

European Adult Education outside the EU

Uwe Gartenschlaeger (Ed.)



With the support of the Lifelong Learning Programme
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Institut für Internationale Zusammenarbeit des Deutschen Volkshochschul-Verbandes
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Contents

<i>Uwe Gartenschlaeger</i> Editorial.....	5
<i>Uwe Gartenschlaeger, Eeva-Inkeri Sirelius</i> Lifelong Learning for the whole of Europe – Why Adult Education Matters in the EU Neighbourhood.....	7
<i>Katarina Popovič</i> Adult Education in South-Eastern Europe.....	13
<i>Iskra Devčić Torbica</i> Adult Education in Croatia.....	41
<i>Irfan Misirli</i> Adult Education in Turkey.....	69
<i>Olga Agapova</i> Adult Education in the Russian Federation.....	91
<i>Galina Veramejchuk</i> Adult Education in Belarus, Moldavia, Ukraine.....	109
<i>Levan Kvatchadze</i> Adult Education in the South Caucasus – Armenia, Azerbaijan and Georgia.....	131
<i>Elana Sztokman, Eitan Israeli</i> Adult Learning and Education in Israel.....	151

Uwe Gartenschlaeger

Editorial

"It's never too late to learn" is the European Union slogan dedicated to adult education. In many ways this could also be the motto of this publication. It's never too late to learn how diverse Europe is, that its limits are by no means identical with the borders of the EU, that also, and (perhaps) currently in neighboring eastern and southern European regions, adult education and lifelong learning are key factors to positively shape the future. Lifelong Learning is perhaps also a tool that can help us shape the relations between the EU and neighboring countries in a constructive and fruitful way, based on a common understanding of European values, and not only to rely on the more or less unstable contracts between governments.

"It's never too late to learn" is certainly also valid for the decision-makers in the countries examined here. Hardly any region has adequately recognized the potential and importance of adult education. Only a modern system of lifelong education can ensure economic competitiveness and social consensus. This has been recognized in the EU since the Lisbon Declaration in 2000 and purposefully implemented. In strange contrast to this is the picture in neighboring states: hardly anywhere is adult education perceived as a national responsibility, there is the lack of a legal framework as well as of controlled state funding. The education and training of adult educators is, with few exceptions, precarious and earning possibilities modest. The list goes on and on.

This book is therefore aimed at national decision-makers in politics, in the economy and in society in general. It wants to draw a realistic picture of the situation, which depicts the deficits on the one hand, but also highlights the opportunities. Benchmarks and requirements are formulated with special attention to the perspective of civil society institutions of adult learning, and indications on how to exit from marginalization of the sector are given.

At the same time we also want to suggest to those responsible in the EU-Commission, the EU Parliament and the Member States, ways and means that can be used to support the necessary reforms in adult education. Additionally, what role adult education can play as a bridge between EU and non-EU citizens and institutions is also looked at.

We can add one more to the above shortcomings: the inadequacy of the data, the missing or erroneous statistics that often make it difficult for our authors to draw a realistic picture of the situation in their countries. Without a reliable data base, but without a sufficient number of serious research projects, it will be difficult to describe the present and make recommendations for the future.

At this point therefore, thanks is expressly extended to the authors for their efforts. Most of them come from the non-government area of adult education and have had friendly professional ties with the EAEA and *dvv international* for many years.

In this volume we have limited ourselves to our eastern and southern neighbors. The reader will find no posts here about Norway, Switzerland or Iceland, based on the assessment that there is a wide variety of material available from these countries with a wide variety of adult education practice.

Finally, in addition to the authors, I would like to add a word of thanks to Gisela Waschek, who took particular care of the publication, and to my colleague from the EAEA Board Eeva-Inkeri Sirelius who contributed valuable information regarding the concept of the publication.

Uwe Gartenschlaeger, Eeva-Inkeri Sirelius

Lifelong Learning for the whole of Europe – Why Adult Education Matters in the EU Neighbourhood

“Member States can no longer afford to be without an efficient adult learning system integrated into their lifelong learning strategy, providing participants with increased labour market access, better social integration and preparing them for active ageing for the future. They should ensure that they have systems which enable them to define priorities and monitor their implementation.”¹

Adult education remains at the top of the European agenda since the beginning of this century when the Lisbon strategy identified education as a key resource for European development.

“Recent research confirms the importance of investing in adult education. Public and private benefits include greater employability, increased productivity and better-quality employment, reduced expenditure in areas such as unemployment benefits, welfare payments and early-retirement pensions, but also increased social returns in terms of improved civic participation, better health, lower incidence of criminality, and greater individual well-being and fulfilment. Research on older adults indicates that those who engage in learning are healthier, with a consequent reduction in healthcare costs.”²

Meanwhile, following this analysis, the European Commission published an Action Plan on adult learning, called *“It is always a good time to learn”*. Adult learning and education (ALE) as a part of lifelong learning is well established on the European Union level.

The European Association for the Education of Adults (EAEA) as the umbrella organisation of non-governmental organisations/non-formal education and learning recognises the progress made in the last decade. However, several concerns still remain:

1 Commission of the European Communities: Communication from the Commission – *“Adult learning: It is never too late to learn”*, Brussels 2006.

2 Ibid.

- The differences among EU-member states are still huge. While the Nordic countries, Ireland and the Netherlands are providing a sophisticated and well financed adult education system to their citizens, others lack these structures.
- EAEA witnesses the tendencies to deepen the division existing in European societies through adult education: excellent lifelong learning opportunities for the well-educated and wealthy, poor quality and less opportunities for the low-skilled and marginalised people.
- The concern remains valid that European Adult Education policy still focuses exclusively on employability, neglecting the diverse needs of adults, including their personal and socio-political development. Social cohesion and active citizenship are still key objectives for education policies throughout the world.

The EU has enabled many ALE providers and facilitators to widen their experience on adult learning through the diverse program of Lifelong Learning. Within the Grundtvig program, new networks of ALE experts have been formed, exchange of good practise has become a continuous process and pressure on national initiatives has been created. However, the wider developments on structure and public resources for ALE are in the control of the national education policy of individual countries. Along with the positive development of active communication and exchange of information within the EU countries, there lies a risk of diminishing the communication with the so-called non-EU countries within Europe. Bridges must be built and the wider world must be kept in mind whenever we talk about the adult education community.

EAEA has an understanding of “Europe” within the borders defined by the Council of Europe. Thus EAEA’s membership comes from 42 countries, including those who are not members of the European Union. Discussion among our members showed us that the success achieved inside the EU had – with some remarkable exclusions – no impact, or very little impact on the non-EU member states. This momentum motivated the initiative for compiling a study on “*Adult Education outside the EU*”. The idea is to give an overview of the situation in the regions neighbouring the EU and to formulate policy recommendations for the national decision-makers, EU member states and the Commission. Most of the studies in the various countries were compiled by member organisations of the EAEA or *dvv international* national offices, with a few done by independent experts. We concentrated on those regions where adult education systems are less developed and remain to be further developed, especially on countries in transformation, many of them with an outstanding adult education tradition, very often deeply affected by the political developments in the 90s of the 20th Century.

Adult education in Europe is as diverse as the whole continent. Different traditions, realities, challenges and frameworks characterise the scene. Despite this fact, we would like to summarise the recommendations made in this book, not without underlining that the

challenges for the future included in each national study remain a main source for discussion and decision-making.

Recommendations to the national governments:

- Well-educated citizens are a key issue for sustainable development, an important element for economic development and a democratic society. In this context, the **existence of a lifelong learning concept** is a cornerstone and adult education should be recognised as an integral part of a lifelong learning policy.
- A **sustainable legal framework** for adult education should be put in place, including a definition of the role of the various actors, financial obligations, a clear definition of the concrete rights of citizens for adult education, regulations on standards and their monitoring.
- Adult education as well as primary, secondary and vocational education is a public good. Although the number and forms of providers and offers are more diverse than in other sectors of the education system, **the governments should take responsibility for financing the basic needs of their citizens.**
- The **cooperation between different ministries** such as Education, Labour, Social Security and Economics should be improved. The struggle for competencies and overlapping structures should be avoided. Sustainable links to social partners and civil society must be established.
- Special attention should be drawn to the **needs of marginalised groups**. This includes socially disadvantaged persons as well as ethnic minorities, migrants, older people and prisoners. Fair access to adult learning should be a shared value in Europe to secure economic welfare.
- Adult education should not be reduced to employability. Individuals should be able to satisfy their **economic, social and personal needs** in education.
- A mechanism must be put in place, **which recognises the results of non-formal and informal learning** equally to those of the formal system.
- More emphasis should be drawn on the establishment of **education and training opportunities for adult educators**, both on an academic and non-formal level. Adult educator should be a profession in itself. Minimum salaries should be oriented toward the payment level for primary school teachers.
- **Research and publication** on adult education should be supported.
- In many countries, the awareness for the need for lifelong learning remains at a low level. Measures should be undertaken to **raise public awareness** through campaigns, e.g. Adult Learners' Weeks, Learning Festivals and Education Fairs.
- Where they exist, **barriers to international cooperation** should be eliminated. Adult educators need an international exchange system in order to learn from each other and work on common approaches and standards.

Recommendations to the EU member states:

- EU member states should include adult education in their policies on foreign cooperation. More bilateral and regional programs should be put in place, linking inter-EU national adult education to those of neighbouring regions. Cross-border dialogue is an essential tool for bridging the gap between EU member states and neighbouring regions.
- Member states should put **systems of validation** in place in order to learn about outcomes from the neighbouring countries. The EQF can be a useful framework in this context.

Recommendation to the EU Commission:

- Exchange of experience and expertise as well as meetings of experts and practitioners are essential both for the development of adult education within the EU and beyond. The successful **Grundtvig program should be opened to the neighbouring countries** without any barriers. Existing problems for partners from these regions to contribute financially should be overcome.
- Lifelong learning components should be an **integral part of all Accession and ENP (European neighbourhood policy) projects**. We believe that development and rapprochement will be possible only with a strong lifelong learning structure.
- Additionally, **specialised adult education projects** should be opened within the ENP. It is essential that non-governmental structures both from the regions and from the EU are included in the implementation, as non-state actors are traditionally very strong in this field.
- The project design in the field of lifelong learning should be reviewed: **Mid- and long-term approaches** as well as principles of real partnership should no longer be neglected.
- Since lifelong learning and especially AE is a key concern of European policies, the EU should **take the lead in coordinating donor activities** on a national and regional level to ensure a more effective use of the rare funds.
- Adult education, non-formal and informal learning should be an **integral part of all projects** aiming at the development and implementation of a **National Qualification Framework** in line with the EQF.
- A special program for **lifelong learning partnerships** should be established with the **Russian Federation**. This could be one appropriate tool to strengthen ties with our big Eastern neighbour and put us on equal footing – a scheme essential for European-Russian cooperation. The partnership program should concentrate on non-governmental organisations to stress the importance of civil society.

Adult Education in South-Eastern Europe



Belgrade

source: *dvv international*

Katarina Popovič

Adult Education in South-Eastern Europe

Bearing in mind the regional differences, this overview will try to give some common tendencies and to picture the adult education landscape in South-Eastern Europe (SEE), including **Albania, Bosnia and Herzegovina, Kosovo, Macedonia, Montenegro and Serbia.**

The countries in South-Eastern Europe have often been neglected in the general European and international debates on adult education and lifelong learning policy development. This is, for the most part, due to the post-war situation of the last decade in the region, in particular in the Western Balkan countries which have faced and continue to face unprecedented changes in the political, economic and social spheres. Looking at the South-Eastern Europe region as a whole, one could sum up that the broad context of adult education (AE) and learning considerably differs from that in the more industrialised countries, in several terms:

- recent political and civil conflicts, in particular in the countries of former Yugoslavia
- fractured multiethnic and multicultural societies, depleted infrastructure and poverty
- challenges of establishing democratic and transparent institutions and practices
- challenging transition to a market economy
- weak institutional and legislative frameworks
- the need to strengthen the private sector and achieve a higher level of macroeconomic stability and sustainable development
- the under-developed labour market
- high levels of unemployment/long-term unemployment and the low education and skills levels of the labour force
- labour shortages/“*brain-drain*” and
- the need to establish an adequate system of social and health protection

In this context, pushing the topic of adult learning and education higher up on the political agenda in the reform process in the South-Eastern European countries and bringing them closer to the achievements of their European neighbours, requires additional attention to be paid to their specific developments as well as additional efforts from all actors involved, in terms of new skills for building trust and reconciliation between divided communities, as well as new areas for economic development and cooperation.

The former adult learning infrastructure in South-Eastern Europe has declined over the past decade and in some cases has collapsed altogether, rather than being a strategic

The countries in South-Eastern Europe have often been neglected in the general European and international debates on adult education and lifelong learning policy development.



Rural region in Serbia
source: dvv international

lever for economic and social progress. The new democracies in former socialist countries face the difficult task of developing a modern adult education system and overcoming the gap between real learning needs of adults and still very poor provision. Tradition-oriented school systems, inflexible and still rather conservative, are not able to cope with the new problems and challenges. Also, the state is usually not capable or willing to prioritise adult education. Therefore, others mechanisms had to be developed to help adult education to meet the demands of new political and economic realities. For a better understanding of the difficulties that many of the Balkan countries still have in establishing the system of lifelong learning and adult education, problems and challenges in some single aspects and areas will be depicted.

Policy, Legislation and Financing

The political changes and upheavals in South-Eastern Europe brought about changes in all areas of life. The transition process, which all countries in the region are undergoing, is both a hindering factor and a driving force for development. Since 2000, a number of reforms of education systems have started to be discussed and introduced in all countries in the region, through different processes and particularly through laws covering the whole education system or some parts of it, however without a comprehensive lifelong learning perspective. This process is supported by a range of donors and via international projects. Building on this support and the good practices transferred through international projects for exchange of experience and know-how, the governments of South-Eastern Europe have undertaken many actions and concrete steps to bring the countries up to the standards of EU and OECD countries. An enthusiastic environment has been created with a lot of support for Adult education endeavours. Still, the results are not as expected and there is a kind of slow-down process, accompanied by scepticism and a reduction of efforts. This is, on the one hand, a result of natural amplitude of development, on the other hand it is the consequence of the serious problems and huge challenges (combined with big ambitions) that the countries of South-Eastern Europe had to face in the transition process.

Government and education ministries are recognising the importance of adult learning and education, although sometimes purely rhetorically. Most of the countries have been in a process of discussion and adoption of strategies for adult education and lifelong learning, or have already adopted one. This process is hindered by the fact that many countries lack specific laws on adult education and learning or similar kinds of legal reg-

ulation. In all countries in South-Eastern Europe, the focus of adult education is put on vocational education and training,¹ while the role of adult education and learning in achieving civil integration and social cohesion and in promoting democratic values and institutions is less emphasised. Thus, the institutional and the legislative framework regarding vocational education is much more developed – VET (Vocational Education and Training) strategies are already in place in most countries, where adult education strategy still does not exist or is in a process of development.²

Adoption of strategies and laws for adult education in SEE countries		
Country	Adult Education Strategy	Adult Education Law
Albania	–	–
Bulgaria	Midterm Lifelong Learning Strategy 2007–2013, adopted on 30.10.2008	–
Bosnia and Herzegovina	–	Law on Adult education only in the Republika Srpska
Croatia	Strategy on Adult Education adopted in 2004; Action Plan for the Implementation of the Strategy for Adult Education (2004)	Adult Education Act adopted in 2007
Kosovo	Adult Learning Strategy for Kosovo (2005–2015), 2004	Law on Adult Education (adopted in 2005)
Macedonia	Programme for Adult Education in context of Lifelong learning	Law on Adult Education (adopted in Jan 2008)
Montenegro	Strategy for Adult Education 2005–2015 (2006) Adult Education Plan 2006–2010 (2006)	Law on Adult Education (2007)
Serbia	Strategy for the development of Adult Education in the Republic of Serbia (2006) and Action Plan for its implementation 2007–2009	In preparation
Romania	Draft of national LLL Strategy in preparation	–

For the many countries that adopted strategic documents, there is still the problem of how to ensure their implementation and how to transfer strategies into action plans and then into practice. The main problem is in the very process of the creation of such document – if they are the result of expert work, international support or a single national body, and

- 1 Albania is the country where huge progress has been made in vocational education and training in the last decade because it was declared to be the highest priority by almost all stakeholders.
- 2 It still does not mean that adopting the strategy is a “miracle” that can “push” the development of adult education. Sometimes it remains the only measure, such as VET Development Strategy 2007-2013 in Bosnia and Herzegovina, although it was agreed upon by all three entities.

not of the dialogue among stakeholders, it is difficult to implement them. This **dialogue** should at least take place during the action plan phase – to ensure there is **political will** for these plans (which is crucial), but also shared **responsibility** and tasks. Cooperation among ministries (education, labour, etc.), involvement of employers and companies, active embodiment of various providers – would guarantee their concrete role in the implementation, especially the share of financial responsibility. The strategic documents should also contain the clear, concrete description of the mechanisms of cooperation – areas, tasks, rules, as well as the ways these stakeholders can represent and protect their interests in relation to adult education.

Worldwide non-uniform: the Responsible Body

This multidimensionality of adult education makes it more difficult to identify one responsible body for it and requires more efforts in cross-sector cooperation and policy coordination.

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Responsibilities for different aspects of adult learning are split between different ministries and incorporated into wider areas of responsibility, so the visibility of adult learning within ministries can be quite low. Ministries of education often assume the lead in adult learning, but they are not structured to deal with the wide-ranging and cross-cutting issues it encompasses. Very seldom do they have a department for adult education – it is more common that one or two persons are responsible for it, within, for example, departments for basic or secondary education. Besides the Ministry of Education, the Ministry of Labour is usually responsible for an important part of adult education (mainly of a vocational character). To a certain extent, ministries for social affairs, for agriculture and the ministries for civil affairs are also responsible for some Adult education programmes.

There is also a variety of other bodies which have responsibilities for certain aspects of Adult education – education councils, accreditation bodies etc.

This responsibility has unfortunately more of a declarative character and does not express the level of real engagement. Next, there is a problem with the low level of commitment within governments and ministries to transform adult learning.

Unfortunately, in most of the transition countries in South-Eastern Europe the **partnership culture is still insufficiently developed** and involvement in governance of the social partners and other stakeholders remains at the level of rhetoric. Although there are a few good examples of successful cooperation of various stakeholders in the field of adult education, improvement of social partnerships remains one of the most important challenges for the countries of South-Eastern Europe.

For the South-Eastern European countries it is moreover apparent that **legislation** is considered as a critical first step in the development of adult education. The government's

actors find that legal regulations are crucial to push forward adult education in their countries. However, the drafting of laws for ALE (Adult Learning and Education) is not always preceded or accompanied by a parallel development of coherent policies, strategies and actions, some of which, such as the development of a partnership approach, require more than a legal structure. Thus, we could even say that some legal regulations have been established too early: Due to the insufficient development of the whole adult education system, the regulations cannot really be implemented in practice. In contrast to that, most of the “older” EU member countries introduced adult education laws in order to better regulate an already developed Adult education system. The advantage of this approach is that in this way legislation helps to raise quality. To sum up: Adult education legislation plays more of a “push” role in the South-Eastern Europe countries and a “pull” role in the EU countries.



History workshop

source: dvv international

Budgets that are too small

Regarding the **public investments**, the state budget allocated to education is considerably low in the South-Eastern Europe countries (around 3.5% in 2006) compared with a EU25 average of 5.22%. Moreover, there is evidence of decreasing priority being given to education within government expenditure, since these figures have decreased markedly in recent years.³

Only in a few countries in South-Eastern Europe have governments allocated specific budgets to adult education within the educational sector. This is valid for example for **Macedonia**, where special bodies have been established for the development and coordination of adult education and which accordingly need funding for the efficient implementation of their tasks and responsibilities. The government of **Macedonia** notes a first-time allocation in the 2008 budget to provide tuition for adults who have not completed primary education and for adults in prison. The government in Montenegro has also foreseen funding for the Adult education programme within the budget of the Ministry of Education and Science for 2007 and has planned an increase in 2008. Still, the amounts are very modest and they are mostly used to cover costs of schools for elementary education of adults (salaries for performers of the programme for elementary education of adults or

³ Kosovo is an exception to this trend – the government is planning an increase of expenditure on education – up to 7,4% of total expenditures for the year 2009, but the financial crisis might delay this decision.

fees to institutions for covering the costs of programme implementation per learner). The **Serbian** Ministry of Education has allocated a certain amount of money in the budget for “*Adult education and other types of education.*” But the list of beneficiary organisations for this budget shows that only part of them really work in the area of adult learning and education, while many of them cannot be put into this group, even if adult learning and Adult education organisations are understood in a very broad meaning.

Public funding for adult education is also included in various development programmes of other ministries which have direct or indirect link with adult education, such as: training for the employees in certain departments; training for prevention and protection; training to improve competencies (earning new qualifications or re-qualification); professional development; various forms of educational and informative campaigns etc. Another essential part of the state budget is enclosed in the budget of the National Employment Services for financing active labour market measures, like training of the unemployed, with a focus on specific target groups like young unemployed adults, school drop-outs, older people etc.

Still, the tendency to reduce public investment (already rather limited) into adult education is obvious. On the other hand, employers frequently show little or no interest in up-skilling employees or, if aware of the importance of up-skilling, are not able or willing to fund it. In all countries of South-Eastern Europe, SMEs (Small and Medium Enterprises) are the least likely to invest in up-skilling their workers. As a result, the level of investment overall by companies in South-Eastern Europe countries in HRD (Human Resources Development) appears to be considerably low compared to EU averages. In most of the countries, expenditure on education and training is seen as a cost by individuals and employers rather than as an investment for the future.

Willingness Alone Barely Suffices

Although there is a growing awareness about the need to gain new knowledge and skills and a growing readiness in individuals to invest in it, **low quality of life** and **financial problems** are still limiting factors for more personal contribution.

There is funding from **different donors from outside the region** available in all countries, but they are mainly project-oriented, given for a short-term and unsystematic. Their investments are very often not results of realistically estimated local needs, especially long-term ones, but more a kind of a compromise. There is a lot of overlapping among donors. Additionally, a huge amount of money is not really used for the purposes declared and how to make the best use of these investments is still an issue.

A common problem of all developed and South-Eastern European countries is the lack of sufficient and stable financing for adult education and learning, measured in terms of defined goals and tasks and in terms of real needs.

A common problem of all developed and South-Eastern European countries is the lack of sufficient and stable financing for adult education and learning.

Different strategies of South-Eastern European countries often include plans for increasing the investment in adult education within the state budget in order to get closer to EU standards, but there are several problems hindering the realisation of these ambitious plans:

- The **slow planning process** of South-Eastern European governments cannot keep pace with the dynamic economic development so that a few percentage points of increased adult education allocated budget planned for example in 2008 and realised in 2009, has much lower impact than intended on the dynamics of economic development.
- Steadily **changing government priorities** often lead to reallocation in the state budget, so that even small scale investment plans often are not realised.
- There is a **lack of formal and informal instruments** to monitor and control the adequate spending of the planned resources for adult education by the government.

