn. Tehila employed such recruitment methods and met with exceptional success.

Some recruiters encounter social opposition. In the Arab sector, for example, illiterate women are not always encouraged to learn. The Bedouin organizers of 'Sidreh' Learn-and-Work' Project, together with the school system and community workers, convinced village religious leaders to allow women to participate.

In basic and high-school equivalency and vocational classes, recruitment is easier because candidates are motivated by expectations to improve their work situation and fiscal position. Mobilization to parents' group is accomplished with the help of school teachers, community centres and various organizations, and numbers of participants are steadily growing. Extra-curricular learning of all kinds is flourishing in all the providing institutions. They employ various forms of advertising. Some use the mass media, while others distribute leaflets.

Adult learners like to be involved in programme design and to participate in decisions on the learning contents and process. In teachers' in-service training in three Israeli universities, the participants preferred to participate in decisions on general matters such as the kind of programmes and instruction they would like to have, or to choose between alternative programmes which would be offered to them by the organizers.

3.2.3 Reasons for considering these innovations as important in Israel

The innovations described in paragraph 3.2 are important because they can contribute to improving Israeli society. Basic and high-school equivalency courses strengthen weaker segments of society and make them vocationally more marketable.

The '*Ulpan*' for Ethiopian Immigrants, 'Mila Tova' and 'Open Door to Employment' promote literacy and integration skills of Ethiopian immigrants in Israeli society. 'Sidreh' promotes literacy and general knowledge among Bedouin women while integrating them in the labor force. Empowering weaker segments of society improves their quality of life. 'Bridge the Gap' programme promotes understanding between immigrant-parents and the Israeli school system which is strange to them. Promoting dialogue between parents and teachers facilitates cooperation on solving problems to the satisfaction of both sides. 'Tachlit' fosters cooperation among teachers, parents and community workers aimed at promoting the quality of life in the community. Some innovative programmes strengthen familial and intergenerational relationships threatened by challenges to family stability.

The 'Multi-generation Communication Programme strengthens creative and satisfying relationships between grandparents and their grandchildren. Other innovative programmes in parental and family guidance, as well as programmes which aim at integrating individuals and families in society, are gaining public recognition and importance. New programmes that involve old retired people in voluntary work, such as 'Shalem' and 'Golden Pre-school' have a beneficial effect on the volunteers themselves as well as on those who receive their assistance. Moreover, the families of the old volunteers are more at ease when they realize that their elders find new useful interests and occupations. The structural innovation of the learning city is beneficial to the quality of life in small towns where amenities exist and resources can be pooled.

4. Adult Literacy

4.1. Definition of literacy in Israel:

Literacy entails understanding and utilizing written information in a variety of settings: work, home, school and community. It implies the ability to participate in civic life.

In Israel, literacy is defined as the ability to read with comprehension, write at a level that is necessary to function in a developed society, solve simple arithmetic problems that occur in daily life, communicate in a clear and understandable way, understand radio and television broadcasts, use the computer and demonstrate understanding of basic concepts required for functioning as citizens of a modern society.

4.2. New policies adopted and implemented

Literacy in Israel includes fluency in Hebrew, even for immigrants. Of late Israel has shifted from an earlier policy of attempting to divest immigrants of their mother-tongue. Israel has now adopted a policy that provides mother-tongue maintenance for immigrants with limited education. This involves combining instruction in the mother tongue with teaching of the Hebrew language. With educated immigrants, plans are being prepared to add distance learning to classroom learning for educated immigrants.

New policies to foster empowerment have been implemented for poorly educated immigrant groups with special needs. Such literacy programmes include units to assist parents navigate the school system, participate actively in community affairs, volunteer, integrate vocationally. These are implemented by improved materials.

Policy and implementation must be dynamic and self-critical – and reflect changing reality and research findings.

4.3. Examples of effective practice and innovative literacy programmes

Examples of effective practice have been described in paragraph 3.2. The practice of employing learners' native language for learning basic knowledge and cultural integration has proven effective in programmes for Ethiopian immigrants. It now serves as a model for teaching poorly educated immigrants from Buchara and Kavkaz.

The 'Open Door to Employment' Programme for Ethiopian immigrants which provides elementary learning and prepares learners to enter the labor market is another success story.