Another disadvantage for South-Eastern Europe countries in finding sufficient and adequate funding for adult education is the lack of EU instruments like the European Social Fund, which plays an important role for the HRD in EU countries. So, South-Eastern European countries still have some way to go in establishing a sound basis for funding of adult learning. This process is hampered by the financial crisis, which affects the fragile economies of this region more than other parts of Europe. Still vulnerable after the transition process (or on-going transformation), the countries can barely increase investment in adult education, in spite of the fact that it might foster the transition process and help to overcome the consequences of the crisis in the long run. Since the established mechanisms of financing are both insufficient and unsteady, the crisis will very probably cause the withdrawal of important social partners, diminishing role of the state and certainly reducing personal interest and personal investment in adult education and learning. This could lead to the stagnation of the development of Adult education and consequently to a slow down of economic reforms and democratisation of political life in this region.



History workshop

source: dvv international

Providers of Adult Education

The adult education landscape in South-Eastern Europe shows a rather chaotic and unclear picture of provisions for adult education, which again lacks clear roles and responsibilities and makes it more difficult to create a comprehensive and systematic overview of all types of providers, programmes, target groups and programme costs in the countries in South-Eastern Europe.

The adult education landscape in South-Eastern Europe shows a rather chaotic and unclear picture of provisions for adult education.

Although it is in the very nature of adult education and learning to be pluralistic, complex, not completely structured, with areas overlapping with other parts of the educational systems, it could be said that in the countries of South-Eastern Europe adult education is more of a social phenomenon instead of a system. There are no clear hierarchic subsystems. Adult education is partially regulated; it is not only dynamic but

also chaotic. Its open structure, its borders – very permeable to the outside and overlapping inside, its extreme heterogeneity and uncertain maintainability – don't make it not easy to grasp. Even an attempt to see it as a chain or a continuum of learning opportunities cannot be applied, because the stages of a lifelong learning process cannot be linked – there are gaps both in vocational education (especially between secondary school and university level) and in general non-formal education. So it is more appropriate to describe some elements, parts of the system, or some levels, than system. The contemporary efforts in many countries of South-Eastern Europe to structure providers, introduce more regulations into the dynamic practice, bring forward quality standards, and show a tendency toward establishment of a modern adult education system.

The main group of providers are providers within **the public sector** – ministries, national agencies, e.g. a state service agency, employment agencies, formal educational institutions, elementary and secondary schools and universities, workers'/peoples' universities, public VET centres etc. The focus lies mainly on the provision of some kind of professional and/or continuing education and vocational training. Among the public institutions providing adult education and training, an important role in all the countries is played by the Employment Agencies, whose training courses are aimed at the improvement of employability, adaptability and the competitiveness of the unemployed.

Schools are seldom seen as important providers of adult education and lifelong learning. Although they have premises, equipment, and teachers, they are seldom engaged in teaching courses or other educational activities for adults. The main reason for that is the traditional view of schools as institutions for children and youths, the lack of specific competencies among teachers, as well as the lack of social partnership on the local level, which is needed to help the schools to overtake this new role. The adult elementary schools or adult basic schools have to be mentioned at this stage. Here, adults have an opportunity to complete elementary school in a shorter time than children, but even these types of schools are seldom used by adults.

Institutions of higher education are very slow in changing and moving from their traditional, somewhat elitist role to modern educational institutions open to everyone. Faculties tend not to involve adults and older people enough and there is a lack of programmes designed (in content or organisation) to the needs of older students. The implementation of the **Bologna Declaration** could change this trend. There is a difference between state and private universities regarding adult education. Private universities are more dedicated to the

needs of the employment market and they offer more flexible organisational forms to their students, which is favourable for the needs of adults as well.

Another area that should be outlined here is the historical tradition of the so-called **Open Universities** or **Worker's and People's Universities** in most of the countries in **former Yugoslavia**. Although their role and numbers significantly decreased in the last 15 years, they are still a supporting pillar of the adult education systems in these countries.

The **third main group** of providers constitutes **NGOs** (both local and international). In the last two decades, NGOs became one of the most important pillars of the education system and especially adult education in the South-Eastern European region. Their main role in the transition to a democratic society lies in non-formal education, which is not always well-understood or accepted, consequently held in low regard and support for their activities. External support (international NGOs, donors etc.) for popular/liberal adult education and learning continues to be vital in the area. Civil society organisations still play a key role in the development of adult education through think tanks – initiating and creating strategies and education policies.

NGOs cover almost all areas of education; still there are few key areas which stand out: civil, peace and intercultural education, “soft” skills and interpersonal relations, strengthening and self-development programmes, general education and culture, political literacy, minority education, marginalised groups, women, refugees, parents and family life education, medical prevention and many more.

Further on, some of the main social partners from the **world of work and economics** are also relevant providers – in particular chambers of trade and commerce, trade unions and trade associations, more and more professional organisations in certain areas. Companies are becoming significant providers of education in Serbia, targeting mainly their employees. Companies with a large number of employees have their offices for management and human resources development, and they are taking systematic care of development and advancement of their personnel, especially through further training

Private education providers and companies, whose number is increasing within the provider's spectrum are trying to meet the growing needs for different types of education. Commercial providers have successfully provided training centres, consulting companies etc., but there are no clear criteria about the quality of their service in the education area.

Foundations and humanitarian organisations, whose number decreased in last few years, were involved in educational activities as well.

Museums, libraries, reading rooms, theatres, cinemas and art galleries are often recognised not just as cultural, but also as educational institutions, and they have an important role, especially in non-formal education. The same applies to culture centres, centres for culture and culture houses. Mixed types of institutions are common – different courses and training and cultural offers under the same roof. These kinds of institutions have mixed sources of finance as well.



Belgrade

source: dvv international

Sport organisations, clubs and recreation centres are working on promotion and education in the medical area, promoting a healthy life style, organising different sport and recreation events for various target groups, including adults and elderly people.

Religious organisations have some kind of educational activities for adults, but their role is far less important than in many EU countries.

It could be observed that in the South-Eastern European countries **traditional adult education institutions** are disappearing. People's and worker's universities still exist, but they have lost their status and did not manage to meet the higher demands of the new developments.

On the list of previously mentioned groups of education and learning providers there are **key areas** where they concentrate: literacy and elementary education, various types of vocational education (further education, training, qualification upgrade and advancement), citizens, peace and intercultural education (especially in NGO's activities), professional development of teachers and trainers, IT literacy and foreign languages (most popular courses), "soft" skills (communication and interpersonal skills, team work), which are demanded especially in companies (also

Human Resource Development, leaders and management skills). New, growing fields are project management and fund raising, sustainable development, ecology, tourism, agriculture, and, traditional hobby activities, free time activities and arts.

Because of the growing needs of the economy, vocational education, qualification and training (for various groups) is the prevailing offer. **Two broad strands of activities can be distinguished in regard to vocational education:** One is concerned with efforts to strengthen the provision, enable access and develop programmes to match the needs of both learners and the labour market. The other concerns efforts to find mechanisms to systematise the results, make them part of the educational mainstream, to make sustainable improvements and bring the whole area closer to the European standard. One example of this is the current discussion about **NQF** (National Qualification Framework) in all the countries in the region and the effort (not always coordinated) to be in accordance with **EQF** (European Qualification Framework).

A Variety of Target Groups

The **provision of adult education and training** focus on various target groups, such as illiterate people (and those without elementary education), people without any professional qualifications and with insufficient and inadequate qualifications (mostly unemployed and redundant workers), government administration employees, teachers and trainers, ethnic minorities (especially Roma), women, people with disabilities, special professional groups (such as armed forces and police, judges etc.).

The **issue of quality** is an overlapping one, involving not just providers and delivery, but also all the other elements of adult education, information and guidance, needs analysis as well as relevant learning content matching actual needs and demands, learning support, assessment approaches, recognition, validation and certification of competencies. Most of these elements are still in the early stage of development in the countries in South-Eastern Europe and introducing quality standards is still a desire. This is also a precondition for the accreditation and certification process, which is one of the main topics in almost all countries of this region. In certain areas there have been significant efforts to introduce such standards, like foreign language competencies and IT skills (for example, successful implementation of the **Xpert computer passport** standard in Albania).

Ongoing efforts in the area of quality are related mostly to criteria for the institutions (and other providers), criteria for the educational programmes and criteria/competencies for Adult education staff (needed for their licensing as well).



Vocational training
source: dvv international

Needs for and Participation in Adult Education

Most countries in the South-Eastern European region do not conduct comprehensive national surveys of participation in adult learning. The available data provides information mainly about adults in the formal education system, while in non-formal education there are usually no tracking or data collection systems in place, which makes it hard to estimate participation in this area.

There is a need in the short term to develop a consistent and coherent methodology for data collection on **participation and non-participation in adult education**, and moreover, on the reasons for non-participation. Such a question could provide crucial answers about the needs and interest of the population in the field of adult education.

There is an obvious trend toward the increased participation of women, the agricultural population, ethnical minorities (above all Roma), elderly people, refugees and IDPs – especially in NGO activities.



Course for women

source: dvv international

There has been a shift in educational offers and participation from the formal to the non-formal sector, completely out of educational institutions, which can even be described as an explosion of non-formal education. Such examples are the educational activities of **NGOs** or the expansion of training within big companies. Also, there is an increase in the number of **private commercial companies** which offer different kind of training and seminars. This expansion of non-formal education brings risk related to the non-existence of quality criteria and standards as well as the impossibility of systematic monitoring and data collection. Therefore it is impossible to provide an estimate on participation in non-formal education, and for informal education it is even more difficult.

There is an obvious trend toward the increased participation of women, the agricultural population, ethnical minorities (above all Roma), elderly people, refugees and IDPs (Internally Displaced Persons) – especially in NGO activities.

Adult education in human rights, democracy, civil society and sustainable development also gets a lot of support. On the other hand, the sector with booming participation is the one oriented to the labour market – courses for employees, especially at a management level, courses for various levels of qualification, entrepreneurship, IT literacy, foreign languages etc. The participation in these fields is supported by the state (usually via employment offices), companies, international projects, donors and other players.

Despite the recognition of the benefits of education and training to groups and individuals facing the risk of social exclusion, there is strong evidence among all countries in South-Eastern Europe and also within the wider European continent that the **participation of disadvantaged groups** in all kinds of adult education (formal, informal and non-formal) continues to be lower than that of other groups. The lack of relevant skills and qualifications increases the risk of social exclusion of marginalised groups of society, which is even higher in the context of rising demands for knowledge and competencies in the labour market. This viscous cycle could be stopped if more attention is paid to reducing barriers to learning in order to encourage participation generally, and specifically of groups who are currently excluded or underrepresented. Otherwise there is a risk of widening the existing social divides.

Even though national studies and statistics are not directly comparable, a number of common **participation patterns** appear throughout a wide range of such studies. While countries differ more in levels of participation, the structures of participation patterns are similar:

- Participation in adult learning declines with age – especially in vocational and work-related fields. Older people are considered a socially marginalised group, educational

offers for them are very small, and there is lack of responsive mechanisms to their specific needs, all of which has a negative impact on their motivation for learning;

- Participation rates increase as the level of education of the participants rises.
- The worse the social situation, the less likely people are to take part in adult education.
- Participation is lower in rural than in urban areas.
- Ethnic minorities take considerably less part in adult learning than the native population, which is due partly to their lower socio-economic status, language barriers as well as stigmatisation and prejudices related to them (esp. in the case of the Roma ethnic minority).
- Participation in non-formal and informal learning is much higher than in formal adult education, which is due to the decline of formal adult education in the '90s, and the expansion of organisations of non-formal education which have responded to increased educational needs in different sectors.

Insufficient Statistics in many Countries

There are just a few countries that used EUROSTAT methodology for the national studies on participation (Bulgaria, Romania) and the results show a very low level of participation – 1,5%–3.5%. It could be assumed that in other South East European countries participation is at a similar level. On the other hand, some recent surveys (Bulgaria) show that the methodology used might not be appropriate for this region and other approaches show other, higher results.

There are **various reasons for such a low level of participation in adult education** in the South-Eastern European countries, both on the demand and supply sides. The former include the life-situations of adults and their attitudes to learning, while the latter are policy-related, information-related and provider-related. Mentioning just the most important ones:

- Education and learning lost their **value** in the post-socialist countries and tend to become more and more formalised, equating quality education with certification and formal degrees.
- The **transition economy** still does not demand high level knowledge and competencies and is not based on the principles of continuing education and lifelong learning.
- The **unwillingness of employers** to support employees' adult learning and education is a further big barrier for participation. In this context, it is necessary to look beyond traditional institutions to consider the role of non-formal and informal learning in the community, the workplace and the home.
- **Quality of life and existential problems** are generally more important than investments in adult education and learning. Existential vulnerability requires the maximum level of additional working commitment, which leaves little time for educational activities.
- The **formal education system** does not offer a second chance as a real possibility for adults, because organisation and contents are not adjusted to adults, which directly



Belgrade

source: *dvv international*

decreases the motivation of adults to take part in additional education.

- The **traditional forms of financial support** on the part of the state to educational initiatives of individuals outside school are disappearing.
- In many South-Eastern European countries the **infrastructure of adult education** and learning providers is inadequate and this is often considered as a key reason for non-participation. Also the multiple, changeable character of providers and their invisibility make it difficult for the learners to find adequate training.
- Educational institutions are not well prepared for the **work with adults** – teachers do not have adequate

competencies, there is no modern equipment, organisation of educational activities does not suit the needs and possibilities of adults.

- There is a **serious lack of system and practices** in counselling and career guidance – no accessible and impartial guidance services available for all, which could assist individuals to make informed and realistic choices about their education, training and employment options.

Among all social groups, **Roma** have an especially low level of participation. Although **The Roma Decade** has initiated a variety of activities with the goal to increase social participation and inclusion of Roma people in society, studies have indicated numerous obstacles for the higher motivation of Roma people to participate in education processes. Some of them are:

- Very low educational structure of Roma population
- Extremely deep and broad poverty
- Language barriers
- Stigmatisation and prejudices related to this target group, especially expressed during job seeking and expectations regarding educational achievements of Roma people

Literacy

In the South-Eastern European countries, literacy is considered to have a very strong relationship with elementary education. Illiterate people are usually considered people without elementary education, but for the formal statistics, an illiterate is the person who admits they are not able to read and write. The result of this approach is that there is an apparently lower number of illiterate persons, which decreases the gravity of the problem and it remains unclear, what level of literacy individuals possess who do not have elementary education.

So, the available statistical data on the number of illiterate people for this region fluctuates between 3–4%, but in most of these countries standardised methodology and instruments of European or international organisations have not been used and the national census remains the only statistical indicator, although a very unreliable one. On the other hand, the best practice examples from almost all the countries show that the idea of functional literacy is accepted – many additional life skills and key competencies are being included in literacy programs, campaigns, projects and measures (for example the project for illiterate mothers from the rural area in **Macedonia**; functional education for adult Roma, a project from **Serbia**).



Seminar

source: *dvv international*

In all countries there are similar problems when it comes to concrete steps to reduce the numbers of illiterate people and to establish functional literacy as the standard to be achieved. The following barriers and problems have been identified:

Lack of common indicators and benchmarks, reliable research instruments and methodology for measuring the level of functional literacy.

- **Lack of instructions and organisations** that would implement programs of functional literacy and functional basic education of adults (for example: 13 schools for elementary adult education in Serbia, 13 in Macedonia, 3 in Montenegro).
- The existing educational system **lacks the programs for functional literacy** – the existing literacy programs are either slightly adapted programs for children or obsolete, not adapted to the real needs of the target groups of adults.
- The staff in existing educational institutions does **not have relevant competencies and adequate training** to develop functional literacy with adults.
- The prevailing knowledge-based approach in curriculum and evaluation **does not comply with the real nature of functional literacy**, which is much more outcome-oriented.
- **Literacy activities are usually not systematic, not coordinated**, seldom publicly funded and there is no strategic or legislative framework in which to embed their outcomes.

Besides the common problems of the countries in South-Eastern Europe regarding the acceptance and implementation of functional literacy, and finding efficient ways for solving the illiteracy problem, the countries also have the following issues in common:

- Very high number of **early school leavers** and drop-outs as potentially new illiterate groups.
- **High discrepancy** in literacy level among urban, suburban and rural (for example: Bosnia and Herzegovina, Serbia, and Macedonia).

- Significantly higher number of **illiterate women and girls** (for example: Bosnia and Herzegovina, Macedonia, and Kosovo).
- The **ethnic groups** seem to have a lower education and the rate of illiteracy among them is much higher than within the majority group. This especially applies for the Roma population.
- One of the **main providers** of literacy programs in the region are NGOs, whose programs mostly have pilot character and which are not sustainable in the long run and whose results, although often very good, have not been really captured and measured by surveys and do not flow into the educational mainstream.

One of the first steps to improve the literacy level and functional literacy skills for adults would be to face the real extent of the problem. It could be done via better methodology and systematic collection of data, including more data and indicators in the already existing national census on the one hand, and/or developing other measures, instruments, surveys. SEE countries take part in international surveys like IALS (International Adult Literacy Survey) and LAMP.

Adult Education Staff

Not surprisingly, in many South-Eastern European countries there is no consensus about required qualifications of the staff engaged in this area ... Usually adult educator does not belong to the list of professions, officially elaborated and recognised ...

Not surprisingly, in many South-Eastern European countries there is no consensus about required qualifications of the staff engaged in this area. Required qualifications for the teachers employed in the system of formal adult education are the same as for all other teachers – a university degree is required. At some faculties this degree includes basic pedagogical, didactical and methodical knowledge and competencies – mostly teacher's faculties, but teachers in other professions (technical for example) just get knowledge and competencies related to their special area and not to their teaching activities. Even if there are some subjects related to teaching, didactics and pedagogical approaches, they do not include the competencies needed for the educational work and teaching of adults. The universities are still very much traditional and oriented towards skills and competencies needed for old-fashioned way of teaching, nor suitable for adults.

In spite of the general recognition that professionalisation in the field contributes significantly to its recognition and development, the progress made in the South-Eastern Europe is relatively low.

In most of the countries the question of the professional status of adult educators is still unclear. Usually adult educator does not belong to the list of professions, officially elaborated and recognised, except in Serbia, where being an adult educator is considered a specific profession. The University of Belgrade has a long and distinguished history of

teacher training in adult education and learning, there is a Department for Andragogy with a four-year undergraduate course in andragogy, along with master's and doctoral programmes. In almost all other countries there are initiatives and efforts to establish either some kind of undergraduate or master's programmes for adult education professionals.

Very often state bodies and numerous NGOs do organise train-the-trainer (ToT) courses and similar forms of training for adult education staff, where they can obtain some knowledge and competencies needed for their teaching activities with adults, but it is mostly not done in a systematic way. There are also activities of this kind in the area of national and international projects and many donors support ToT kinds of activities.

Research on Adult Education

In all countries of South-Eastern Europe there is a clear idea of the importance of research as one of the most crucial factors for improvements in the field.

Still, there is a lack of a systematic approach to research, as well as the lack of a sector approach in research on adult education and learning within countries. In addition, the overall volume of research is limited, which is partly due to a lack of institutions addressing the topic and the lack of available funding. However, in all countries in the region there are some research studies related directly or indirectly to adult education and learning, focusing on certain aspects of adult education and lifelong learning. It is obvious that the research landscape in South-Eastern Europe, in spite of all the problems reported (lack of institutions, financial support and personnel) is rather lively and diverse. Some of the research is directly addressing adult education and learning as the topic, while most of it focus on issues indirectly related to adult education – but even their results have certain relevance for this field.

In all countries of South-Eastern Europe there is a clear idea of the importance of research as one of the most crucial factors for improvements in the field.

It is obvious that the main research organisations are mostly not the traditional ones (institutes, universities), but they are located in several areas and fields, encompassing:

- **Public/state supported organisations**, ministries, agencies, VET-centres – they conduct research on various topics around education, mostly related to policy, strategy and reforms in different fields of education.
- **Public and private companies** – undertaking research mostly for their own needs, for the development of strategies and projects, often related to further education and training of their employees or development of the labour force as a whole.



River landscape in Serbia
source: *dvv international*

- **Agencies and centres for public opinion polls**, providing data and surveys not just on public opinion, but also on various aspects of everyday life and the working life of the population.
- **International organisations**, programs and projects (World Bank, UNDP, FAO, *dvv international*, GTZ, OSCE and many others) turned out to be one of the main supporters of research on adult education, and many of them are conducted in cooperation with previously mentioned organisations and with some state-funded institutions. These research studies are usually parts of certain projects – one of the measures or steps in the project development cycles.
- **Universities and institutes** that conduct scientific research and cover the whole range of individual research, mostly presented at national and international conferences, congresses and seminars.
- **NGOs and civil society** represent an important framework for numerous research projects of a very diverse nature. They cooperate closely with other partners and supporters.

Since there is no systematic approach within the research on adult education and learning, it is difficult to identify the priorities and the key studies, especially because the picture differs very much from country to country. The main studies could be roughly grouped according to their aim and to the use of results:

- Studies and research aiming at the **development of strategic documents, policy papers**, action plans, reforms, establishing institutions, improvement of educational practice in numerous fields.
- Improving educational practices in the area of **vocational education** and training turned out to be the aim of one of the biggest group of the research.
- Studies prepared by single institutions or by organisations with the purpose of **improvement of knowledge and education of their staff** – ministries, public administration, educational institutions, companies.
- Studies oriented towards exploration of the situation, conditions, needs and other aspects in single areas of **ALE (Adult Learning and Education)**, in order to define steps and measures for concrete projects.
- Research focused on **public opinion** or some characteristics of population via samples.
- Fundamental and applied studies in **research institutions for scientific purposes**.

The types of studies and the priority issues change with time. In the context of transition, research is playing an important role (although to a different extent), often as a kind of accompanying phenomena or measure related to the changing reality, reforms etc.

International Cooperation

Since the countries of South-Eastern Europe are not eligible for “classical” EU programmes (such as Grundtvig), international cooperation is limited in volume, but still very valuable.

International cooperation includes donors such as the EU – through the IPA or ENP (European Neighbourhood Policy) structures, CARDS and recently TEMPUS programme, activities of European agencies like ETF, Cedefop, European Agency for Reconstruction, international NGOs and foundations as *dvv international*, Swiss Agency for Development and Cooperation, Kultur Kontakt, Austria, GTZ, British Council etc., as well as the World Bank and the European Investment Bank. The international projects usually bring very useful and valuable results. The problem is that they are not coordinated

(there are many overlaps and no synergy), progress is not systematically being monitored after the end of the projects and results are not used in a systematic and sustainable way.

In this context the important role of some major international organisations for the development of adult education and learning in South-Eastern Europe should be highlighted:

- The **European Training Foundation (ETF)** is the EU agency which supports education and training in countries surrounding the EU, helps transition and developing countries to harness the potential of their human capital through the reform of education, training and labour market systems in the context of the EU's external relations policy.
- **OECD and its Directorate for Education** support development of education policies and strategic papers, gathering statistics and indicators, reforms in relation to the needs of the labour market, but also to democratisation and broader technological change, fostering also multilateral programmes in the region.
- ***dvv international***, the Institute for International Cooperation of the German Adult Education Association via strong network of *dvv international* offices and partner organisations, helps to modernise local structures of vocational education and training and disseminate the EU policy of lifelong learning. Via support to employability, tolerance and integration, they support the process of adjustment to EU standards and help prepare these countries integrate into the EU.
- **GTZ** – support for economic reform and the development of a competitive market economy as well as for a sustainable economic development – constitutes the main focus of German technical cooperation with South-Eastern Europe. Many projects concentrate on promoting joint regional focus and are mutually reinforcing.
- **Council of Europe (CoE)** supports activities related to the improvement of human rights, democracy and rule of law, organising exchange of information, training, sharing good



Vocational training

source: *dvv international*



Mountains in Serbia

source: divv international

practice and strengthening links and networks between the stakeholders on national and international level.

There have been many developments in training opportunities for adults in South-Eastern Europe in the past few years, primarily initiated by donors, e.g. in the development of active labour market measures, the reform of vocational curricula and schools, retraining programmes, specific training programmes for disadvantaged groups, etc. Adult learning provision through international projects became popular, widespread, and more common than any traditional form of adult learning and education. New approaches and methods are used, new topics are introduced and the education landscape became very diversified and dynamic.

However, adult learning initiatives supported by international donors have often been on an ad hoc basis and have generally remained attached to donors' own projects, thus lacking financial and institutional sustainability.

Summary: Main Challenges for the Future

Although a lot has been done and is still being developed in the field of adult education in the countries in South-Eastern Europe, there are some major constraints and weaknesses which should be mentioned.

While the EU integration process is a major incentive for those countries which have the status of official candidate countries, in all of them it is much more the impact of transition that is the driving force for the development of adult learning. There is a need to adapt to the competitive open labour market, which includes both the employed and the unemployed.

Although a lot has been done and is still being developed in the field of adult education in the countries in South-Eastern Europe, there are some major constraints and weaknesses which should be mentioned as follows:

First, low priority is still given to education and training of adults by the governments in all South-Eastern Europe countries. Although there are many signs that reforms are in progress, initiatives are developing and many strategic papers and laws are under scrutiny, general and vocational adult education is not currently a strong priority for governments. There is yet no clear vision on the part of the political decision-makers and employers that human capital development is a key requirement for the future. It goes without saying that political issues predominate in all countries. Public and private investment in education as a whole is very low, and the lack of consideration for efficiency and equity issues in funding has damaging effects in particular for the groups at risk, e.g. young drop-outs, ethnic minorities, especially Roma people, immigrants, people with disabilities, displaced persons etc.

Inappropriate and outdated governance schemes

present a further constraint for the development of adult learning and education in the South-Eastern Europe countries. It is about inter-ministerial coordination, coordination and cooperation between different stakeholders in order to ensure flexible links between different educational training systems and between education components and employment. It is decentralisation, and partnership at all levels, with particular reference to social partnership. It is also about the dominant role taken by ministries of education in on-going reforms, often in isolation and without proper consideration for other partners. Finally, it is about the internal functioning of the administration, with the lack of sufficient well-qualified staff, the "spoil system" at all hierarchical levels, in relation to any political change in the government, the persistence of bureaucratic approaches, and the lack of an information system and of transparent procedures. The situation described not only allows for arbitrary decisions and generates inefficiency; it makes governments' commitments unreliable and uncontrollable. This has a wider influence, because having a well-functioning system with qualified staff, transparent procedures and fair regulations is part of the Copenhagen criteria (concerning the rule of law and the adaptation to the market) for successful EU integration.

Another issue to be highlighted here is the **sustainability issues in the context of fragmented donor assistance**. As discussed above, almost all on-going reforms are supported by EU programmes and other multilateral or bilateral donors. In comparison with the donor assistance given to education and training reforms in Central Europe to the former candidate countries, it seems that a substantially higher number of donors are involved, working with weaker and smaller administrations. Beyond the capacity of countries to absorb these programmes, there is the question of the sustainability of the reforms following donor interventions. It is a question of funding for activities that have been developed through pilot approaches and which need to be expanded to the whole country, of real appropriation of the contents in order to avoid the risk of empty rhetoric, of motivation and empowerment of actors towards reforms that might go against routines and local interests. Finally, it is a question of continuity, consistency and capitalisation. The development of professional networks and partnerships and of appropriate institutions such as VET agencies or adult education councils and centres should allow for improved sustainability, though only if this is accompanied by a huge effort in terms of capacity building. Further on, an obstacle might be the lack of a feeling of ownership of projects and project results by local partners/government. Since they are often perceived as something "imported, foreign", there are not enough efforts to consolidate and include them into a national framework or system.



Vocational training
source: *dvv international*



Tract of forest in Serbia

source: div international

Moreover, there is **insufficient cooperation and exchange between the countries in South-Eastern Europe**, although there are some good practices. This is a particularly important issue taking into consideration the relatively scarce appropriate human resources in the public administration but also in the private organisations in these countries. Another problem is the risk that isolated approaches could create barriers between the countries when the development of economies and labour markets already requires that workers not only be geographically mobile across the whole region, but also within the whole European continent.

Finally, a very important factor still hampering the development of ALE is related to valuing learning in general and creating a learning culture. In the South-Eastern European countries a learning-for-all culture is still missing, although it could motivate (potential) learners and raise overall participation levels by making learning more desirable in terms of active citizenship, personal fulfilment and/or employability.

What to do?

Some of the steps that could be proposed:

First of all, it is important to **create an enabling environment for adult learning**. This includes:

- A **unified and coherent government approach** involving all the relevant ministries and other relevant bodies to develop integrated policy, comprehensive strategies and action in adult learning, changes in governance to create a framework that empowers stakeholders and enables government to work in partnership with them, creates commitments and mechanisms to monitor these. Concrete steps in this direction could be an agreement within government of a timetable for increased resources to be spent on education and learning, specifying the share to be allocated to adult learning, and defining criteria for financing of adult education;
- A **stronger role for the social partners in the process of HRD**, in particular regarding financing employee learning, embedding a culture of continuous workforce training on-the-job, raising participation and providing incentives and rewards for learning, and contributing to infrastructure developments (e.g. sector skill needs and national qualification frameworks and standards) and continuing training provision.

- **Partnership building and networking** across the spectrum of government, employment, learning, and civil society at all levels in order to promote a culture of learning, raise awareness of the value of learning, increase participation in learning of all segments of the population and develop the training market and Lifelong learning infrastructure. Partnerships are needed below the national level as well (e.g. allocation of funds, preparation of financial reports by the NGOs in the field of adult education, identifying specific learning needs and developing appropriate programmes to meet them, etc.);
- **Maximising public funding and co-funding of adult learning** and establishing a sound financial basis for adult learning, pump-priming funding, optimising public funding to lever in additional resources, channelling funds directly to individuals/enterprises, and providing financial incentives and rewards.
- **Enabling profound analysis:** start collecting robust data and conduct systematic adult learning research (e.g. learning methodologies, potential demand for learning, working with “reluctant” learners, motivation, reducing barriers) in order to better identify and analyse the labour market/sector skill trends, and anticipate and respond to the future human resource needs.
- **Capacity building** for ministries, social partners and other stakeholders to engage in effective partnerships and ensure continuity, consistency and capitalisation of the international experience and expertise acquired through the donor programmes; **Capacity building** is furthermore needed for professionals providing adult education and training, counselling and guidance services, developing research etc.
- **Promoting learning generally** and for specific communities, but with parallel development of the training market and quality improvements.

Furthermore, speaking at policy reform level and taking into consideration the scarcity of resources regarding education and training in all South-Eastern European countries, priority should be put on several policy areas:

- **Modernisation of vocational curricula** in line with labour market trends: incorporating broader occupational, key competencies and basic foundation skills, advanced vocational training, modularisation and methods of recognising and validating prior learning and experience.
- **Developing vocational standards and national qualification frameworks:** standards to steer curricula and syllabus design and implementation, national qualification frameworks, and certification awarded by independent qualification bodies.
- **Quality assurance** embedded at every stage, i.e. inputs, process and outputs – licensing, accreditation of institutions and courses, monitoring learning processes and outcomes.



Vocational training

source: dvv international

- **Systematic monitoring and evaluation** of strategies, action plans, programmes, courses; assessment of progress, performance and cost-effectiveness against identified targets and milestones and as steering for future action.
- Initial and continuing professional **development of teachers and trainers of adults**, managers, and other professionals, such as researchers and career counsellors. In accordance with the Maastricht Communiqué which underlines the priority of examination of the specific learning needs and changing role of vocational teachers and trainers, and of the possibilities of making their profession more attractive, including continuous updating of their professional skills, more

attention has to be paid to promoting innovative pedagogies, making a shift from teaching to learning, and placing the learner at the centre. Here, it is also important to identify all the areas where adult educators are engaged and to define professional standards for the adult education.

- **Responsiveness to the needs of enterprises and individuals** to develop and adapt skills: expansion of in-company learning, practical learning workshops, learning as part of a cluster activity, training needs analysis, learner-centered methodologies, customised products, short courses, and customised counselling and guidance.
- Development of more **complex programmes and parallel support services for disadvantaged groups** of the population. For instance, in terms of offering training for the unemployed, one should consider how to increase the numbers of unemployed people who would benefit from this training and to help them back to work. This means providing sufficient funds for employment services to develop active labour market measures and related services. In addition, employment service staff has to be able to fully assess the needs of unemployed people and provide appropriate counselling.

Favourable areas and ways support is given by European partners

- There is still a huge **need for lobby and advocacy** activities from the EU level towards national governments – for both awareness-raising and implementation of the proclaimed measures; the national level is still too weak to manage that without combined regional and European efforts;
- The **reforms** in the area of adult education need not just financial support, but also a lot of targeted, local-oriented expertise, specific know-how and tailor-made measures;
- **Positive traditions** of the countries of South-East Europe should be respected and taken

as the constituent part of common European “treasure box” of experiences in adult education;

- The traditional **EU programmes** supporting adult education (like Grundtvig) should be opened for partners outside of the EU, for the sake of more intensive cooperation, exchange and mobility throughout Europe;
- More intensive **networking, cooperation, exchange strategies and experiences**, sharing good practices and lessons learned are needed – with the EU partners, as well as among the countries of South-East Europe;
- It could be very helpful if **EU strategies**, documents, action plans and other measures in the field of adult education and learning would consider and include the **whole European area** – in analysis, perceiving problems, drafting measures, setting goals, defining priorities etc.;
- Partners, representatives and experts from **South-East Europe should be included more** in the development of common European policy on adult education and learning and in drafting its implementation.



Belgrade

source: dvv international

Adult Education in Croatia



Šepurine at the Island of Prvič

source: dvv international

Iskra Devčić Torbica

Adult Education in Croatia

Policy, Legislation, Financing

Policy Environment

A number of education policy documents recently adopted in Croatia can be divided into general education system documents but with a special reflection on adult education, and those focusing on the education of adults in particular. Among the documents covering the field of education in general, the following can be listed as the key policy documents:

- **2001** Croatia in the 21st Century – Education, White Paper on Croatian Education, Government of the Republic of Croatia, National Competitiveness Council;
- **2002** Declaration on Knowledge; 2004 Croatia Based on Knowledge and the Application of Knowledge, Croatian Academy of Sciences and Arts;
- **2004** 55 Recommendations for Increasing Croatia's Competitiveness, National Competitiveness Council;
- **2005** Education System Development Plan 2005–2010, Ministry of Science, Education and Sports;
- **2006** Strategic Development Framework 2006–2013, Central State Office for Development Strategy and Coordination of EU Funds;
- **2004** Croatian National Educational Standard
- **2007** National Programme of Measures for the Introduction of Obligatory Secondary Education, Croatian Parliament;
- **2007** Strategy for the Development of the National Curriculum, Ministry of Science, Education and Sports, National Curriculum Council.
- **2008** Development Strategy of the VET System in the Republic of Croatia 2008–2013

Regarding the education of adults specifically, the main policy document is **2004 Strategy for Adult Education**.

The main objectives outlined in the Strategy are to develop measures for implementing **lifelong learning as a right and obligation** of all citizens, to develop a system of adult education that will offer **equal opportunities and quality learning**, to create legal and professional prerequisites for establishing adult education as an integral part of the education system and to address individual learning needs as well as the needs of the labour market and society as a whole.



Training course

source: divv international

Legislation Framework

Regarding the education of adults specifically, the main policy document is **2004 Strategy for Adult Education**.

Prior to the adoption of the Adult Education Act in 2007, various provisions regulating the complex landscape of adult education had been dispersed in acts and by-laws pertaining to primary and secondary education. The idea behind the Adult Education Act and its complementary by-laws is to develop an independent legislative framework for Adult Education that will encompass the main body of provisions related to AE.

Apart from regulating the activities and objectives of the Adult Education Council and the Agency for Adult Education, the Adult Education Act lays out the forms of adult education and defines who, and under what conditions, can provide adult education.

The Adult Education Act (enacted 2007) has been complemented by the following four by-laws:

- By-law on **Standards and Specifications in Adult Education Institutions** (issued 2008)
This by-law stipulates the standards and norms, as well as the method and procedure for identifying the conditions that AE institutions should meet in order to implement AE programmes.
- By-law on the **Contents, Form and Method of Keeping Andragogical Documentation** (issued 2008)
This by-law stipulates the content and forms related to andragogical documentation which is kept by institutions accredited to carry out AE programmes, as well as method of its management and archiving.
- By-law on **Records in Adult Education Institutions** (issued 2008)
This by-law stipulates the content and method of record keeping on institutions accredited to carry out AE programmes; on programmes, attendees, and employees, as well as records of other information relevant for monitoring and development of AE activities.
- By-law on **Public Certificates in Adult Education** (issued 2008)
This by-law stipulates the name, contents, and the form of public certificates for adults related to secondary education and secondary VET qualifications; retraining, advanced professional training; lower VET qualifications; training and elementary education.

Act on State Subsidy for Education and Training

(enacted 2007)

The Act on State Subsidy for Education and Training, put in force in November 2007, modifies the Profit Tax Act, particularly its section related to tax deductions and exemptions for education and training incentives for several target groups.

Act on Job Placement and Unemployment Insurance

(enacted 2008)

Act on Job Placement and Unemployment Insurance, put in force in January 2009, regulates mediation for employment, training and vocational guidance for employment as well as professional rehabilitation of unemployed disabled persons.



*Formation of electrotechnicians
source: divv international*

Pension Insurance Act (enacted 2008, last amendment 2008)

The corresponding stipulations of the Pension Insurance Act are related to the Act on Job Placement and Unemployment Insurance and list persons injured at work for whom professional rehabilitation may have an effect in terms of training for full-time work on another job. It also stipulates who has the right to professional rehabilitation and under which conditions; who will implement and finance professional rehabilitation, what the objective will be, as well as the rights and obligations of persons injured at work during professional rehabilitation.

Labour Act (enacted 1995, last amendment 2005)

The Labour Act stipulates issues of education and training for work, particularly for the work of interns and also regulates employers' and workers' rights and obligations related to education, training, and advanced on-the-job training at the general level. There are special obligations for employers related to the prioritisation of workers injured at work or those who contracted a professional disease. The issue of education and training of workers is related to dismissal from work.

Craft Act (enacted 2003, last amendment 2007)

The Craft Act regulates education and training for craftsmanship.

Institutions Act and Open Universities Act (enacted 1997-99)

The Institutions Act and Open Universities Act regulate organisational aspects of adult education institutions, particularly issues of business operation, management and the like.



Mulo lighthouse

source: divv international

Organisation of Adult Education within the Government

The Ministry of Science, Education and Sports (MoSES) is the key body regulating all segments of education, including formal adult education. Accredited education institutions conduct adult learning programmes on the basis of guidelines set up by the Ministry.

The Adult Education Council is an advisory body to the Government consisting of representatives of key stakeholders in adult education. The Council monitors the state of the adult education system and proposes measures for its development, provides opinions on legislative and implementing regulations and proposes financing mechanisms for adult education programmes.

The Agency for Adult Education (AAE) (established in May 2006) is a public institution, the goal of which is to provide the institutional preconditions for the development of the adult education system. The activities of the Agency include monitoring, development, evaluation and improvement of Adult Education, through implementation of the following tasks:

- performing analytical and developmental tasks in the field of adult education
- coordinating proposals of professional bodies
- performing professional supervision of adult education institutions
- providing professional advice and counselling services
- professional education and training of employees in the field of adult education
- innovation, monitoring and evaluation of the implementation of adult education programmes
- stimulating cooperation and participation in the implementation of adult education programmes and projects
- maintaining a database and providing information to state administration bodies and the relevant ministry on records and other relevant data regarding the monitoring of the state of adult education and its development
- preparing analyses of management processes in adult education
- defining criteria for the establishment, implementation and monitoring of systematic funding of adult education with regard to programme, investment and material management
- other tasks as defined by the Decree on the Establishment of the Agency.

The activities of the Agency are funded from the state budget as well as other sources.

Financing of Adult Education

Although the amount for adult learning and education programmes and projects in Croatia has been notably increased in recent years it is still impossible to get a real overview of the total expenditures for these purposes (particularly at the lower level of government – local and regional self-government units). Also, resources for 2007 and 2008 planned for lifelong learning and adult education were not wholly presented under the Ministry of Science, Education and Sport and/or the Agency for Adult Education but were included in the budgets of other ministries and bodies. For that purpose it is necessary to approach each of these bodies separately. However, only a few examples will be presented in order to illustrate the variety of institutions and programmes for which funding is provided from the state budget.



Seminar in Belgrade

source: *dvv international*

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Agency for Adult Education (AEE)

In 2007, the Agency for Adult Education received a total of HRK 7.55 million. The budget of the Agency in 2008 was HRK 13.5 and HRK 12.3 million in 2009.¹

While the Agency for Adult Education is, at the moment, primarily focused on developing the functions necessary for providing support to the adult education system, a number of specialized agencies annually receive funding for the adult education of their target groups.

These include the Education and Teacher Training Agency, the Agency for Vocational Education and Training, and the Civil Service Training Centre of the Central State Office for Administration.

The AAE is a new institution and it is too early to evaluate the effects of its operation. However, the truth is that, like other education agencies in the country it is largely under the Education Ministry's umbrella and does not yet have the necessary competence nor confidence to develop its own research capability.

Ministry of the Family, Veterans' Affairs and Intergenerational Solidarity (MFVAIS)

Substantial funding is spent on AE, due to the large number of projects related to adult education of the following special target groups:

- **War Veterans**

The state budget for 2008 provided funds for this programme in the amount of HRK (Croatian kuna) 40 million.

¹ All amounts are presented in Croatia Kuna (HRK), the exchange rate for May, 2009 being EUR 1=HRK 7,42.

- **Adults with Disabilities**

The MFVAIS provided HRK 20.3 million for the implementation of these projects in 2004, 2005, 2006 and 2007. Formal education of adults with disabilities has also received financial support through the projects ECDL(European Computer Driving Licence) for the Blind and Visually Impaired Youth and ECDL Education for Disabled Persons, which have been funded through HRK 81,293.

- **Victims of Family Violence**

The funds for the implementation of the project in the 2004–2007 period amounted to HRK 728,690.

- **Young Adults**

In the period between 2004 and 2007, a total of HRK 4.0 million was awarded for 134 projects of non-formal and informal education of youth, while in the same period HRK 11.5 million was awarded for 224 projects focused on combating drugs and all kinds of addictions.

In the period between 2004 and 2007, the Ministry also awarded funding in the amount of HRK 537,986 through public tenders for an additional 14 youth projects of special importance.

The MFVAIS also financed one- and two-day-long education programmes for youth club leaders, which were held in 2004, 2005 and 2006. The topics of the education programmes were: strategic planning, lobbying and project presentation, writing draft projects and submitting financial statements, fundraising, education for democracy and human rights, volunteers, youth against violence: mobilising the local community and non-violent conflict resolution.

Ministry of Tourism

In the period 2000–2007, the Ministry of Tourism allocated substantial funding to various professional associations, with the purpose of co-financing a number of seminars and short courses.

Table 1. Funds awarded by the Ministry of Tourism in the period between 2000 and 2007

	Year in which the funding was awarded							
	2000	2001	2002	2003	2004	2005	2006	2007
Funds awarded (HRK)	769,072	763,495	614,269	465,000	1,420,000	2,020,000	2,700,000	2,250,000

In-service Training and Education of Civil Servants

The budget for the development and delivery of in-service training and education programmes for civil servants was approved for the first time in 2007 – HRK 2 million for the Central State Office for Administration (CSOA), and HRK 273,000 for the operational costs of the Civil Service Training Centre (CSTC). The salaries of CSTS staff were not covered from these funds. In 2008, HRK 2.3 million was approved for the special CSOA position in the state budget and HRK 280,000 was approved for the operational costs of the CSTC (for general education and training programmes and for general specialist education and training programmes). Additionally, as was the case in 2007, all state administrative institutions have their own additional training and education budgets for specialist education and training programmes.



*Master craftsmen examination
source: dvv international*

Croatian Employment Services (CES)

Data on funding through CES programmes presented under the Section on Participation (see the page).

Decentralised budget (local self-governments)

Croatia is composed of 21 units of regional self-government (20 counties and the City of Zagreb, which has both city and county status) and 547 units of local self-government (122 towns and 425 municipalities). In accordance with the process of decentralisation, the Act on Local and Regional Self Government (Official Gazette 33/01, 129/05) aims at providing local government bodies with enhanced responsibilities. This refers in particular to the affairs related to education, health service, urban planning, economic development, environmental protection, traffic infrastructure and culture.

Local and regional self-government units have the right to their own revenue. The central state government is under the obligation to assist the financially weaker units of local self-government.