Teaching literacy and simultaneously preparing persons for employment who have traditionally not learned or worked has succeeded in Druze villages. Hopefully, the project will be expanded to other communities.

Equivalency classes for the unemployed that have merged basic through high school education with vocational training and provided financial incentives has also been successful.

Programmes for poorly educated immigrants that combine literacy, parent coaching and social and educational integration – limit acute cultural transition.

'Learning Cities' projects will hopefully attract large numbers of learners and encourage target populations to participate in literacy learning on a municipal level.

4.4. Focus on gender, importance given to women and other target groups

In Israel, women's illiteracy is age-related. Most young women of all sectors of society have at least elementary education. Yet, in the more advanced age-cohorts, women are more poorly educated than men, due to social norms and realities.

Women's organizations sponsor empowering programmes that impart knowledge and strengthen identity.

4.5. Policies and programmes aiming at building literate environments: Progress that could be achieved

Israel's survival as a developed country depends on its ability to maintain high educational standards, promote initiative and excellence and develop its human resources to the fullest. The Division of Adult Education maintains a holistic view of literacy that stresses the importance of systematic and comprehensive lifelong learning for all.

It assumes particular responsibility for catering to the educational needs of special groups and encouraging learning among weak populations. These include immigrants, minorities, elderly, ill, poorly educated, women and parents. Empowering these populations promotes more literate environments.

The Division of Adult Education employs a flexible and dynamic orientation in providing meaningful and relevant educational solutions to changing realities.

Popular Universities creating learning opportunities that will expand the scope of their activities and provide solutions to the varied and changing needs of adult learners. This need is more pronounced in small communities that are not able to maintain specialized institutes.

The learning city concept bears high potential for creating literate municipal environments, so that launching additional infrastructures of the same kind can achieve remarkable progress in strengthening literate environmental characteristics in a number of towns.

5. Expectations of CONFINTEA VI and Future Perspectives for ALE

5.1. Outcomes expected by Israel from CONFINTEA VI

Israel's expectations of CONFINTEA VI can be presented thematically as follows:

a) Formulation of criteria for building a national policy in adult education

- 1) to recognize the transition from 'Education of Adults' to that of 'Learning Society' around the world and re-formulate and re-conceptualize the responsibility of each nation for the learning of all its residents;
- 2) to continue promoting the centrality of the education and training of adults in each society;
- 3) to present novel frameworks for adult learning;
- 4) to accept criteria for evaluating educational outcomes.

b) Promotion of regional cooperation for adult education

- 1) to nurture transnational and international professional relationships, thereby encouraging cooperation between nations;
- 2) to strengthen international professional bodies such as UIL, ICAE and their regional bodies;
- 3) to advocate the establishment of Mediterranean Dialogue on Adult Education (MEDA) among all nations in the region.

c) Promotion of regional peace

Israel is interested in fostering cooperative activities with its neighbors in the field of adult education, for the promotion of peace in the region.

In the international dialogue on policy making and policy assessment, Israel expects to learn in CONFINTEA VI about successful policies and assessment methods employed in other member countries – for adoption at home.

We would also like to share our educational experiences and receive professional feedback. We look forward to dialogue among top practitioners and researchers worldwide on the state of the art in adult education. We would appreciate the opportunity to participate in brain-storming groups to analyze present policies and present ideas for the future.

5.2. Main issues that adult education will have to address/ Future perspectives for the development of policies and practices in adult education and adult learning

Adult education will have to cope with the following issues:

- * Illiteracy and its consequences;
- * Unemployment stemming from inadequate learning;
- * Aggression and alienation among social and cultural groups;
- * Deprivation and discrimination;

New elaboration of programmes in ALE may contribute to progress in these areas. The following topics are of special importance:

- * Promoting relevant forms for literacy learning;
- * Fostering human capital by promoting education and employability;
- * Promoting interpersonal relationships in the family and the community;
- * Strengthening community activism;
- * Intensifying adult learning among weak groups;
- * Enhancing inter-cultural solidarity and dialogue in a dynamic society;
- * Promoting legislation on adult education;
- * Empowering women, changing attitudes toward women's studies in traditional societies;
- * Promoting health literacy;

- * Developing adult education as an academic discipline and improving the status of adult educators.
- * Planning for environment preservation;
- * Promoting high-tech literacy;
- * Improving ways of mobilizing weak groups.

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