In Croatia there are some underdeveloped or smaller local communities where the normal functioning of local bodies and institutions is hampered by the lack of funds. Information on the amounts of funding individual counties invest in AE is of limited availability.²

Within the preparatory activities for putting up the “*National Report of the Republic of Croatia: The Development and State of the Art of Adult Learning and Education*” (2008) for the CONFINTEA VI Conference, The Agency for Adult Education invited more than

2 Two examples are presented in Table 2.

250 institutions and stakeholders in Croatia to provide their contribution to the Report. Only 80 of these organisations provided relevant information. However, it could be expected that some bodies and/or institutions, particularly at the lower level of local government and self-government, spent some (maybe, in total, significant) amounts of resources for this purpose but did not respond to the questionnaire of the Agency and thus were not included in the final Report, see table 2)

Table 2. Planned resources for Longlife Learning and Adult Education in HRK³

Ministry and Body	Planned for 2006	Planned for 2007	Planned for 2008
Central Budget			
Agency for Adult Education		7.55 million	13.5 million
For a Literate Croatia: The Way to a Desirable Future Ministry of the Family, Veterans' Affairs and Intergenerational Solidarity			5.9 million
* War Veterans			40 million
* Adults with Disabilities	20.3 million (for 2004–2007)		
* Victims of Family Violence	728,690 (for 2004–2007)		
* Young Adults	4 million for education projects (for 2004-2007) 11.5 million for projects on combating drugs and all kinds of addictions (for 2004–2007) 573,968 for projects of special importance		
The Ministry of Tourism		2.25 million	
Central State Office for Administration		2 million	2.3 million
The Civil Service Training Centre (the operational costs)		273,000	280,000
Croatian Employment Service (support for employment and education, financing of education of unemployed persons, as well as for co-financing of employment in public works programmes)		150.3 million	
Decentralised /local Budget			
County of Primorje-Gorski Kotar		870,000	
County of Osijek-Baranja		498,468	7,826

3 Note – the data presented are neither quite fully correct nor comprehensive, and probably are rather more useful as an illustration of the current situation.

Due to the dispersed nature of adult education and the large number of various sources of funding, neither data on overall investments in adult education are available. The Agency for Adult Education is **currently developing a database** which will contribute to gathering information on the sources of AE financing in Croatia.

Due to the dispersed nature of adult education and the large number of various sources of funding, neither data on overall investments in adult education are available.

According to the current legislation, financial incentives may be granted to Adult Education institutions from the state budget and budgets of local and regional self-governing units for the following: Provision of instructional material and other equipment, development and implementation of innovative programmes.

The available financial incentives are provided through the following:

- Deductions from company income tax;
- The co-financing of meals and accommodation for full-time students in tertiary education;
- Scholarships through the Education Ministry, local governments and future employers and free public transport in some cities.

Deductions from Company Income Tax

According to the Act on State Subsidy for Education and Training, up to 50% of expenditures for adult general education can be deducted from the big companies' tax base, and 25% for costs of specific education and training of their employees. Up to 70% of expenditures for adult education can be deducted from the small and medium enterprises' tax base, and 35% for costs of specific education and training.

Enterprises working in areas with a very low standard of living or high unemployment rate, as defined by the regional map of state subsidies, can count on particular tax deductions, as well as entrepreneurs investing in the education and training of disadvantaged employees.

Expenses for general education and training recognised by the Act on State Subsidy for Education and Training are tuition rates at institutions of primary, secondary and higher education and other institutions in which primary, secondary and higher education can be acquired (including undergraduate, graduate and doctoral degrees). The costs for seminars, conferences, workshops and specialisations are also included.

Regarding specific education, the following will be recognised as deductible expenses under the Act: costs of participation in seminars, training, congresses, specialisation and training both in Croatia and abroad. For both general and specific education, the costs of supporting materials and instructors are recognised.

Regarding the non-financial incentives available there is the possibility to exercise the right to educational leave.

Other Sources of Funding

Civil Society

There are **more than 35,000 registered non-governmental organisations** in Croatia. A number of them implement various AE programmes, ranging from creative workshops to civic education. The AE projects implemented by NGOs were funded primarily through international donations, while funding from the state budget amounted to about 30% of the costs of the education projects. In order to support the provision of AE programmes by the NGO sector, the **National Foundation for Civil Society Development (NFCSD)** provides financial support to civil society organisations on the national level.

From the year 2004 to 2007, the NFCSD has published a total of 20 tenders and 14 calls for expression of interest, awarding a total of 878 financial supports to civil society organisations and investing HRK 86,223,475 into civil initiatives, projects, programmes and institutional supports to civil society organisations, cooperation programmes and regional development and decentralisation programmes.

International Funding

An important source of financing comes **from international projects**. Later we will elaborate in more detail on that aspect.

Private Sector

According to research on the competitiveness of the workforce, Croatian companies invest in the development of the competitiveness of their employees below global or European standards.

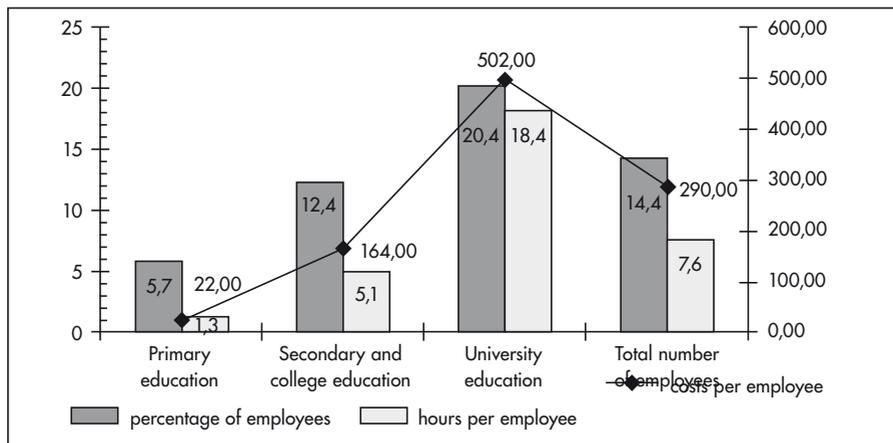


Figure 1: Total percentage of employees who have undergone additional education, total number of hours of additional education per employee, total costs of additional education per employee in HRK; per qualifications in 2002.

However, the recent enactment of the Act on State Subsidy for Education and Training is expected to have a beneficial impact on the increase of investment in education in the private sector.

Fees

Adult learners are also expected either to contribute to the financing of their education or to cover the full expenses on their own. Thus, a number of adult learners bear the expenses of their education. Primarily, the learners finance programmes in art, health, ecology, and workshops focused on developing individual creative abilities. However, the number of free workshops with the goal of profitable use of free time, financed by various associations, NGOs, municipalities or cities, as well as local self-government units, has been increasing steadily.

While a number of adult learners finance retraining programmes on their own, often in instalments, the Ministry of the Economy, Labour and Entrepreneurship refunds 70% of funds invested in re-training for jobs in short supply to persons completing secondary school education for those jobs.

Formal education programmes differ in programme length, curriculum content and the complexity of the occupation. Those are also the elements which determine the programme price. Advanced professional training programmes are the shortest, and the cost of these programmes ranges between HRK 1,500 and HRK 6,000, while the cost of finishing one year of secondary school ranges from HRK 4,000 to HRK 8,000.



*Practical training for cooks
source: divv international*

What is Missing in Terms of Policy, Legislation and Financing?

Policy

- Lifelong learning is not sufficiently prioritised in the government policy, nor is the necessary financial support provided to assure competitiveness of the economy and the labour force by raising the average skill level and making people more adaptable and able to cope with changes.
- Stronger participation of social partners and other relevant stakeholders in the process of preparation, acceptance and implementation of AE strategy and programmes is definitely missing in terms of AE policy in Croatia. This includes the acceptance of decisions taken on a tripartite basis (social partners), and a clear division of authority and responsibility for each stakeholder.
- There is also inadequate preparation and/or insufficient coordination between and among various line Ministries and bodies.



Course for electrotechnicians
source: divv international

Legislation

The **Adult Education Act**, as a system regulation of this complex issue, represents a reasonable establishment of the foundation for the development of adult education in Croatia. However, certain issues have not been adequately elaborated throughout the Act, such as the issue of the stakeholders – students and providers of adult education – financing, the role of the state and local and regional self-governing budgets, and finally, the issue of the development, organisation and supervision of adult education.

Generally, the Act is mainly oriented towards adult education providers, while the students are hardly mentioned. However, regardless of the normative orientation towards providers of adult education there is no substantial regulation of the accreditation or certification either of institutions themselves, or of particular programmes. The system does not develop or specify incentives for adult education stakeholders, students or employers.

Legal regulations should encompass specific application of the Act provisions more extensively instead of its formal contents only. Regarding the supervision, the accreditation and certification system should be oriented towards quality assurance. i.e. to monitoring learning outcomes and not programmes themselves or their elements.

This Act partly prejudices certain types of relations between and among partner institutions, although these should be established at the level of particular documents related to strategic cooperation and the like, and not by the law. At the same time, the system is not regulated in such a way as to support the relationship between adult education projects and programmes on the one hand and the needs of economy and society on the other. There is no mechanism that enables an analysis of proportionality of the funds invested and outputs which would serve as an indicator in terms of planning public funds allocations.

Financing

- There is **a lack of transparency of funding**. Most of the counties in Croatia and some bigger municipalities co-finance various LLL and AE programmes and projects. Furthermore, some bigger cities are also owners and founders of open universities and institutions that provide services for adult learning and education. However, it is almost impossible to get any reliable insight into the amount and the structure of these expenditures.
- Funding overall appears to be **ad hoc rather than coherent**.
- There **are various sources of financing adult education** stipulated by the Adult Education Act. However, the Law does not specify the obligation of particular financial resources, that means it does not determine the percentage of necessary outlays from

the central budget and/or local budgets that will enable a stable, long-term system (with an increased number of participants).

- The **Adult Education Act (rather than by-laws or other acts)** should stipulate **criteria and minimal standards** for adult education given participation in financing from the state (ministries), units of local government and self- government and participants.
- There is **no analysis of costs by institution or sector** and there is a need to introduce a legal obligation for the budgetary users to analyse the costs for institutions and sectors.
- Educational programme organisers have **additional costs**, besides those for organisation, facilities and lecturers. These are, i.e., costs of programme development, because programmes are not standardised and providers also have to pay fees to the Education Ministry for the verification of programmes. Because of all this, the financing of adult education cannot be regarded as a coherent element.
- The most important recommendation is that next to administrative and economic classification, expenditures should also be shown in **functional classification** because LLL and AE programmes exist not only within the Education Ministry but also in other ministries and bodies. The truth is that functional classification has started to be introduced, but far too slowly. As far as programmes themselves are concerned, it is necessary to develop **performance indicators** that will show how successful a particular programme is in achieving the planned goals.
- It is necessary to introduce **controlling, monitoring and evaluation** of financing. It is necessary to follow the expenditures regarding the results, while the results of independent evaluation should be used for improvement of procedures for implementation and financing.
- **Improved financial management and budgetary discipline** is required. It is therefore necessary that all users of budgetary resources for education purposes prepare a joint report at the end of the fiscal year.

It is important that the budget documents explain carefully from year to year how the budgetary and multi-annual line item estimates relate to the multi-annual estimates of the previous year. At present this information is largely lacking and that makes it difficult for the Parliament and civil society to assess the budget proposal of the Government. All data on revenues and expenditures should be presented for at least a two-year (possibly three-year) period. Furthermore, **classification and presentation** of the data should be organised in a way to **enable comparison over a longer period**.

- There is a need for **reactivation** (reanimation) of the process **of decentralisation** of fiscal policy.
- The criteria for the **distribution** of available financial resources should be determined **on a yearly basis** by the authorised body – Adult Education Council.



Practical training for cooks
source: dvv international

Providers

Types of Providers

The issue related to adult education providers is regulated by the Adult Education Act, according to which, adult education institutions can be established by:

- The Republic of Croatia
- Local and regional government units
- Other legal and physical entities
- Adult education institutions can implement the programme if they have registered adult education as their activity and if they meet the spatial, staff and material criteria defined by the programme that must be in accordance with the standards and norms for its realisation.

According to the data available at the Agency for Adult Education, there is currently a total of 450 institutions which provide Adult Education, with 100 public open universities, 54 open universities, 48 primary schools, 183 high schools, 20 centres and 45 other institutions.

Aspects of Quality

Not much has been done regarding aspects of quality in AE in Croatia so far. There is no comprehensive quality assurance system, which is why the validity and effectiveness of much adult learning is not known. There is little evaluation of what is on offer or the outcomes, or whether these have benefited the individual or the economy.

However, first steps related to some aspects of quality have been undertaken within Component 4 of the CARDS 2004 for AE, which can be summarised through the following results:

- The training methodology for basic occupations has been developed;
- A draft proposal for improvement of the verification/accreditation procedure has been drafted;
- A draft proposal for the development of the expert supervision system has been drafted and an initial training for AE Agency supervisors was carried out.

The main needs for AE in Croatian society go in the direction of core competencies (OECD) especially entrepreneurship skills, learning-to-learn skills, management skills, foreign languages, numeracy and literacy for certain population groups (middle aged to older).

Needs for and Participation in Adult Education

The main needs for AE in Croatian society go in the direction of **core competencies** (OECD) especially entrepreneurship skills, learning-to-

learn skills, management skills, foreign languages, numeracy and literacy for certain population groups (middle aged to older).

Focus groups should be targeted for **the inactive**, since the inactive are the least educated, even worse than the unemployed. The activity rates have to be raised. There is a general need for workers who are flexible, willing to learn, have a pro-active attitude to work and have transferable skills.

Leadership and management skills are hugely needed especially from people who have experience in the international setting.

Although some employment services carry out labour market surveys, there is often no systematic process for identifying skill shortages or anticipating future skill needs.

In terms of the growing sectors there is a lack of high quality human resources in **tourism, agriculture and even traditional sectors such as textiles, leather, ship-building, metal working, construction etc.**

New, fast growing sectors such as IT, the financial sector, real estate and insurance have **been hit hard by the global crisis** but they have skimmed off a lot of human capital from other sectors so there are no visible deficiencies here.

There is also an inadequate number of workers in the **wellness and health sectors**. On the other hand, retail, which employs many secondary school educated young people but also retained considerable numbers of middle aged women, seems to have adequate sources of labour but there may be a problem when **retail shopping** becomes more a part of supply amusement and free time services which includes entertainment, multimedia, etc.

Participation

Croatia at the moment does not conduct systematic statistical observation of the overall adult education system. The Central Bureau of Statistics (CBS) observes formal primary and secondary adult education. It also observes the work of open universities every three years for the needs of the Ministry of Culture and other beneficiaries. Statistical observation is of crucial importance for the development of the adult education system. However, under the existing circumstances, the CBS highlights the problem of the inaccessibility of data and defining report units and basic concepts.

It is, therefore, difficult to completely rely on the structure and quality of learners. It must be emphasised, though, that the Agency for Adult Education has recently established (through the CARDS 2004 Project) a statistical database for AE and piloted functioning thereof in one of the Croatian counties.

However, **some statistical data is available**, indicating that the percentage of adults in Croatia who participate in any form of Adult Education is rather low, particularly when compared to the European average. According to the Working paper 2005 report: *"Progress Towards the Lisbon Objectives in Education and Training"*, in 2004 1.9% of adults (aged

Croatia at the moment does not conduct systematic statistical observation of the overall Adult Education system.



Painting course

source: dvv international

25 to 64) participated in some form of adult education, while in 2006 the percentage was slightly higher, reaching the still unsatisfactory **2.1% of the adult population**.

Although the statistical database on the national level is currently not yet fully functional, a number of institutions keep detailed statistical data on participation in the programmes they implement or provide. Data on participation can serve as an illustration on the participation in AE.

Reasons for not participating in adult learning include a lack of knowledge of what is on offer, opportunities not readily accessible at work or in the community, or poor quality, costs, and simply a lack of interest. There are exceptions, of course. When a crisis occurs, such as a factory closure, demand for retraining increases, some highly motivated

people actively develop their competencies, and many employers, particularly large employers, invest in the development of their workforce.

However, there is, as yet, insufficient pressure from the workforce as a whole, from the trade unions who represent them, and from many enterprises, to increase workforce learning.

Participation in Croatian Employment Service Programmes

The Croatian Employment Service participates in the activities of **training the unemployed** with the aim to improve their competencies and adjust them to the current and forecast labour market needs. In addition to implementing the Active Employment Policy Measures (encompassing a total number of 2960 persons, of whom 1713 are females, in 2007, and 2361, of whom 1259 females, in 2008) within the scope of which employment and education for employment are financed and co-financed, the CES also participates in various initiatives and activities related to education of the unemployed, implemented through various EU-funded projects.

For a Literate Croatia: The Way to a Desirable Future

As already mentioned above, due to the fact that Croatia at the moment does not conduct systematic statistical observation of the overall adult education system, it is not possible to present reliable data on participation in specific programmes of general, non-VET AE. However, as the literacy programme has been thoroughly revised within the CARDS 2004 for Adult Learning project (Component 5), their findings will be presented here below.

In the period from 2003 to 2007, the overall funding was secured in the state budget for the project **For a Literate Croatia: The Way to a Desirable Future**, an adult literacy project targeting adults who have not completed primary education, and amounted to HRK 29 million.

A total of 4945 persons attended the adult literacy programme in the period from 2003 to April 2009.

A number of recurring messages may be seen emerging from the different sections of the survey. Issues can be identified broadly under headings:

- **Definition of literacy**

The traditional method of measuring literacy according to the number of years spent in school is no longer an adequate measure. Adults learn in many situations, not only in the formal school setting. Attention needs to be focused instead on developing criteria for functional literacy and measuring competencies against these criteria. The definition of literacy in terms of functional literacy will evolve as the demands of a complex society and economy change and new skills and competencies are required.

- **Funding**

Low participation rates mean economically unviable class sizes, and offering such a programme becomes unattractive to training providers. There are problems with the current voucher system since training providers receive reimbursement late. When participants drop out this leads to no refunding of their voucher for the institution. The withdrawal of funding for travel costs for participants discriminates against those in rural areas where the need for education may be greater.

- **Curriculum**

The current curriculum is not suited to the needs of adults and is based on traditional school subjects with no integrated vocational component. The curriculum is *"one size fits all"*: i.e. there is no opportunity to personalise the curriculum to meet individual interests and needs. The more successful training providers make the adjustments they can in order to try to overcome this difficulty.

- **Teacher Quality**

There is a lot of good will and commitment among the teachers involved in the programme. However, the majority have no specialist andragogic training and a significant number expect the learners to accept the culture of traditional school discipline. For adults returning to learning after, in some cases, a number of years, this is unacceptable. The experience of second chance education needs to be very different from the first experience of school that led to the initial dropping out.

Research and Training

Research

There are currently no reliable indicators regarding the number or structure of teachers in adult education. Considering the variety of educational programmes, experts from various fields hold classes for adults more than teachers.

There are currently no reliable indicators regarding the number or structure of teachers in adult education. Considering the variety of educational programmes, experts from various fields hold classes for adults more than teachers.

Training of Adult Educators

Teachers in formal education with no teaching qualifications must acquire additional pedagogical and psychological education in order to become educators. Thus sub-statutory acts, which define the teachers' qualifications and development, do not define adult education as a special professional field.

Teachers and trainers do have the option of undergoing MoSES-verified programmes for andragogic skills, but these are purely voluntary and offered commercially. The development of the programme for in-service training of teachers and trainers in adult education is a task of the AAE.

Support for the professional development of teachers and trainers in adult education is also provided through the work of two institutions – the Croatian Andragogy Society and the Croatian Association for the Education of Adults.

Universities and Adult Education

Only the **Faculty of Teacher Education of the University of Zagreb** is involved in education of adult educators. The following programmes were realised at the Faculty in the area of formal adult education from 1997 to 2007:

- In-service course for educators of preschool children (college education), where a total of 1,098 students graduated;
- In-service course of classroom teaching lasting for eight semesters (supplementary education for teachers who graduated from two-year-long teacher colleges), where a total of 801 students graduated from 1997 to 2007.

In the area of non-formal adult education from 1997 to 2007, the following programmes were realised:

- pedagogical and psychological education of experts who graduated from non-teacher faculties. A total of 2,166 candidates were enrolled from 1997 to 2007; 1,445 candidates graduated;
- the 4-semester-long programme of Waldorf pedagogical training has been provided since 2003;
- the course for vocational training for teachers of preschool programmes of English for preschool children educators has been provided since 2007;
- vocational training for Montessori pedagogy lasting for 292 teaching hours has been provided since 2006;
- vocational training for communal pedagogy (180 hours) and the Agazzi method (292 teaching hours) has been provided since 2007.

With the recent establishment of the AE Agency, a Research Department has also been set up. However, given the constant negative selection due to very low salaries in terms

of recruiting truly competent personnel for work in the specialised government agencies, it is questionable whether some efficient output is to be expected soon.

International Cooperation

Contribution to the Stability of South-Eastern Europe through Fostering Local and Regional Structures of Adult Education – the Stability Pact 2000–2003

The Stability Pact 2000–2003 was primarily focused on achieving the following three project objectives:

- **Lobbying for the development of adult education:** As part of the project, the National Debate on the Memorandum on Lifelong Learning was organised in cooperation with the Parliamentary Committee for Education, Science and Culture. An introductory seminar about the EU and South-Eastern Europe was organised in cooperation with the European Association for the Education of Adults (EAEA). Project results included an important international conference on adult education, a presentation of the PISA project and the organisation of the first Lifelong Learning Week in Croatia, as well as the Croatian Andragogy Academy, with the main topic: Legislation in Adult Education.
- **Capacity building:** The project encompassed four workshops on new methods in Adult Education for teachers, participation at international conferences, supplying computer equipment for open universities, and support to the establishing of open universities on the Central Dalmatian islands.
- **Improving educational programmes:** The introduction of the Xpert European Computer Passport was a part of the programme improvement plan.



Seminar in Croatia

source: dvv international

A specialised library Theory and Practice of Adult Education was also set up through the project, with five publications and the journal Adult Education. The project beneficiary in Croatia was the **Croatian Association for the Education of Adults (CAEA)**.

VET Sector Reform Projects

Reform of the vocational education and training (VET) sector was one of the primary targets of the EC CARDS programme. In particular, the process of modernisation of the Croatian VET system has received continuous TA support. While the implemented CARDS projects were not primarily focused on AE, AE was in the focus of some of the project components. Therefore, the following CARDS projects with AVET are of relevance for this report:

- EC CARDS 2001: Vocational Education and Training (VET) (EUR 600,000)
- EC CARDS 2002: VET-Modernisation and Institution-Building (VET-MIB) (EUR 1.5 million)
- EC CARDS 2003: VET Centres of Excellence (EUR 4.4 million)

Labour Market Related CARDS Projects

While the labour market related CARDS projects in Croatia are mainly aimed at harmonising the needs of the Croatian labour market and the vocational education system, there is also focus on adult education and on professional counselling of adult learners. Therefore, a summary of the projects shall be presented here.

- EC CARDS 2001: Labour Market Restructuring (EUR 3 million; 2003–2005)
- EC CARDS 2002 and 2004: Local Partnership projects (EUR 900,000 and 1.5 million)
- EC CARDS 2003: Decentralisation of the Croatian Employment Service (EUR 500,000)

European Training Foundation

The European Training Foundation (ETF), as an EU agency for support to the VET reform and human resource development in transition countries, has been providing various forms of assistance for VET and AE fields in Croatia in the period starting from 2000. However, it is hard to say what proportion of funding was exclusively spent on AE in a narrow sense.

Representatives from the AE field have been included in most of the ETF activities, while the AL Stock Taking Report project (2003) was exclusively devoted to the design of an AL strategy. Three workshops were also organised in 2007 with the aim of capacity building of the then newly established AAE.

Trans-European Mobility Scheme for University Studies (Tempus)

The projects financed through the Tempus programme present an important instrument for the continuous professional development of university teachers (professors, early stage researchers and others) and university management personnel.

Projects Regarding In-Service Training and Education of Civil Servants

- EC CARDS 2001: Public Administration Reform (EUR 1.5 million)
- Support to Public Administration Reform (EUR 50,000 provided by the UK Foreign and Commonwealth Office)
- Public Sector Development Programme 2005–2007 (EUR 2 million) and 2008–2010 (EUR 2 million provided by the Ministry of Foreign Affairs of the Kingdom of Denmark)
- EC CARDS 2003: Support to the Implementation of the Civil Service Reform (EUR 1.7 million)

- EC CARDS 2003: Capacity Strengthening for Administrative Decentralisation (EUR 1.5 million)

Ministry of Justice, Judiciary Academy – Judiciary Reform Projects

In the period between 2001 and 2008 substantial funding has been secured from international sources for projects supporting the reform of the judiciary in Croatia.

The following projects have been implemented:

- CARDS 2001: Reform of the Judiciary – Support to the Croatian Judicial Academy;
- CARDS 2003: Education and Training of State Prosecutors;
- CARDS Regional Project 2003: Establishment of an Independent, Reliable and Functioning Judiciary and the Enhancing of Judicial Cooperation in the Western Balkans;
- TAIEX (Technical Assistance and Information Exchange Instrument) – training programmes for implementing the *acquis communautaire*;
- PHARE 2005: Support to the Croatian Judicial Academy – Developing a Training System for Future Judges and Prosecutors;
- TEMPUS Projects: Reforming the Croatian Legal Education (RECLE) Foreign Languages in the Field of Law



The Island of Zlarin

source: dvv international

SME Sector Development Projects

With SMEs and Entrepreneurship Policy Centre (CEPOR) either as project partner or project leader, a number of projects with the aim to develop the SME sector have been implemented. All of the projects have a training dimension, which makes them relevant in the context of this report. Some of these projects are as follows:

- CARDS 2002: Local Development and Small Enterprises: Business Growth, (EUR 25,000);
- PHARE 2005: Croatian Small Business and EU Challenge: Danger or Hope?, (EUR 50.000);
- PHARE 2005: Promoting Entrepreneurial Skills in VET Schools, (EUR 200.000);
- PHARE 2005: From Dependency on State Benefits to Self-employment (EUR 80.000).

Instrument for Pre-Accession Assistance (IPA)

Within the new pre-accession assistance programme (IPA) two projects have been planned:

- **Comprehensive Strengthening of the Capacities of the Agency for Adult Education** (primarily intended for institutional development); provisional commencement date of the project implementation is May 2010.



Exams for cooks

source: divv international

- **Regional Network of Local Learning Institutions**

The project will contribute to the creation of a regional network through establishing and/or continuation of cooperation between adult education institutions for programme exchange and through their cooperation with local partners, non- governmental organisations and other relevant partners, in order to encompass the needs of adult learners. Provisional commencement date for project implementation is May 2010.

The project will also provide assistance to grant beneficiaries in implementation and management of the projects of the related **grant scheme**.

CARDS 2004

The implementation of this EU pre-accession assistance project (financed with EUR 1.5 million) started on 3 September 2007 and ended on 2 May 2009. The implementation comprised the following:

- Establishing of a data base;
- Drafting of proposals for improvement of policy, legislation and financing of Adult Education;
- Ensuring of quality of training for simple professions;
- Reviewing of "For Croatian Literacy: the Road to Desirable Future" Project;
- Launching an education campaign;
- Designing education portals and information points.

An international consortium headed by Aarhus Technical College from Denmark led the 20-month project implementation. Its users were the Ministry of Science, Education and Sports and the Agency for Adult Education – the latter one being the main partner of the project.

South East European Centre for Entrepreneurial Learning (SEECEL)

The initiative for SEECEL has been established within a framework of the European Charter for Small Enterprises following extensive consultation, dialogue and engagement with relevant countries from the South East Europe (SEE) in the course of 2007–2008. In compliance with the specific elements of the Charter and relevant needs in the SEE region, the activities of the SEECEL are based on the following pillars:

- Development of the entrepreneurship key competence (ISCED 2 level);

- Promotion of entrepreneurship at the third level education (ISCED 5/6 level) within non-business disciplines;
- Enterprise-driven training needs analysis.

SEECEL is one of a kind in a relevant field and demonstrates how eight countries (Albania, Bosnia and Herzegovina, Croatia, Kosovo, Macedonia, Montenegro, Serbia) involved in the EU accession process have come together for the purposes of co-working developments in entrepreneurial learning.

The SEECEL launched its official activities in January 2009 as an organisational unit of the Croatian Chamber of Economy. As of July 2009, SEECEL will function as an independent organisation with legal registration under the national legislation of the host country (Public Institution Act of the Republic of Croatia).

In addition to the financing of SEECEL allocated within the national budget of the Republic of Croatia, the bulk of the financial support for SEECEL will be ensured by the European Commission within the framework of the Multi-beneficiary envelope of the IPA Programme.

Topics that could be recommended for future international cooperation

- Future skill needs forecasts
- Modern curricula design with e-learning and v-learning solutions
- Sources of financing schemes for adult education and lifelong learning
- Mechanisms for monitoring changes in skills
- Provision of meaningful learning opportunities for adult learning educators
- Integration of the enterprise sector in research and education

Main Challenges for the Future

Topics to be tackled:

- Upgrading trainers' skills and knowledge by making it less theoretical and more practical and relevant for the labour market;
- Standardisation of educational outputs from formal/informal/non-formal learning outcomes;
- Detecting adequate programme types needed for specific users;
- Speeding up the (institutional) response to new needs;
- Attainment of AE quality standards;
- Development of a bottom-up approach in the sphere of planning and decision-making;
- Overcoming the failure of EU-funded development projects to reach AL providers and end users of AL programmes.

Next steps needed to be undertaken by the national policy

- Start serious (not only on a declarative level) cooperation between the Education Ministry and the Ministry of the Economy as well as with all social partners within sectors to start managing attainment of relevant knowledge and skill needs;
- Establish skills councils;
- Find solutions on how to recruit truly competent managers for relevant agencies; ones who understand what AE is about and have a clear vision of the adult and lifelong learning systems development;
- Pump much more public money into the private sector which provides educational services but with strict rules and control mechanisms regarding quality standards and educational outputs.

Next steps recommended to be undertaken by the EU

- Provide support in establishing the Train the Trainers' System, as well as In-Service Teachers' Training System;
- Provide support to the establishment of quality standards;
- Provide support to capacity building for analytical ability in relevant institutions;
- Provide support in establishing the system of recognition of non-formal and informal learning;
- Provide support to ensuring sustainable technical infrastructure for regular publishing of an andragogic journal (which could develop a potential for becoming a regional publication).

Next steps recommended to be undertaken by the European partners

The viewpoint of the author of this report is that European partners already do whatever they can through EU-funded projects. However, some improvements could have positive impact on future project outputs.

- All the EU-funded projects related to education have so far dealt with institution building, while human resources development hasn't been perceived as more than a marginal activity. The truth is that the majority of projects are planned to last for two years, which is in fact too short to adequately deal with human capital. It would therefore be good if some of the future projects were designed so as include many more AL providers. This would ensure that the benefits from the projects reach end users more quickly. The positive effects of building the capacity of an intuitional infrastructure needs to be felt by providers and end users.
- Although all the EU-funded projects are based on the partnership principle between EU consultants and beneficiaries of the projects in question, the implementation of the projects is often carried out more as though they were based on the principle of paternalism. Thus, the Croatian beneficiaries often perceive these projects rather as the job

- of the EU than a joint venture between partners.
- It is also felt that if at least one key expert position were planned for Croatian **independent** experts within the upcoming EU-funded projects, the development of highly needed independent local expertise would receive the necessary impulse and that in turn would result in gradual development of research capacities in the country.



Kornati National Park

source: dvv international

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List of Abbreviations

AAE:	Agency for Adult Education
AC:	Andragogy Centre
AE:	Adult Education
AVET:	Agency for Vocational Education and Training
CAEA:	Croatian Association for the Education of Adults
CARDS:	Community Assistance for Reconstruction, Development and Stabilization
CAS:	Croatian Andragogy Society
CBS:	Central Bureau of Statistics
CCE:	Croatian Chamber of Economy
CCTC:	Croatian Chamber of Trades and Crafts
CEA:	Croatian Employers' Association
CEPOR:	SMEs and Entrepreneurship Policy Center
CES:	Croatian Employment Service
CROQF:	Croatian Qualifications Framework
E4E:	Education for Entrepreneurship
EC:	European Commission

ECDL:	European Computer Driving Licence
EQF:	European Qualifications Framework
ETF:	European Training Foundation
ETTA:	Education and Teacher Training Agency
EU:	European Union
HRDOP:	Human Resources Development Operational Programme
HRK:	Croatian Kuna
IPA:	Instrument for Pre-Accession Assistance
MAFRD:	Ministry of Agriculture, Fisheries and Rural Development
MoELE:	Ministry of the Economy, Labour and Entrepreneurship
MFAEI:	Ministry of Foreign Affairs and European Integration
MFVAIS:	Ministry of the Family, Veterans' Affairs and Intergenerational Solidarity
MoSES:	Ministry of Science, Education and Sports
NCEEE:	National Centre for the External Evaluation of Education
NFCSD:	National Foundation for Civil Society Development
NGO:	Non-governmental Organisation
OECD:	Organisation for Economic Co-operation and Development
SME:	Small and Medium Enterprise
VET:	Vocational Education and Training

Adult Education in Turkey



The Blue Mosque in Istanbul

source: dvv international

İrfan Misirli

Adult Education in Turkey

Policy, Legislation and Financing

Current Legislation and Policies in the Area – The Constitution

Getting an education is a **constitutional right** for all citizens of Turkey regardless of their age or any other factor. Article 42 of the Turkish Constitution defines the outlines of structure and objectives of the Turkish education system. In short, the article states that everyone has the **right to be educated** and no one shall be deprived of the right of learning and education (1). The scope of the right to education is to be defined and regulated by the related Act. Primary education in Turkey is compulsory for all citizens of both sexes, and is free of charge in state schools. Secondary education is also free. The principles governing the functioning of private primary and secondary schools are to be regulated by Act in keeping with the standards set for state schools. The state is to provide scholarships and other means of assistance to enable students of merit lacking financial means to continue their education. The state must take necessary measures to rehabilitate those in need of special training so as to render such people useful to society.

Everyone has the right to be educated and no one shall be deprived of the right of learning and education.

The Act that the constitutional article addresses is the **National Education Basic Act**. The education system in Turkey is governed mainly by this Act which came into effect in June 1973. According to this Act, the Turkish **national education system** is composed of two basic components: **formal education** (*örgün eğitim*) and **non-formal education** (*yaygın eğitim*) (Article 18). Formal education consists of pre-school education, compulsory education which is 8 years, high-school education and higher education. Non-formal education is defined as the training and education of those who did not enrol in formal-education for whatever reason, or continuous education of those who had taken some level of formal education. The Act requires formal and non-formal education activities to be organised in close collaboration and coordination, utilising each other's available resources to the fullest extent.

In the legal foundation of the Turkish education system, adult education and other continuing education activities lie in the scope of non-formal education. Non-formal education activities in Turkey, including adult education, are regulated with more than one specific regulation. In general, we can talk about five significant regulations related to the area:



Vocational training
source: div international

Articles 40, 41 and 42 of the National Education Basic Act (1739 LN)

These articles define the scope, objectives and methodology of non-formal education activities within the Turkish Education System. In short, the main objectives are stated as the following: increasing the number of **literate people**, increasing **quality of life** for citizens through health education, increasing the role of the individual in the economy through vocational training activities, and carrying out in-service training of people who are already employed. The Act also separates non-formal education activities into two complementary fundamental training activities: general training and vocational/technical training. Finally, the Act appoints the Ministry of National Education (MoNE) as the sole coordinator of all non-formal education activities whether they are carried out by state, private or non-profit organisations.

Vocational Education Act (3308 LN; 4702 LN)

This Act, enacted in 1986, is the first comprehensive Act specific to non-formal education in Turkey. The Act mostly addresses the vocational training aspect of non-formal education. It defines the rules and regulations for the education and training of apprentices, skilled workers and masters in schools and enterprises. The Act also appoints the **Board of Apprenticeship and Vocational Education** as the facilitator body of the vocational education activities in Turkey. The presidency of the board is carried out by the head counsellor of MoNE. The board members consist of counsellors of various related ministries as well as members from chambers of industry and commerce and other public bodies. MoNE and related vocational bodies are responsible for the execution of this board's decisions.

Act of Organization and Duties of the Ministry of National Education (3797 LN)

While defining the overall structure of MoNE, this Act defines the units responsible for carrying out non-formal education as well. The defined unit for the non-formal education within MoNE is the **Directorate of Apprenticeship and Non-formal Education (DANE)**. This directorate is responsible for the Adult Education activities as well. The duties of this directorate are given in the Act as the following:

- a) Carrying out vocational training of apprentices, skilled workers and masters in accordance to the Vocational Education Act
- b) Carrying out non-formal vocational and/or technical training of citizens who are not yet enrolled to, dropped out from or completed formal education
- c) Founding and administering apprenticeship and non-formal education organisations

- d) Preparation of curricula, text books and other training and educational materials of schools and organisations.

The Directive about Non-Formal Educational Institutions (2006)

A Non-formal Educational Institutions Decree (Resmi Gazete Nr. 26080, 2006) has been approved by the Ministry of National Education to regulate the activities of the non-formal educational institutions attached to The Directorate General of Apprenticeship and Non-Formal Education of MoNE. This covers the establishment, administration, education, production, counselling, inspection and coordination activities of all courses to be opened by Public Education Centres (PEC) and Educational Rooms (ER), or by any other institution in cooperation or with the approval of PECs, outside of private educational institutions.

This new regulation matches Turkey's needs better than the 1979 regulation on non-formal education centres. It is more flexible and arranges that, if possible, powers are transferred to a local level. It also regulates the participation of volunteers (which can be persons and institutions). Courses are conducted mainly in three categories: literacy and making-up of unfinished programmes; vocational and technical programmes; and social and cultural programmes (Articles 7 and 46). The courses, conducted by the schools themselves, are mostly evening courses organised and carried out locally to meet the training needs of their locality. (LLL Policy Paper, 2006)

Vocational Qualifications Association Law (5544 LN)

This law defines the structure and duties of the newly founded Vocational Qualifications Association which will implement the Vocational Qualifications System of Turkey. Also, the law requires incorporation of programs, training and certification of the Vocational Standards Framework for formal and non-formal education in Turkey.

As stated in the laws and regulations above, Ministry of National Education (MoNE) is the main responsible body for Adult Education activities within the Turkish government. There is an organisation within the structure of MoNE which is specialised in the area called **Directorate of Apprenticeship and Non-Formal Education (DANE)**. Founded in 1983, this directorate focuses on the issues about vocational training and lifelong learning aspects of the Turkish education system. The directorate has branches in all districts of Turkey, and is mainly responsible for carrying out vocational and Lifelong Learning activities.

The Directorate's mission statement is defined as the following:

"In order to build prosperity by increasing the public's quality of life through the Lifelong Learning perspective, increasing creativity and work skills of the members of society from all age and social levels, developing non-formal education programs that are accessible whenever and wherever there is a need, conducting the training of apprentices, skilled workers and masters according to workforce market needs and developing required legislation and conducting inspections."



Public Education Center course
source: dvv international

Another ministry that is interested in the adult education activities in Turkey is the **Ministry of Labour and Social Security**. As stated in the Vocational Qualifications Association Law above, the Vocational Qualifications Association's main goal is to implement a national vocational qualifications framework based on vocational standards. This includes adjusting, modifying and recreating the current curricula of vocational training in Turkey according to the newly implemented framework. Thus the Ministry of Labour and Social Security and the Ministry of National Education are expected to increase collaboration on the issues of Adult Education in the future.

MEGEP's Policy Paper and Strategy Document for Lifelong Learning (LLL) in Turkey

MEGEP (or English **SVET** – Strengthening the Vocational Education and Training System in Turkey) is an EU funded project within MoNE that aims to improve vocational training and education system of Turkey. As an expected project output, the project developed the first **Lifelong Learning Policy Paper** in 2006. The paper discusses the current state of lifelong learning in the European Union, discusses the current situation of Turkey in terms of lifelong learning, details several perspectives and opportunities regarding Turkey and gives suggestions and recommendations about the area for the future. The policy paper recommends change in seven key areas:

1. System, Infrastructure and Funding of Lifelong Learning
2. The Collection and Use of Data for Monitoring and Decision-Making
3. Decentralisation and Devolution, Civil Society and Collaboration
4. Information, Advice and Guidance to Learners, and a Culture of Learning
5. The Development of Staff Capacity
6. International Co-operation
7. Quality Assurance and Accreditation

The paper also suggests nine priority programs to be implemented for the sake of harmonising LLL in Turkey to the EU standards. The programs considered are:

1. Basic life skills and literacy training for adults
2. Rural development programmes for lifelong learning
3. A comprehensive basic skills and key competencies development strategy
4. Involving and supporting civil society in implementing lifelong learning
5. Enterprise training
6. Standardisation and certification of skill levels, and wider provision
7. Comprehensive training and retraining of practitioners

8. Information and awareness campaign
9. Media and Lifelong Learning

In 2007, SVET also issued a **Lifelong Learning Strategy Document** which is still in the draft stage and awaiting finalisation. This document mainly focuses on and details the suggestions and recommendations given in the policy document. **Eight Strategic Goals** are defined for Turkish Lifelong Learning Policies in this strategy document. These goals are stated as the following:

1. Strengthening LLL system and infrastructure
2. Increasing LLL financial sources
3. Data collection and usage for monitoring and decision-making
4. Cooperation with NGO's and local administrations
5. Generalisation of informative, advisory and guidance services for students and creating a learning culture
6. Implementing a quality assurance and accreditation system
7. Enhancement of personnel capacity
8. Maintaining international cooperation

MoNE's LLL Strategy Document and Its Significance to Turkey's EU Candidacy Process

A strategy document for Lifelong Learning in Turkey is also significant for Turkey's EU candidacy process since preparation of such a document is one of the requirements in Turkey's Programme for Alignment with the European Union's Acquis Communautaire (2007–2013). The Turkish government assigned MoNE to prepare this document. The document was completed by MoNE and approved by the cabinet in June 2009.

The prepared strategy document is largely influenced by SVET's previous studies in the area (i.e. policy and strategy documents) and it is composed of two parts:

- a) List of Objectives (detailed and ordered by priority)
- b) Action Plan

A strategy document for Lifelong Learning in Turkey is also significant for Turkey's EU candidacy process since preparation of such a document is one of the requirements in Turkey's Programme for Alignment with the European Union's Acquis Communautaire (2007–2013).

The strategy document defines sixteen objectives ordered by their priority. The top three objectives in the document are stated as the following:

1. Making the required regulations for the sake of coordination between stakeholders in lifelong learning that clearly determines their duties and responsibilities
2. Creation of an LLL culture through public awareness efforts
3. Strengthening of the data collection system for effective monitoring, assessment and decision-making

For each of the sixteen objectives, a detailed action plan is also given in the document. The plan includes the necessary steps to achieve the stated objective, main responsible body assigned to the task, related bodies, and a deadline for the realisation of that particular objective.

1.2 Financing of Adult Education in Turkey

The public budget allocated for Adult Education and other non-formal education activities in Turkey is used and managed by the **Directorate of Apprenticeship and Non-Formal Education (DANE)**. The yearly budget breakdown of the directorate is given in Table 1.

Years	Overall State Budget	Budget of Ministry of National Education	The Directorate of Apprenticeship and Non-Formal Education	Budgetary Share of DANE in MoNE
2006	1,70157E+11	16568145500,00	415184800,00	% 2,5
2007	2,00902E+11	21355634000,00	473016050,00	% 2,2
2008	2,18285E+11	22915565000,00	577812150,00	% 2,5
2009	2,57742E+11	27883696000,00	687219000,00	% 2,4

In addition to the work of the Ministry of National Education and DANE, educational services for SMEs (Small and Medium Enterprises) have been implemented and supported by KOSGEB (Small and Medium Industry Development Organisation) and by TESK (Merchants and Craftworkers Chambers Association). According to law, TESK should allocate 5% of their gross income to a training budget for vocational training. TESK established a Vocational Training Fund to support such training activities. Both the training budget and the Vocational Training Fund are used for the vocational training needs of merchants and craftworkers, as well as the affiliated vocational organisations. (LLL Policy Paper, 2006)

Although there has been some level of legal, institutional and financial groundwork for it for some time, adult education and related lifelong learning concepts are fairly new to Turkey. Turkey's recent interaction with the European Union helped the need for adult education to resurface and urged responsible parties to act on the issue in the last few years.

The **candidacy process of Turkey to the EU** required harmonisation of Turkey's legislation with the EU's in some fields, including education. In order to achieve that, **Turkey's Programme for Alignment with the Acquis Communautaire (2007–2013)** was developed

between parties in 2007. The chapter called Education and Culture in this program requires the preparation of a **Strategy Document for Lifelong Learning** (Ref: 26.2007.2.05) by the year 2007. By 2013, the programme expects legislation about lifelong learning in Turkey to comply with the Lisbon Strategy of the EU. As stated before, the Strategy Document was prepared by MoNE in 2009 and approved by the cabinet in June 2009.

In terms of legislation, policy and financing, Turkey has a lot to accomplish to reach the goals set in the Lisbon Strategy. Currently adult education activities in Turkey are carried out in a very limited scope in an outdated manner.

As regards the legal aspect of things, we see that modern approaches and concepts in the field are not backed up by the current legislation system. Concepts like adult education and lifelong learning go unaddressed in the laws and regulations. Instead the outdated and obscure term of “*non-formal education*” is used. This is due to the fact that most of these laws were enacted in the 70s and 80s when these concepts were primitive or even non-existent.

There has been an increase in the efforts on developing **new policies** about adult education in the recent years. However most of these efforts originate from EU-related interaction instead of public awareness or need. This shows that both the public and the state are not very aware of Lifelong Learning concepts and how they are beneficiary. Preparation of the Strategic Document for Lifelong Learning is certainly a start from a policy standpoint, but after about two years in the draft stage the document still awaits finalisation. This delay may impede the timetable for possible future action as well as the commitment and motivation of the related parties.

The funding of adult education is known to be costly. However it is obvious that the Directorate of Apprenticeship and Non-Formal Education, the state’s main provider of non-formal and vocational training activities, does not get enough from the state budget. Moreover the Turkish Government does not offer financial incentives of any kind regarding adult education to any group in society. Therefore it is obvious that Turkey needs to rethink the ways of funding adult education.

Providers of Adult Education

In very general terms, the following groups and organisations are responsible for providing adult education in Turkey:

1. Providers from State Education

- Universities
- General and vocational training institutions
- Public and vocational training institutions
- Private education institutions
- Elementary schools
- Pre-school structures

2. State Institutions and Organisations

- Ministries and relevant institutions
- Institutions, boards, and high-committees established by law
- Regional and local authorities
- Turkish Armed Forces

3. Business World

- Businesses and other labour organisations
- Trade unions and employers' organisations
- Professional public institutions

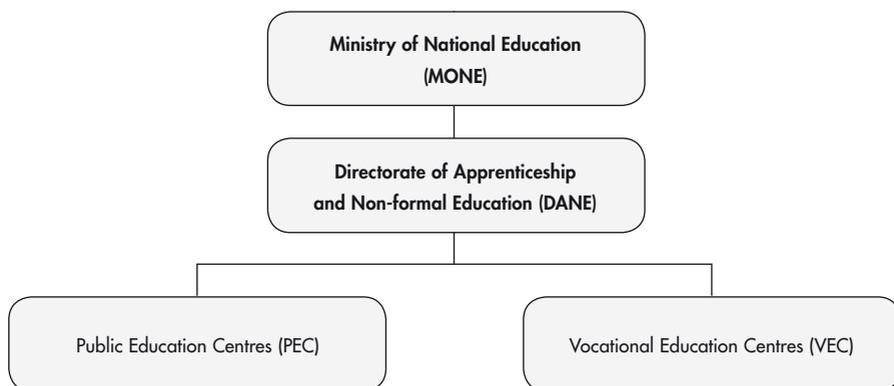
4. Non-governmental Organisations

- Foundations
- Unions

5. Media

As stated before, the **Ministry of National Education (MoNE)** is the main provider of adult education and related lifelong learning activities in Turkey. The defined sub-unit within MoNE that is responsible for LLL and Adult Education activities is the **Directorate of Apprenticeship and Non-formal Education (DANE)**.

Table 2. Digramm – Organisational structure of State non-formal education providers



DANE oversees two organisations that are established countrywide **Public Education Centres (PEC)** and **Vocational Education Centres (VEC)**.

1. Public Education Centres – PEC (*Halk Eğitim Merkezleri*)

Organised in all cities and districts of Turkey (967 points to be exact) and with more than 10,000 employees, PECs are the **main providers** of non-vocational non-formal education in Turkey.

PECs are able to provide free education services between 07:00 and 24:00, including weekends. There is a twelve-person minimum participation limit in order to open a course although it is not strongly enforced. Courses for people with disabilities, homeless children, ex-convicts and drug addicts in treatment can be opened with any number of participants.



PEC Literacy course
source: *dvv international*

The target group for PEC's education activities are composed of:

- Illiterates
- People with some sort of lack of education
- People immigrated from rural areas to the cities
- Workers with no qualifications
- People who want to change or improve skills for their occupation
- People who have worked abroad but returned to Turkey to work
- Child workers
- Immigrant workers and their relatives
- Drug and alcohol addicts who are receiving treatment
- People with disabilities
- Children under protection
- Ex-convicts and detainees
- Patients in rehabilitation clinics
- Inhabitants of public shelters

Between 2007 and 2008, 1,044,081 people participated in 66,920 Social and Cultural Courses and 1,040,915 people participated in 60,542 Vocational and Technical Courses opened in PECs. Also, 186,061 people participated in 13,762 literacy courses.

2. Vocational Education Centres – VEC (*Mesleki Eğitim Merkezleri*)

VECs are founded primarily in areas of Turkey with a significant industrial capacity. People who are at least fifteen years old and have completed eight-years of primary formal education are eligible for the VEC courses. Participants receive one-day theoretical and technical courses in VEC classrooms and then six days of in-service training. Through completing the VEC training programs, apprentices can obtain the following certified titles:

Skilled Worker: Earned after 2-3 years of training and one examination.

Master: Earned after completing 240 hours of course program.

Master Teacher: Earned after completing 40 hours of work in the pedagogy course program.

Between 2007 and 2008 187,927 people participated in courses opened in 309 centres and 150,673 certificates were earned by those participants.

In addition to the organisations above, MoNE has also provides **distance education services** such as Open Primary School, Open High School and Open Vocational and Technical High School and Open College.

The **target population** for non-formal education is composed of young people and adults who never reaped an advantage from formal education nor completed formal education in institutions or are students in them. As an example of a special target group in certain institutions, girls and women are the target group for practical work in handcraft schools as well as the target group for advanced technical schools, vocational schools and as graduates of handcraft schools.

Governments alone cannot finance lifelong education. The first reason is high costs, but also spending social resources for an investment in which the learner benefits the most is regarded as unfair. Lifelong education can increase the gap between those who have professional competence and those who don't, thus it may undermine social cohesion. However, special state funding is required to support disadvantaged groups to receive general education.

Education is largely publicly funded in Turkey. Due to population growth, demand for education is increasing every year. More financial resources need to be allocated to the Ministry of Education. The education system must satisfy the needs for the qualified personnel which the economy requires.

According to PISA 2003 research, there is a **high quality gap between schools in Turkey**. The Turkish education system is far from EU standards. In math, Turkey's average is 423, while OECD average is 500. With this average Turkey is close to Greece (445), Serbia (437), Uruguay (422) and Thailand (417). Even though the performance of Turkey is higher than countries like Mexico (385), Indonesia (360), Tunisia (359) and Brazil (356), Turkey's math rank is 35th among 41 countries investigated.

Turkey's reading-comprehension performance is 441, and with this average Turkey is 34th among 41 countries. With this average Turkey is close to Russia (442) and Uruguay (434) but better than countries like Thailand (420), Serbia (412), Brazil (403), Mexico (400), Indonesia (382) and Tunisia (375).

In the science category Turkey's average is 434, close to Uruguay (438), Serbia (436) and Thailand (429) and better than Mexico (405), Indonesia (395), Brazil (390) and Tunisia (385). In this category Turkey's science rank is 36th among 41 countries investigated.

Needs for and Participation in Adult Education

Almost 70% of the Turkish population is expected to be under working age until the year 2020. If enough escalation in investment and human resources development for education is provided, this may be a unique opportunity for Turkey. The planned targets in educational achievement are below the desired level in Turkey. When primary education for literacy, employment and the average educational achievements are evaluated, all statistics refer to the fact that at all levels of intervention, lifelong learning is an important field. A characteristic of Turkey's labour market is the relatively low rate of participation to the labour force (when compared with the OECD and European countries). Although the share of the work force employed in agriculture is getting smaller, it remains significantly high relative to the EU countries. As a result of this, Turkey will face short-term recruitment difficulties in developing urban areas and medium-term change in rural areas which have lower education.

Turkey's job market is characterised by high unemployment, very little investment in human resources, and the jobs generally created are by small and medium size enterprises or the informal sector which requires low skills and thus pays less.

Another important feature of the current situation in Turkey is the difference between the **more advanced western region** and the **less advanced eastern region** provinces. The cause of some of the greatest problems in education and employment in Turkey is this gap between regions. **Sexism** in the field of education in eastern provinces makes it worse. Rural development programs are urgently needed, especially in the Southeast and other comparable regions.

Turkey's job market is characterised by **high unemployment**, very **little investment** in human resources, and the jobs generally created are by small and medium size enterprises or the informal sector which requires low skills and thus pays less. In addition, labour force participation rate is low, especially among urban women, but high among women working in the rural areas in informal family economies. Children are often employed and an important proportion of the labour force is employed in the informal economy, and in this regard, outside the scope of social security.

Lack of adequately educated labour force participants limits the dynamic development of the economy. Moreover, Turkey doesn't have comprehensive education and training incentives to challenge high level structural unemployment and low level labour force participation. An improved vocational education and training system can provide more jobs for the unemployed (with new skills gained) and better jobs for low level workers, thus increasing the economic growth rate.

Turkey needs a fully integrated program to extend literacy to approximately 7 million of its illiterate citizens. Illiterates can't find jobs in the formal economy. In order to overcome the informal economy, lifelong education strategy must comprise literacy education.



Vocational training

source: divv international

New Skills Necessary

On the other hand, new skills like **computer use** and **foreign languages** as well as other skills which are beyond the coverage of formal school education are required for individuals in order to allow them to increase their functionality in community life, the job market and modern information society. According to **Eurobarometer 63.4**, 29% of the Turkish population can speak at least one foreign language. When compared with EU member states and other candidates, Turkey is ranked last with this percentage. To integrate such a closed society with other societies of different cultures, foreign language education is crucial.

In order to collect information about the current situation of lifelong learning in Turkey, the **Turkish Statistical Institute** (a governmental organisation under the Prime Minister), did research from October 2007 – January 2008, carrying out a face-to-face survey with all individuals over 18 years old. For the first time, through this research, national level data comparable to international data was gathered. The research collected information according to age groups, gender, education level, and several other indicators such as participation in education activities in or out of work hours, and the reasons for non-attendance.

12 months before the survey took place, the percentage of the population over 18 confirmed as participating in formal or informal education was 17.2%. Formal or non-formal education participation rates were 19.3% in urban areas and 12.8% in rural areas. The rates in the same age group for those who only participated in non-formal education were 13.9% for the total population, 15.2% in urban areas only, and 11.3% for rural areas only.

12 months before the survey was carried out, the percentage of the population over age 25 confirmed as participating in formal or informal education was 12.5%. Formal or non-formal education participation rates were 13.8% in urban areas and 9.8% in rural areas. The rates in the same age group for those who only participated in non-formal education were 11.4%, 12.3% in urban areas only, and 9.4% for rural areas only.

The table below shows the weighted coefficients of this study, calculated using the results of an Address Based Population Registration System.

Table 3. Participation in formal and non-formal education within the last 12 months, 2007

Type of Education	Turkey			Urban Areas			Rural Areas		
	Sum	Male	Female	Sum	Male	Female	Sum	Male	Female
18 years old and over									
Rate of the participation in formal and non-formal education	17.20	21.07	13.49	19.29	22.90	15.77	12.82	17.12	8.84
Only participation rate of non-formal education	13.92	17.17	10.81	15.16	18.08	12.31	11.34	15.22	7.74
Only participation rate of informal education	5.89	7.02	4.81	7.34	8.52	6.19	2.86	3.80	1.99
Rate of participation in formal and non-formal education	2.61	3.12	2.13	3.20	3.69	2.73	1.38	1.89	0.90
25 years old and over									
Rate of the participation in formal and non-formal education	12.51	15.83	9.29	13.82	16.90	10.80	9.84	13.60	6.30
Only participation rate of non-formal education	11.35	14.37	8.43	12.30	15.01	9.64	9.42	13.04	6.02
Only participation rate of informal education	2.05	2.57	1.54	2.60	3.14	2.06	0.93	1.38	0.51
Rate of participation in formal and non-formal education	0.89	1.11	0.67	1.07	1.25	0.90	0.51	0.82	0.22



Mausoleum in Ataturks
source: divv international

Turkey lacks systems or programs that are directed toward the education and training of adult education teachers and trainers.

Research and Training

Turkey lacks systems or programs that are directed toward the education and training of adult education teachers and trainers. The adult educators in Turkey are either graduates from education faculties of universities or received some level of formal vocational training. Most of the time, teachers from the formal education system are used for non-formal education activities. In some cases though, the ability to teach reading and writing is the only qualification that is expected from a candidate.

On the other hand, in terms of the teaching of vocational education teachers, the situation has improved somewhat. Three universities in Turkey have **Vocational Education**

faculties that basically produce vocational education teachers. Gazi University, Selcuk University and Tokat Gaziosmanpasa University are the ones that have four year licence programs about vocational education teaching. For example the programs offered in Gazi University Vocational Education Faculty are the following:

- Home economics and nutrition teaching
- Child development and education teaching
- Handicrafts teaching
- Textile industry and fashion design teaching
- Applied arts teaching
- Educational sciences
- Basic sciences

The programs offered in other two universities are similar to the ones offered by Gazi University. From the selection of the licence programs we can conclude that there is a conscious effort to attract female students to these vocational education teaching schools.

Turkish Adult Education Expandable

From the research standpoint, Turkey is not doing well when it comes to adult education. A query in the YÖK (Higher Education Council of Turkey) Thesis Database returns just 14 papers about Adult Education between 1988–2005. A query about non-formal education returns only 41 papers in the span from 1986–2007. There were no results for lifelong learning.

There are two governmental research organisations that are interested in adult Education and lifelong learning research. One is the **Non-Formal Education Research Institute**. Founded in 1975, the institute's mission is defined as **planning, research and development**

and to carry out production-oriented activities regarding apprenticeship and non-formal education. Since 1995 the institute has been attached to the Directorate of Apprenticeship and Non-Formal Education. The main research topic of the institute in the 2009 Action Plan was to “compare the Turkish non-formal education system with the developed/EU countries’ systems and make suggestions about their alignment”. The action plan also states that the institute will conduct research on problems encountered in vocational education and the effects of non-formal education on the Turkish economy. The institution has yet to produce any significant publications about non-formal education or vocational education and is being criticized for being ineffective due to incorrect personnel selection and bureaucracy problems.



*Training the trainers
source: divv international*

Another organisation that conducts research on Adult Education is **MoNE’s Educational Research and Development Department**. The department has at least one research branch for each aspect of the Turkish education system. The branches that are interested in adult education and lifelong learning are the **Vocational and Technical Research and Development Branch and the Job Counselling, Guidance and Information Branch**. The department will support more than 216 research projects through 2008–2011 of which only 11 are about non-formal education and/or vocational training. Some of the research topics are:

- Assessment of cost benefit analysis of non-formal education organizations
- Assessment of opened vocational courses to increase quality of vocational education
- Assessment of the relation between competency of opened vocational courses and Labour Market
- Assessment of the effectiveness of entrepreneurship education given in the vocational schools
- Assessment of problems encountered in the EU alignment process in the area of Vocational Education in Turkey

MoNE’s Research and Development Department also executes a **Job Counselling and Strengthening Guidance System Project**. An indispensable part of the lifelong learning concept, the project aims to conduct research and implement Lifelong Guidance into formal and non-formal education in Turkey.

International Cooperation

Up to today, Turkey has not yet implemented an international project that focuses strictly on adult education or lifelong learning

Up to today, Turkey has not yet implemented an international project that focuses strictly on adult education or lifelong learning. However there have been several international educational projects that addressed the area to some extent. Most of these projects were funded by the European Union and were implemented by MoNE and international partners. After the year 2000 there has been an increase in international projects on education in Turkey.

The most significant international projects in the area are the following:

- **MEGEP (SVET – Strengthening Vocational Education in Turkey Project) (2003 – Present)**

This is a five-year project that was approved and is being executed by the **Ministry of National Education and the Delegation of the European Commission to Turkey**. The project has a budget of € 58.2M. The project's mission is defined as *“strengthening Turkey's Vocational Education system rather than imposing an alien structure”*. The project's ultimate goal is to produce a National Qualifications System with national and international credibility.

Some of the areas of interest of the project, such as vocational standards, vocational qualifications, modular programs, job market research, etc., are directly related to adult education. Besides that, as mentioned before, the project produced the Lifelong Learning Policy and Strategy documents. The project also played an integral part in the formation of the aforementioned **Vocational Qualifications Association** (MYK) law. Also, to strengthen the capacity of social partners, 34 pilot projects have been supported and finished.

- **Support for the Basic Education Project (2002–2007)**

This project was also a five-year project that was approved and executed by the **Ministry of National Education and the Delegation of the European Commission to Turkey**. The project had a budget of € 100M. SBEP aimed to increase the quality of basic and non-formal education and improve access to education, especially by females. SBEP had five components: *“Quality of Education”*, *“Teacher Training”*, *“Non-Formal Education”*, *“Communication”* and *“Management and Organisation”*. For the non-formal education component, 207 public education programmes were developed and about 35,000 people in 16 districts of Turkey received literacy courses.

- **Modernisation of Vocational and Technical Education Organisations Project (2000–2007)**

Implemented by MoNE and funded by the European Union, this project provided in-service training to 93 teachers of MoNE vocational courses, 715 faculty members and 93 social representatives. 474 teaching modules were developed. These modules are now taught in 14 vocational and technical education faculties. € 8.5M worth of technical equipment is supplied to the 6 in-service education centres that are governed by MoNE. The project had a budget of € 18.5M.

- **Education and Training for Employment Project**

Funded by **MEDA** (Mediterranean Economic Development Area) this project aims to increase employment opportunities by supporting the formation of technical and vocational training and education policies. It has a budget of € 5M and is carried out by the **European Training Foundation**.



Vocational training

source: divv international

Although mostly successful, none of the projects presented above comprehensively tackle the issues of adult education and lifelong learning in Turkey. Therefore there are still many opportunities for Turkey to seek international cooperation in these areas.

MoNE's legislative power in the field and its vast experience with international projects render them the powerful local partner for future projects. Along with that, with the formation of the Vocational Qualifications Association, the Ministry of Labour and Social Security will certainly be more active players than before in the field of vocational education and training in the coming years. Associations such as KOSGEB (Small and Medium Industry Development Organisation), ISKUR (Turkish Work Organization), TESK (Merchants and Craftworkers Chambers Association) are open to international cooperation in the field and they all have experience in EU-funded projects.

Here are some topics recommended for future international cooperation:

- Education and training of adult education teachers and trainers
- Public awareness campaigns about lifelong learning and adult education
- Program development for Public Education Centres (HEM)
- Incorporation of Lifelong Learning concepts into formal education curriculums
- Preparation of legislation for a possible Lifelong Learning Centre and related institutions in Turkey
- Financial support for academic research on adult education and lifelong learning
- Financial support, counselling and guidance of social partners who want to organize Adult Education activities
- Promotion of mobility programs such as Socrates, Leonardo and Youth for Europe, Grundvig, etc.
- Technical equipment support for HEMs and other adult education organisations
- Organization of skill development training in enterprises of various sizes
- Development programmes for rural areas, especially involving districts in the eastern and south-eastern part of Turkey
- Implementation of institutions regarding data collection, quality assurance and accreditation of lifelong learning



Public education course
source: div international

- Job counselling and guidance for adult education
- Literacy training for adults
- Foreign language learning

Summary: Main Challenges for the Future

The main challenges for Adult Education in Turkey can be summarized as:

- **Outdated laws and regulations:** Newer concepts such as adult education and lifelong learning go unaddressed in laws and regulations and established institutions' legal frameworks.
- **Lack of financial support for AE:** Only about 2% of the Ministry of National Education's budget is devoted to non-formal education. Also there are no financial incentives for adult education activities.
- **Lack of coordination between responsible bodies:** There is a lack of harmonisation between adult education providers. There is a need for a central organisation that will carry out Lifelong Learning activities in all aspects and forms.
- **Lack of Trained Human Resource:** Quantity and quality of adult education teachers and trainers are well below EU standards. There is no certification for adult education teachers and trainers.
- **Lack of Public Awareness:** The great majority of the Turkish public has yet to enrol in an adult education activity. Also, in formal education there is no reference to non-formal education of any kind. Thus Turkish people are unaware of concepts like adult education and lifelong learning.

As the most important foreign supporter of Turkey's education on the financial and technical levels through various projects and programs, the European Union should continue its support in this relatively new educational field.

These challenges should be addressed at a **national policy level**. First, the Ministry of National Education should fully embrace the term lifelong learning and related concepts. Obviously this paradigm shift should be backed up by new laws and regulations. New laws and regulations should also use the term lifelong learning instead of non-formal education. Then **required legislation about financing of adult education** should be enacted. Incentives such as grants and tax exemption for small and medium enterprises can be considered. In order to harmonise Adult Education activities and increase their effectiveness throughout the country,

a Lifelong Learning Centre in Turkey and related research institutions could be established with state and public shareholders. Last but not least, MoNE should organise campaigns to promote the benefits of adult education to the economy and to individuals.

As the most important foreign supporter of Turkey's education on the financial and technical levels through various projects and programs, the **European Union should continue its support** in this relatively new educational field. Implementation of an EU standard Lifelong Learning system is a requirement for Turkey in the candidacy process. On the other hand, as mentioned before, MoNE's allocated budget to non-formal education is inadequate for serious adult education operations to take place. There is also a shortage of human resources that is knowledgeable about lifelong learning and willing to take it to the next level. Thus **Turkey needs help from the EU and other international partners** in order to overcome these issues. Specifically, the European Union, by working with local partners should green-light multiple projects regarding the founding of a high-quality lifelong learning system for Turkey that will comply with the Lisbon strategy.



Ankara – Atakule
source: *dvv international*

Adult Education in the Russian Federation



The Basilica Cathedral in Moscow

source: dvv international

Olga Agapova

Adult Education in the Russian Federation

Policy, Legislation and Financing

Education in Russia is a source of pride and an indisputable and permanent value. No one doubts the need for children to study at school, although the duration of schooling, forms and content, and, recently, the forms of control over knowledge levels,¹ have aroused hot debates in society. In this context, **adult education (AE) is an outstanding issue**; more specifically, the establishment of a legal framework is a prerequisite to AE development in the country. Currently, Russian legislation has

Adult education is an outstanding issue; more specifically, the establishment of a legal framework is a prerequisite to AE development in the country.

adopted the term *“vocational further education”*. Understandably, it does not reflect the whole range of educational offers and services available in a society. The Law **“On Further Education in the Russian Federation”**, passed by the State Duma in 2002, **never came into effect**. This draft law placed on state and administrative agencies certain responsibilities to create an environment for the provision of non-formal education for various segments of the population (including not only those of active working age, but also pensioners, disabled people, and disadvantaged groups); they did not express their willingness to undertake this commitment. Moreover, experts believe that a part of the non-formal education functions (for example, development of human capital, individual abilities and self-actualization, civil society formation and development and support to democratic institutions) is beyond the scope of activities of government agencies.

Some regions and constituents of the Russian Federation attempted to reform the legislation pertaining to Adult Education (the Draft Law in the Krasnoyarsk Territory, the Draft Law in St. Petersburg). Some of them were considered several times. We regret to note that none of the drafts were approved and supported by local authorities and never came into effect. The reasons stated for that differed.

To date, the main official document stipulating the concept **“Adult Education”** is the Framework of the Targeted Federal Program of Education Development for 2006-2010. However, it also considers continuous education as *“the growth of an individual’s (general and vocational) educational capacity”*. Thus, the whole resource of non-formal education seems to be outside the law. At the same time, in 2005 the indicator *“trained for up to 72 hours (number of persons)”*, was introduced in the state statistical reporting form, which can be regarded as a step forward towards legalization of non-formal adult education.

1 The uniform state exam has numerous opponents among both teachers and students and their parents.

Overall, adult education can hardly be characterized as a system: organizations and institutions involved in adult education are often fragmented and are not ready to cooperate and interact and consider each other as competitors rather than partners.

Recent years have seen the development of a social movement aimed at support for non-formal adult education; it is a movement which originated "*from the grass roots*", since there is the need to make non-formal adult education legitimate. This movement has resulted in establishment of the following organizations:

The **Association of Regional Nongovernmental Educational Organizations**, which declares "*urgent correction of the legal framework of non-government education both at federal and regional levels*" as its primary goal, and declares reform is needed for all forms of education including children, secondary and higher education.

The **All-Russia Movement "Education for All"** is directed toward the struggle for equality and the exercise of civil rights in the widest sense. It seeks to establish (and reconstruct) the publicly available and free preschool education system, the compulsory and free full secondary education system, and make it possible to obtain basic or secondary vocational education at any age. It also seeks development and approval of the special government program "*Lifelong Education*", and the establishment of a system of supplementary social protection during training of low income groups, orphans, disabled persons and the rural population.

The fact that these institutions have emerged suggests that society is gradually becoming "*mature*"; at the same time, the hope that they will be able to achieve the goals set in the near future is still faint.

Providers of Adult Education

Overall, adult education can hardly be characterized as a system: organizations and institutions involved in adult education are often fragmented and are not ready to cooperate and interact and consider each other as competitors rather than partners.

Nevertheless, one can identify several components of Adult Education:

Vocational further education (VFE) including:

Specialized state **vocational further educational institutions** (training centers for employment promotion, specialized schools for adults, courses, etc.).

Sectorial and inter-company training centers (sectorial training centers, training and course centers, advanced training courses, etc.), which are subordinate to federal ministries and agencies. In this respect, the most active actors are the Ministry of Education (over half of the total number of trainees), and professional development institutions of the Ministry of Health. The advanced training and retraining institutions under ministries of agriculture, transport and energy are preserved as well.

Secondary and secondary specialized vocational educational institutions (technical schools, lyceums, colleges, and vocational-technical schools), as well as higher educational

establishments (institutes, academies, and universities), which provide training and retraining for managerial, engineering and technical personnel. The official statistics suggest that Russia has over two thousands state educational institutions implementing vocational further education programs. Some 1.5 million people participate in them annually.

In general, it should be noted that conservatism is typical of state vocational AE institutions. Characteristics of adult trainees, their life and professional experience are rarely taken into account. In fact, this is a copy of the higher education or school system, where students, though adults, are sitting at their desks. The formal control system (tests, examinations, course works) is preserved as well.

Commercial vocational educational institutions. Since their primary objective is to make profits, they match clients' needs and produce products which are in demand in the educational services market. Most popular are language courses, courses in mastering various software, programs for accountants and economists, various compensation programs (personal growth and development schools, courses in public speaking, etc.), application-oriented occupations and professions – hair stylist, masseuse, administrative assistant, etc. Although they do not have any clear vocational direction, in the end they help improve people's living standards. The quality of those services cannot be assessed expressly; often their activities are subjected to severe criticism (in mass media, in the Internet and by users of educational services).

Non-profit non-governmental organizations (NGOs), which have been actively developing in recent decades. Initially, most NGOs were mainly aimed at addressing a set of social issues and reflected people's willingness to improve social standards – at least in some areas (environment, politics, social institutions development, status of disadvantaged groups, etc.). It is understandable that socially oriented activities are close to education. In fact, organization of round tables, preparation of publications, and conducting various campaigns, as well as training of their own personnel and setting up educational programs for target groups transformed NGOs into institutions implementing professional socially-oriented educational activities.

Non-formal Adult Education is represented by training courses for adults in diverse topics that meet the various individual educational needs of citizens. There is a wide range of educational offers in non-formal education:

- **universities for the elderly**, where pensioners can acquire knowledge in various areas (health-related courses, handicrafts, psychological training, and creative workshops)



Training for elderly
source: dvv international

- **amateur/creative associations of adults** at cultural institutions (culture palaces and centers, museums, philharmonics)
- **„Znanie“** (knowledge) society auditoriums
- **leisure centers** for disabled people

Acquiring knowledge of the arts, the opportunity to communicate, being united by common interests and mastering practical skills ensure a better quality of life.

Acquiring knowledge of the arts, the opportunity to communicate, being united by common interests and mastering practical skills ensure a better **quality of life**. In this context, involvement in the educational activities of disadvantaged groups or adults who for any reason find themselves in a difficult situation is of particular importance. More specifically, pensioners who have been trained at *“lifelong education centers”* or at the *“Znanie”* society, list among the results of their training: better health status,

improved emotional state, positive changes in relations with their relatives and the ability to make friends with their peers. They also note improved self-esteem, social activity, willingness to cooperate and communicate. Moreover, it makes no difference what course they have taken – computer competence, foreign languages, physiotherapy, *“personal finance management”*, choral studio or a *“biographical workshop”*.

Along with organizations implementing educational activities **in practice**, the issues associated with adult education are addressed by social services (which organize leisure activities and support re-socialization), research institutes and centers (which develop theoretical aspects of AE), culture institutions (that help meet various needs of adults contributing to their self-actualization and communication).

Distance learning (DL), which was initiated in Russia as a pilot project, has made a breakthrough over the past decade.

Distance learning (DL), which was initiated in Russia as a pilot project, has made a breakthrough over the past decade.² New regulatory documents, which legalize the DL methods to a considerable extent, have been developed and put into practice. *“The Methodology of Distance Learning Organization at Higher Vocational Educational Institutions in the Russian Federation”* has been prepared, and a number of draft industry-specific

standards have been developed. Last year the parliament appreciated the development trends of distance learning methods based on information and telecommunication technology. Heads of several higher educational institutions participating in the pilot project were granted the government award for development of scientific-methodological and organizational-technological fundamentals of the federal university distance learning network.

2 DL has been introduced into higher educational institutions, both state and non-state, overall there are over 20 of them. They include those considered as leaders: International Management Institute LINK, Moscow State Industrial University, All-Russian Distance Learning Institute of Finance and Economics, Peoples' Friendship University of Russia and others. Within the period of their operation, they have established 588 training centers (affiliates), employing 13 thousand teachers, tutors and teachers-technologists. Over 206 thousand students and trainees have been trained using the DL technology.

In addition, **distance learning still lacks a solid legal framework** (laws and standards on higher education cannot be used to address issues and legalize DL), communication channels are far from perfect, methodological and educational aids have different formats, which makes it difficult to use them. The academic community is still biased against the role of DL in education; often DL certificates are not recognized by employers. Most higher educational institutions providing DL operate autonomously on the basis of competition. A number of issues associated with equipping the DL centers and libraries, and professional requirements to specialists are still outstanding.

Distance learning forms began to be implemented as a “substructure” of higher education. At the same time, almost in parallel with its introduction as a form of higher education, higher educational institutions started to actively offer DL as a form of further adult education. Currently, in the Internet, hundreds of training courses are offered to adults in various areas (training in PC software, management and quality of project implementation; skills in memory development, writing and even musical training). One should note that this training is not accessible to everyone: apart from the fact that training requires advanced computer equipment, some courses cost up to 800-1,000 euros. In the meantime, the AE has formed principles of development/introduction of successful courses, particularly:

- aimed at a wide target audience
- courses aimed at mastering an occupation or practical skills which do not require licensing
- **integrity**, “self-sufficiency” of a course (i.e. it cannot be a part of a comprehensive educational program)
- **clear timeline of training** (from several weeks to several months)

Characterizing the overall range of educational institutions, one can say that it is **distinguished** by:

- Diverse forms and ways of training organization (from traditional and conservative to flexible and mobile).
- Different levels of technical and information status.
- Rapid response to changes in needs, willingness to revise offers and tailor them to a specific client, readiness to negotiate and, in a way, social partnership with business entities, employers, and government authorities.
- The need to ensure the **quality** of services, which has not yet been worked out on a national basis. Each organization determines (or does NOT determine) the quality criteria and how they are reflected in training process.



Course for human rights

source: dvv international



Seminar for interactive methods
source: divv international

- Continuous and intensive search for **specialists** in andragogy, knowledgeable not only about the subject-matter of training but also didactics, and ways of interaction with an adult audience. The search is complicated not only by a lack of professionals in the training system, but a lack of their selection criteria as well.
- Vocational further education turns out to be predominant. In the educational services market, there is a clear trend towards broadening the range of business training offers. If some years ago business schools offered only effective sales training, currently, there is quite a broad range of offers in brand management, use of advertising, effective operation of distribution channels, personnel motivation, coaching and manufacturing process maintenance, team-building, etc.
- One should also note that despite the lack of legitimate basis, non-formal education practices are gradually expanding. Emphasis should be placed on the increasing number of educational offers to pensioners in different regions of Russia.

Needs for and Participation in Adult Education

In order to identify opportunities for participation and the need for Adult Education in the country, one should address structural components of a society:

Labor market

Data from the Ministry for Economic Development of the Russian Federation suggests that the **current level of unemployment** among the economically active population is **over 10%**. The reason for such growth of unemployment is ongoing staff reductions given the challenging economic situation. High unemployment rates (+60% to pre-crisis level) reflect weakness of the real economy. The most adverse trends are observed in “*monotowns*” (population centers with township-forming enterprise(s)); these are addressed by government interventions, within the framework of the “*manually administered economy*” or, as it is said, they are provided with “*individual targeted support*”. As seen by national leaders, the way out of this situation is to reduce dependence on raw materials and develop other sectors of the economy, however, analysts believe that any tangible results in this area are unlikely to be achieved in the short run.

In his recent address, the President mentioned the current total number of **registered unemployed** persons in the Russian Federation, which is over 2.2 million people. Including those who continuously search for jobs but are not registered at the labor exchange,

this number is estimated at **6 million people**. Here, one should also add the effects of hidden unemployment, when staff is not laid off, but the pay is cut significantly or delayed. Moreover, analysts of the banking sector state that incomes of economically active population are falling. This is mainly due to poor wage dynamics.

Economic development necessitates training of competent personnel "lost" by the economy over the past two decades during implementation of market reforms that have not always been successful.

Economic development necessitates **training of competent personnel** "lost" by the economy over the past two decades during implementation of market reforms that have not always been successful. Lack of **highly-skilled workers** ready to perform working operations in technology intensive production settings is clearly evident in the labor market. The economy imposes new professional requirements to business and technical specialists.

We think that in the near future another topical issue will emerge – a huge and almost uncontrollable **inflow of migrants**. Currently, no one recognizes it as a priority: migrants, who arrive in the country "for a while" to quickly make money and thus have to do low-paid and unskilled jobs, given the limited range of choices; employers using cheap labor, and society as a whole, which is not concerned about the need for social adaptation of "temporary" people. Meanwhile, some sociological surveys suggest that over 50% of them lack vocational education, and over 10% lack secondary education.³

Social sector

We believe that the following groups arouse particular concern and thus are prospective users of educational services:

Elderly people: In Russia, as in many other countries, there is a trend towards an aging society. Russia has some 38 million pensioners, which accounts for almost 33% of its population. Their status is determined by growing social and economic problems: elderly people are not competitive in the labor market, and there is no call for their life and professional experience. If one takes into account increasing psychological discomfort (isolation, lack of understanding with younger generations), deterioration of health and financial situation, then their personal protests, nostalgia for the past, and the unbalanced behavior of some pensioners become quite explainable.

In addition, a big part **of them are people with higher education who remain active**. According to sociological surveys, half of the pension age population is willing to continue labor or other activities, and over 250 thousand people are in active search of paid work.

3 Identification of migrants' training needs requires a special study. At the same time, it is obvious that when developing training programs for them the following factors need to be taken into account: this target group does not have enough leisure time and a clear idea about their future; the need to combine training with physically demanding jobs; poor living conditions; lack of trust in government agencies in the host country; and employers' "consumer attitude" to migrant employees.



Memory suitcase – Exposition in Novosibirsk 2007
source: dvv international

Moreover, the agencies that could contribute to harmonization of elderly people's relations with society are almost non-existent: state social services assign them the role of passive consumers of miserable social services and the so-called "protection".

Rural population: Many traditional forms of economic organization (collective farms, state farms) and respective enterprises owned by them (farms, fur farms and timber processing enterprises) became non-existent. According to official sources, the unemployment rate in rural areas in different regions is up to 80%. The most active and mobile part of the able-bodied population uses every opportunity to move to the city for permanent residence. Elderly people, middle-aged persons without education, and large families stay in the village, i.e. these are the groups which

live without hope for any positive changes. Lack of prospects results in increasing alcohol abuse, apathy, antisocial behavior, and greater social distance between the individual and society. Traditional agro-industrial sectors (livestock and crop production, machines) need upgrading and up-to-date equipment. State investment is not enough, to say the least. In addition, technical assistance and implementation of sponsor programs, in spite of a considerable amount of investment, have not been effective enough as well. Lack of or poor communications produce a negative effect on regional development. Lack of access to relevant information results in conservatism and narrow-mindedness for most rural populations, combined with a sense of being totally behind the times. The economic and social situation can be changed if the need for developing and bringing the rural population's mental attitudes up-to-date is recognized at all levels, beginning with the state. Thus, the training needs of this target group are reduced to development of professional knowledge and skills making it possible to start a business which does not require big investment (wood harvesting and processing, bread baking, processing of milk products, bee raising, and handicrafts), as well as mastering new approaches to self-administration (development of local initiatives, project approach, self-help, and "inspection" of own resources).

Youth: In Russia, young people aged 16 to 28 account for 25-28% of the able-bodied population; they mainly strive to live in cities. Youth problems are among the most sensitive: issues associated with unemployment and employment, uncertainty about future, challenges when obtaining education, financial problems, lack of positive ideas and guides, and difficulties with identity formation. Among a set of social problems, one can mention miserable stipends for students and the lack of state sup-

The economic and social situation can be changed if the need for developing and bringing the rural population's mental attitudes up-to-date is recognized at all levels, beginning with the state.

port for young families. Young people say that the key issue is the passivity of young people and note psychological problems (loneliness, social distance).

Young people's attitudes can be characterized as **sceptical about possible society transformation processes**; passivity and apathy hinder social development and the role of young people in this process. As a result of young people's distrust in volunteer activities, social life and participation in youth policy development, organizations contributing to society destabilization actively introduce themselves into the social environment (criminal groups, nationalistic associations, etc.). A factor promoting innovative youth environment, personality development and full-fledged participation in civic life is access to education and volunteer activities for young people.

Groups at risk: Official sources state that *"almost all of the adult population in Russia is literate, and thus there is no need to take special steps or implement programs to eliminate adult illiteracy."* Data of the State Statistics Committee of the Russian Federation suggest that the literacy rate in Russia is 99.8%, which corresponds to rates in high-income countries. However, a number of experts note that a conclusion about mass literacy is premature for present-day Russia. Employees of social educational organizations believe that, at least for representatives of disadvantaged groups (prisoners, homeless, and illegal migrants), the real basic literacy level of the Russian adult population is far below the declared level.

In particular, specialists working in the penitentiary system note that recent years have seen a great number of **prisoners** lacking basic literacy skills.

Currently, one can say that the adult literacy issue in Russia is exacerbating and growing in proportion to the increasing number of refugees, migrants and homeless children. Some estimates suggest that in 2001 Russia had 1.5 million homeless children who did not attend school. One can assume that **today the number of illiterate adults has increased respectively.**

The **Russian Law on Education**, which guarantees that *"the education system is adapted to the trainees' development and training levels and characteristics,"* stipulates that any adult can improve his/her educational status starting from the lowest level (including mastering basic literacy skills) within the state system of evening general schools. The reality is that the opportunity for an adult to become literate exists on paper only. First of all, in recent years the number of general state evening schools has been reduced significantly in most regions. New evening schools are being organized only in the regions affected by conflicts and hostilities.



History workshop for young people
source: dvv international

Employees of social educational organizations believe that, at least for representatives of disadvantaged groups (prisoners, homeless, and illegal migrants), the real basic literacy level of the Russian adult population is far below the declared level.

Thus, a conclusion can be drawn that most citizens falling under various categories of disadvantaged groups and those who are marginalized due to some reasons (unemployed, prisoners, homeless, and illegal migrants) have their training needs.

Only general schools at penitentiary facilities, where training is voluntary, operate in a stable way. At the same time, perhaps, a priority factor of re-socialization for them is vocational training that makes it possible to improve adaptation to life in new settings, as well as psychological and social support and management.

Thus, a conclusion can be drawn that most citizens falling under various categories of disadvantaged groups and those who are marginalized due to some reasons (unemployed, prisoners, homeless, and illegal migrants) have their **training needs**. For them, training can become a factor promoting reintegration into society, adaptation to challenging living conditions, and it can help find new goals and objectives, self-actualize and reveal latent internal resources.

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Research and Training

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The issue of training specialists for Adult Education activities is quite clearly recognized by the education community. **The Declaration of the All-Russia Conference "Adult Education for New Russia"** (Moscow, 2004) stated that there was "an urgent need to establish in all regions professional personnel training systems for Adult Education at a higher education level and also use existing short-term advanced training and retraining systems." It should be mentioned that in 1994 the order of the State Committee of the Russian Federation for Higher Education approved

the occupation "031400 – Andragogy". Therefore, national educational standards and requirements for minimum content and graduate's training level were developed. Six years later the occupation "Andragogy" was excluded from the list of areas in bachelors and masters training. Thus, in Russia there is no opportunity to undergo professional training in the occupation "Adult Education" at a higher education level. Attempts by several organizations (for example, Siberian Adult Education Association) to solve this problem at least at a local level have not been successful so far.

At the same time, a **number of higher educational institutions** and public educational establishments in the country (Krasnoyarsk State Pedagogical University named after V.P. Astafiev, Irkutsk State Pedagogical University, Kuzbass Regional Institute for Vocational Education Development, Academy for Postgraduate Education – APE, St. Petersburg) have **opened andragogy departments** and laboratories to master andragogical skills. However, most likely this is not a targeted professional training of andragogues; their goal is to **improve andragogical competence**, i.e. develop skills and competencies of specialists in educational, rehabilitation, informational and guiding work with adults. In this regard, competence development is considered as building readiness in a person to practice this

activity when performing professional tasks. The Andragogy Department of the APE has attempted to generalize experience in andragogical training, and the findings are presented in publications: *"The Andragogue's Workbook"* (1998), *"Andragogy of Postgraduate Pedagogical Education"* (2007), *"Continuous Education"* (2008).

As for **non-formal and business education**, it is usually provided by specialists (they are called trainers) who have undergone special training. As a rule, this is carried out in the form of training, seminars and interactive workshops, when practical skills are mastered in the course of interactive exercises, practical assignments, participation in games, etc. In a number of cities of Russia (Pskov, Novosibirsk, Samara, Novgorod, Petrozavodsk, Moscow, St.

Petersburg and others) there are **training companies** that undertake to train specialists. This practice-oriented and tightly scheduled training normally gives the trainees invaluable hands-on experience (interaction, communication, and group work skills), but at the same time the theoretical basis of andragogy is usually beyond the scope of training. Moreover, these are one-time events: we are unaware of cases when training of trainers is planned on a systematic, coherent and long-term basis.

Training of trainers is combined with mastering a specific topic. For example, a project of multipliers training in **health promotion among young people**, when along with mastering interactive techniques of working with youth, the problems associated with HIV/AIDS prevention, drug dependence, infection diseases, training organization-related issues, etc., are studied as well.

Adult education is a quite attractive area for scientific research. For over fifty years, research in AE has been conducted by the state institution *"Institute for Adult Education of the Russian Education Academy"*, set up as a branch of the Academy, which has the Academic Council and where theses on AE are defended, and comprehensive interdisciplinary research is done; the Institute carries out publishing activities as well. Unfortunately, the Institute for Adult Education of the Russian Education Academy shared the fate of many institutions in the country when promising young staff quit due to significant reduction in financing. In recent years, the Institute has been active in development of the scientific-methodological framework of adult education in the Commonwealth of Independent States (CIS). Theoretical and practical developments of the Institute for Adult Education underlie the activity of the Base Institution of the CIS countries on adult training and education established by a decision of the Government of the Russian Federation and other CIS countries in 2007.

Another academic institution – the Institute for Comprehensive Social Studies of the Russian Academy of Sciences – has selected a special focus of AE research. Research on the



Training of the trainers

source: dvv international

role of continuous education is conducted in the context of ongoing social transformations. The findings and proposals in such monographs as *“Continuous Education in Transformation”* (2002), *“Continuous Education and the Need for It”* (2005), *“Continuous Education in Political and Economic Contexts”* (2008) are certainly credible as they are based on the results of all-Russian social studies.

We believe that an important role in **the training of specialists to work with adults is played by professional associations** – *“Interstate Association of Postgraduate Education”*, *“Siberian Adult Education Association”*, and *“Pskov Regional Adult Education Association”* (PRAEA). The PRAEA members have developed the program *“Andragogy School”*, which made it possible for several years to engage specialists from related sectors and areas of activity (social sector, culture, secondary, secondary specialized and higher education, non-profit sector, small-scale entrepreneurs, activists of rural settlements, representatives of regional and local authorities, and officers of various agencies) to acquire skills to work with adults on the one hand, and to master interactive technologies as a tool for social adaptation of adult population on the other. However, lack of stable financing, despite evident success of course-based specialist training, still does not make it possible to make this quite fruitful activity sustainable.

International Cooperation

The concept *“international cooperation”* appeared in the mid-1990s, when on the one hand, society restructuring and reforming processes attracted the attention of the international community, and a favorable environment for external cooperation was established in the country on the other.

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International cooperation in AE should facilitate overcoming such global issues as nationalism, terrorism, different levels of economic development in various countries, social tension, instability and poverty in the world and in some states. Unfortunately, since 2006, **cooperation with foreign NGOs and foundations has become more complicated due to administrative actions** and changed tax legislation with regard to foreign organizations.⁴

4 Initially, in 2006 the law was passed that obliged all foreign organizations to undergo a complicated procedure of re-registration at the special agency *“Rosregistration”*, and since 2009 the list of organizations whose grants are exempted from taxes contains only 12 instead of the previous 101. More specifically, the right for exemption from taxes in Russia is preserved for the European Commission, the Council of the Baltic Sea States, the Nordic Council of Ministers, the International Atomic Energy Agency, the Black Sea Economic Cooperation organization, the European Fund for the Support of Co-production and Distribution of Creative Cinematographic and Audiovisual Works, the Joint Institute for Nuclear Research, as well as a number of UN programs.

In Russia, European and American foundations and organizations,⁵ whose activities are associated with allocating funds to support Russian non-profit organizations, exercise the strongest influence. Last year, the Ford Foundation alone allocated over two billion dollars to Russian NGOs. Their objectives may differ – support for the poor, civil society development, rights protection, support for young specialists and scientists, health care development and health promotion – however, they somehow deal with adult education as well (professional training of personnel, comprehensive training programs, training of multipliers, indirect training when knowledge is disseminated and “multiplied” through trained local personnel, support for publications, etc.).



Moscow: a city of contrasts
source: *dvv international*

The only foreign organization that focuses on support for and development of Adult Education institutions through its Representative Office in the Russian Federation is the Institute for International Cooperation of the German Adult Education Association (*dvv international*).⁶ To assess the scale of activities of the Representative Office, let us refer to several quantitative indicators:⁷ on average, over 5,000 persons annually participated in events supported by *dvv international*, 60% of them are participants in courses, workshops, and training activities for project target groups; 35% are participants in all-Russian and regional events (participants, invitees, and guests of celebrations and festivals, and conferences); 5% are multipliers, trained at workshops. Over the years of its operation in Russia, more than 50 publications (manuals, guidelines and project materials) were prepared, and some of them were translated into foreign languages. *dvv international* supports publication of the journal “*Novie Znaniya*” (issued quarterly, 1,000 copies) – the only journal in Russia that covers adult education issues. And what is essential is that the non-formal network of adult education organizations-partners has been set up, operates throughout the country and makes it possible to maintain intense information sharing, provide methodological and organizational support, and share the accumulated organizational and information resources.

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- 5 In 2000, some 200 foundations and representative offices of foreign organizations were active in the Russian Federation; by 2009 their number has halved.
- 6 The Representative Office of IIZ/DVV (*dvv international*) was officially registered in 2006 году; the first projects on studying Adult Education experience in Europe were initiated in 1993.
- 7 See annexes to annual reports for 2005–2008.

The participants in educational events believe that the most fruitful forms of cooperation include the following: **joint development** and **sharing of materials, summer schools** for various target groups (youth, the elderly), **educational tourism, conferences**, master classes, workshops, seminars, forums on specific issues, training, exhibitions, festivals and days of culture, expertise, information sharing in various forms (websites, newspapers), distance interaction, internships, exchange of groups, and publishing activities.

The experience demonstrates that implementation of joint international (and interregional) programs is associated with some problems. They include communication problems (conceptual, language), lack of information (both at international level and information sharing within the country); problems due to objective circumstances (differences in countries' legal frameworks, remoteness and lack of cooperation among Russian regions); and misunderstanding due to stereotypes on both sides.

Along with the problems, the participants also note **added values**, which result from implementation of joint projects: understanding among representatives of various countries is improving; democratic values are being implemented; stereotypes are being eliminated; one can observe the multiplier effect; joining international projects provides a new view and vision of own capacity; new resources are emerging (information, material, human and financial). An important factor is **professional development of project participants and staff of Adult Education institutions**. Participation in international cooperation enhances the prestige of partner organizations and produces a positive effect on the image of local organizations. Joint activities often lead to friendly relations, which is a positive "*side effect*" of international project activity.

Cooperation under international adult education projects makes it safe to say something about the **effects of activity**, which are manifested in the following:

- Recognition of the fact that cooperation envisages a **dialog** of parties is becoming increasingly important in contacts with representatives of other countries; each country under international projects gains unique experience in reciprocal influence of different nations' cultures;
- A significant factor of cooperation is still improving the quality of life in various countries through implementation and dissemination of **higher living standards**; as well as expansion of information space and establishment of common educational space;
- Among the broad range of cooperation forms and methods, the most promising are those that envisage a two-way exchange, rather than only transfer of experience from a "*more developed*" to a "*less developed*" partner; joint international projects are considered to be a **source of cross-fertilization of cultures**. Of equal importance for local partners is appreciation of cultural and spiritual potential, presentation of their abilities, which they can use in joint activities. Acquiring other countries' experience does not mean imitation or replication of work methods. This is primarily about creative rethinking and adaptation of European experience to the local environment and opportunities.

- Participants of international projects are familiar with various **problems pertaining to international cooperation**. Differences in legislation, the need to “combine” under the project various cultural traditions, characteristics of mindset, world perceptions and behaviors, and various stereotypes and biases often become barriers to cooperation. Effectiveness of projects is also affected by lack of support from Russian authorities, remoteness of Russian territories, and the cautious attitude of the West toward Russia, which is also formed by mass media. Overcoming stereotypes on both sides, involvement in active participation in projects of representatives of diverse target groups, local authorities, mass media, and profit organizations as equal partners in a dialog make it possible to enrich project activity and make it clearly evident, and ensure more sustainable and systematic cooperation.
- **Implementation of democratic values**, increasing understanding, effect of the so-called “people’s democracy”, strengthening of friendly relations and overcoming of negative stereotypes are perceived as added values of international cooperation. At the same time, it is obvious that they are “added” only from a perspective of pragmatic goals of the project. Positive effects of joint activity are of critical importance from perspectives of humanism and universal values, which always underlie humanitarian projects. That is why communication, enjoyment and pleasure experienced by people in the course of joint creative work, attraction and joint discoveries are the key values inherent to international cooperation in adult education.



Wooden church in Kizhi
source: dvv international

Summary: Main Challenges for the Future

Development of market relations, intensive development of information technologies, Russia’s willingness to join the global economic space, the need for conscious and meaningful choices, which any adult has to make regularly throughout his/her life – all these elements of present-day reality **challenge the education system** of today.

One of the most considerable problems in the way of the AE system formation is overcoming stereotyped attitude of a society towards non-formal education as something secondary and insignificant. Underestimation of non-formal education resources results in such social problems as isolation and increasing social tension on the one hand and

underdevelopment of the culture of education of a society as a whole. Consequently, a priority for the society, social sector and AE organizations is to introduce mechanisms for recognition of all adult education forms as an autonomous, independent, equally important and equivalent part of the education system.

An essential element of the continuous education system is **vocational further education**. Moreover, the non-formal education sector is being formed actively; this education is a leisure time activity. This form can be developed provided that there is the appropriate legal framework, which takes into account all forms of education, supports and encourages training of citizens – irrespective of their age, social status, origin, ethnicity and religion, economic circumstances, and location. **Adoption of the law on Adult Education** at federal and local levels will make it possible to address the whole set of issues pertaining to provision of a wide range of services for various population segments.

Despite efforts by some Russian and foreign organizations, **stable vocational training of specialists for the adult education sector is still non-existent**, which undoubtedly impairs the effectiveness of the training process and undermines the authority of adult education in general. At the same time, the narrow circle of adult trainers discusses new requirements set by the profession at this stage. First of all, a specialist in andragogy should be willing to independently develop short-term course programs in line with the quality standards, be proficient in advanced technologies and methods of working with adults, and know his way around in up-to-date information space.

Development and implementation of **practice-oriented vocational training programs**, based on humanistic values and taking into account the present-day perceptions of AE, recent developments in andragogy, didactics and adult education techniques, for specialists working with adults in the higher and secondary education system seem to be a fundamental task in the near future.

Special attention should be given **to training and retraining of socially vulnerable population groups**. First of all, they include the **elderly and migrants**. Even if education of the elderly (geragogy) has started developing intensively in different regions of Russia as a result of cooperation with European colleagues and adaptation of European experience and has been approved and supported – at least superficially – by authorities and state social services, training of other categories (migrants), it is still given inadequate attention both by the state and the agencies that could undertake the complex task to introduce adaptation mechanisms, which are equally essential to **well-to-do** citizens and those who hope for a better future in this country. In other words, a considerable challenge is still an issue of overcoming functional illiteracy at various levels – from state to individual.

International cooperation and support from international donor organizations still have a **key role** to play in addressing this issue. Their material, information and methodological support has made it possible to implement innovative educational projects aiming – in the long-term – to achieve social stability and implement democratic values in social life.

Adult Education in Belarus, Moldavia, Ukraine



The Red Church in Minsk

source: Eugen Pomytkin

Galina Veramejchyk

Adult Education in Belarus, Moldavia, Ukraine

A high level of education was one of the achievements of socialism in Belarus, Moldavia and the Ukraine. Indicators such as one hundred percent enrollment in education, access to education at all levels, a high level of knowledge in the natural sciences and an insignificant number of people falling out of the education system, defined this high level of education.

A high level of education was one of the achievements of socialism in Belarus, Moldavia and the Ukraine.

Adult education in the USSR was traditionally divided into advanced training, retraining, and cultural and public activities. Up until the present, this approach to adult education significantly influences the theory and practice of adult education in the countries mentioned above, while most of the other education activities (non-formal non-vocational education) fall beyond educational policy.

Public education institutions that were efficient in the context of the totalitarian planned economy failed to adjust to the changes in the economic and sociopolitical life of the countries. Upon attaining independence, there was a need for restructuring and technical upgrading of national education systems, including those for adults, to help people adjust to the transformed labor market and equip them with skills for conscious and responsible participation in political life.

Upon attaining independence, there was a need for restructuring and technical upgrading of national education systems, including those for adults, to help people adjust to the transformed labor market and equip them with skills for conscious and responsible participation in political life.

In this text we will attempt to describe the results of these changes fifteen years later, outline common trends, and formulate strategic development objectives.

Policy, Legislation and Financing

Education Policy and Legislative Regulation

During the first years of independence, AE development in the countries of the region was haphazard. This process could be identified as partial disestablishment of Soviet traditions (primarily due to a decrease in cultural and public activities and abandonment of implanting a single ideology), as well as emergence of new approaches, forms and providers of education services to adults (on account of nongovernmental and not-for-profit programs).

In the second half of the 1990s, attempts were made at a supranational level to draw attention to adult education issues and ensure the systematic nature of the process. In



Festival of non-formal education 2008
source: divv international

A right to education was, undoubtedly, formalized in all constitutions and laws on education in the countries of the region.

1997, the **Council of Leaders of the Commonwealth of Independents States (CIS)**¹ passed a decision to approve the **Concept of Creating Unified (Common) Education Space** in the CIS, signed the **Agreement on Cooperation and Creation of Unified (Common) Education Space** in the CIS and adopted the provision regarding the Council for Cooperation in Education of the CIS Member-States.

In terms of adult education, it is worthwhile to note the establishment of the **Intergovernmental Committee to Disseminate Knowledge and Adult Education** in 1997, and the development of **three model laws**: **On Adult Education** (first edition in 1997, the last one in 2005), **On Postgraduate Education** (1998) and **On Education Activities** (2002). In general, the model laws were of a progressive nature. They sug-

gested legislative consolidation of adults' rights, expansion of the thematic spectrum and forms of adult education, development of a basic scientific framework and social partnership.

Despite the liabilities of member-states, in the CIS most model laws, including the ones mentioned above, were never integrated into national legislation.

Nevertheless, a right to education was, undoubtedly, formalized in all constitutions and laws on education in the countries of the region. All government documents contain ideas regarding continuous education

and creation of conditions for a person's development and self-actualization.² In the context of adult education, these statements are usually of a declarative nature. Government policy is largely oriented at children and youth education, as well as vocational education of adults (advanced training and retraining).

The countries in question regulate adult education through national laws that apply to the education system in general:

- In the **Republic of Belarus** – the Law "On Education" (1991, followed by amendments and additions). The education system is divided into two elements: basic education (from pre-school to postgraduate³) and supplementary (extracurricular education and training of children and young people and advanced training and retraining).⁴ In fact, all rights of

1 In contrast to Belarus and Moldova, Ukraine did not ratify the Charter of CIS; so de jure, it is not a CIS member-state, being one of founder-states and participant-states of the Commonwealth.

2 The State National Program "Ukraine of the 21st Century" (1993), the National Education Development Doctrine of Ukraine (2004), Major Lines of Development of the National Education System in the Republic of Belarus (1999) and others.

3 Postgraduate education in Belarus means training scientific personnel of highest qualification (postgraduate student, doctorate and others)

adults to civil, cultural and other education are not in the law, which only points to the continuing vocational education of adults.

- In the **Republic of Ukraine** – Law “On Education”⁵ (1991, followed by amendments and additions), provides for two directions of Adult Education – post-graduate education⁶ and self-education.⁷
- In the **Republic of Moldavia** – Law “On Education” (last edition in 1995). In comparison with the legislation of other countries in the region, it pays considerably more attention to Adult Education. First, the law emphasizes that “a right to education is guaranteed regardless of ... age...” (I.1., Art. 6), second, adult education is represented as a part of the system (Art. 12) and an entire article describes adult education (Art. 35). The article points to the establishment of AE goals – “introducing science and culture to promote changes in social life and development of professionalism through continuous education”, classifying a wide range of institutions and organizations as AE: adult education centers, open universities, cultural centers, public art schools, clubs, associations, foundations and training courses provided by enterprises.

There is a need for coordination of activities of various ministries and local public administration bodies as well as support for Adult Education institutions.

At the same time however, the Law of the Republic of Moldavia “On Education” does not include clear-cut provisions for responsibilities of the government to support AE, specialization of teachers within the AE system, etc.

The academic community in the **Ukraine** (with active involvement of the Bureau “Adult Education of Ukraine”⁸) in 2004 attempted to lobby for the Law “On Adult Education”.



Training for adult education
source: Institute of Labour of Trade Unions

4 The Law of the Republic of Belarus “On Education”. file://localhost/D:/%20-%20Мои%20документы/ЕАЕА/Беларусь/Текст%20правового%20акта%20-%20Национальный%20правовой%20Интернет-портал%20Республики%20Беларусь.mht

5 Law of Ukraine “Pro osvitu” (Закон України Про освіту). http://www.education.gov.ua/pls/edu/educ.doc_info.show?p_id=325&p_back_link=educ.docs.ukr&p_lang=ukr

6 Postgraduate education in Ukraine is understood as obtaining a new qualification, specialty or profession based on a previously obtained one as well as the enhancement of previously obtained professional knowledge (the law of Ukraine “On Education”).

7 For self-education, government bodies, business ventures, institutions, organizations, civic association are establishing open and people’s universities, lyceums, libraries, clubs, TV and radio-education broadcasts (the law of Ukraine “On Education”).

8 A nongovernmental organization – the initiator of Adult Education Week in Ukraine.



*International educational centre
source: Eugen Pomytkin*

This initiative failed to find support from state bodies and deputies, hence it was suspended. The process of developing national legislation continues. **Belarus** and **Moldavia** have developed drafts of the Education Code which are to be considered by their parliaments in the near future.

Along with model legislation, executive bodies in the CIS promoted the development of strategic benchmarks: two Adult Education Development Concepts and their Implementation Plans were developed in the CIS countries (2003, 2006). This process has not finished with the development of national Adult Education Concepts.

Thus, it can be concluded that attempts made in the CIS to stimulate the development of adult education have had insignificant influence on the education policy of the region.

At the same time, it is worthwhile to note that national policies pay significant attention to development of education.

The state national program **Education, Ukraine in the 21st century** is promoting lifelong education and adaptation of the national system to European and international standards in the context of expanding international cooperation along with the broadening of the spectrum of services and ensuring equitable access to quality education. Accordingly, the laws to be adopted in the Ukraine *"On Education"* and *"On Higher Education"*, and the National Education Development Doctrine, passed the review of the European Council.

The **National Development Strategy of the Republic of Moldavia for 2008–2011** also declares it wants approximation to European standards and gearing towards European integration. A number of specific and consistent steps have been made in education. In the context of accession to the **Bologna process**, the legal framework of higher education was revised, and the structure was brought into compliance with the European structure which consists of two university cycles. Measures were taken to **restructure the vocational education** sector to broaden access to core occupations in demand, and a new list of trades was developed and approved. The strategy also emphasizes the **development of human resources** with respect to common European traditions and tendencies, particularly, the modernization of formal and non-formal education programs and wider participation of relevant nongovernmental organizations in formal and non-formal education. Along with a more advanced law, this gives hope for the emergence of a balanced national strategy for Adult Education development in Moldavia.

In **Belarus**, goals and principles of education development are provided for in the **National Education System Development Program** up to 2010, and in the priorities of the National Strategy for Sustainable Development of the Republic of Belarus until 2020.

Over the past decade, the Program for Implementation of the **Teacher Training** Development Concept, the Program for Development of **Vocational and Technical Education**, the Concept of the State Human Resources Policy, and the Program for Postgraduate Education Development at leading higher educational institutions have been developed and implemented. These policy papers, among others, promote the development of continuing vocational adult education in Belarus. In contrast to its neighbors, the Belarus education system has no marked orientation toward European processes. The education policy is based on the modernization of the most successful elements of Soviet-era education.

Funding

Belarus and the **Ukraine** belong to a group of 35 countries in the world where government spending on education accounts for 6% or more of GDP. In **Moldavia**, these figures are somewhat lower, but in comparison with its neighbors, the proportion of expenses on education in the national public budget is the highest – 20%. If one looks at national education policies in all countries of the region, the countries declared a desire to achieve a level of 10% of GDP for education funding in the near future.

Unfortunately, statistical data on the amount of funds from the government budget allotted for the needs of Adult Education are nonexistent or insufficient. It is a common point of view in the region that non-vocational and non-formal adult education is **personal business and an objective of commercial education**. With the exception of departmental vocational development programs and retraining of the unemployed, adult education programs are funded by the **fees of participants, donations and international donor organizations**. The government does not provide equal status to the nongovernmental sector (NGOs and private organizations) in terms of financial support and preferential business environment.

Management

One can speak with great reserve of a unified management system and coordination of activities in all three of the countries with regard to multifaceted practices of adult education and educational activities. However, the sphere of continuing adult education includes interdepartmental agencies that are primarily comprised of representatives of various ministries, educational institutions, and employers. An adult education unit works under the Department of Higher Education of the Ministry of Education of the Ukraine. The Ministry of Education of Belarus has an office for advanced training and retraining of personnel. Within the structure of the Ministry of Education of Moldavia, adult education issues fall under the jurisdiction of the Department of Vocational Education. In addition, a special committee works for the government on evaluation and accreditation of educational institutions for adults.



Emblem of the Ukrainian week of adult education

source: Sergij Boltivets

the right to Adult Education, development and implementation of the system of privileges and incentives, institutional forms of lobbying interests of various groups of population and stakeholders.

Holistic perception of adult education (vocational and non-vocational, formal and non-formal) has not become common at the level of government policy.

A variety of agents (NGOs, businesses, and social partners) are dissociated and participate in determining education policy priorities to a very little extent, while institutional forms and procedures of such participation have not yet been identified.

It is obvious that in comparison with a more favorable situation in other spheres of education, development of Adult Education in the countries of the region requires considerable efforts, including those at a political level.

Problem Points

Holistic perception of adult education (vocational and non-vocational, formal and non-formal) has not become common at the level of government policy. A traditional approach from the Soviet period continues to dominate in official circles. Accordingly, there is a pressing need to elaborate and formulate a conceptual vision of development of adult education and training systems. This should be preceded by large scale activities with representatives from the political community, expert community, and various groups of providers aimed at familiarization with European and international experience of AE organization, with various traditions, approaches, and principles.

Currently, the public does not recognize the “common good” of adult education. This is a key element to securing

Providers of Adult Education

Upon the collapse of the USSR, transformation of the education landscape in the former Soviet republics was manifested by the following trends:

- Maintaining and adjusting to new reality of advanced training and retraining institutions that emerged in the framework of socialist pedagogy and the Soviet education system.
- Expanded functions of higher educational institutions, where specialized departments or centers were set up to offer services to adults on a commercial basis.
- Decreased volume of educational activity within the framework of cultural and public activities including the activities of the major agent of non-formal adult education – “Znanie” (“Knowledge”) Society.

- Emergence of nongovernmental (private and public) institutions and organizations that predominantly offered programs of non-formal economic, political, civic, environmental, vocational and other types of education and training.

As a result, today, the following groups of adult education providers in the region can be listed:

Continuing vocational education institutions (advanced training and retraining of personnel), which remain the major service providers for specialists, especially those who work in the government sector of the economy. Their target groups are teachers, doctors, health workers, government officials, specialists of culture institutions, social workers and others. As a rule, those are specialists whose vocational development expenses are covered by the state budget. Regular vocational development is mandatory for representatives of many professions, and training timeline and duration are regulated by appropriate legal documents.

The system of vocational development institutions is structured in line with departmental affiliation and is subordinate to relevant ministries. It is largely state-owned. Seventeen ministries and around seventy committees and government services operate in the Ukraine, which have subordinate education facilities for training and vocational development of management personnel and specialists in their spheres. As of early 2009, there were 637 such institutions.

A good example of such an inter-sector system is the system for vocational development of pedagogical staff in Belarus. Currently, these are the Academy for Postgraduate Education, six regional and Minsk City institutes for advanced training and retraining of managerial staff and education specialists. Also, structural subdivisions for advanced training and retraining of personnel including pedagogical staff, at higher, secondary specialized and technical and vocational educational institutions were set up. Today, over 300 state and private vocational development institutions which train some six hundred thousand students per year operate in Belarus.

In all countries of the region, in addition to specialized organizations, vocational development also falls within the competence of institutions of higher education, technical and vocational and secondary specialized education institutions (secondary specialized schools, colleges, etc.).

In big cities, **universities and institutions of higher education** play a prominent role. They offer retraining services and establish centers to render services to the population. Most common lines of their activities are **computer literacy and language** courses, university pre-admission training and others. In contrast to vocational development, these



*Festival of non-formal education 2008
source: divv international*



Sofia cathedral in Kiev
source: Eugen Pomytkin

services are entirely funded by the students, with the exception of retraining.

Organization of training for unemployed and off-the-job populations is essential for the region. Considering the experiences of other countries, a network of **employment service** departments was established, and training of the unemployed was arranged at operating education institutions and specialized training centers.

On-the-job training is the focus of employers, associations of hirers and trade unions. Normally, programs offered by them are funded by employers and the fees of participants.

Significant educational activities, especially, in the area of culture, are carried out by **culture centers, libraries, and clubs**. Their education activities are, as a rule, a part of other lines of their activities, while there is insufficient statistical data to assess the scale of their activities. However, in rural areas, these organizations remain the only places for education and promotion of self-education for adults.

Lack of multi-field educational institutions within the current system for various population groups impels some organizations to go beyond their scope and get involved in adult education programs. Such situations have been

observed at some rural social service centers.

The nongovernmental sector of adult education, in its turn, is divided into commercial and noncommercial parts. Nongovernmental organizations are of extra-departmental nature and to a greater extent are geared toward broadening a spectrum of services on account of non-formal education programs.

Commercial education centers, along with vocational development institutions and training programs of the Employment Promotion Service, facilitate the development of the market economy and strengthen mobility and the competitive ability of the adult population in the labor market. However, only the limited portion of the population that has a high level of income and resides in big cities can use their services. Commercial organizations offer additional vocational qualifications (computer skills, foreign languages and more). They deal with the development of social competencies (team work, distribution of roles in a group, improving stress resilience, development of communication skills and other things) and some specific vocational skills (training for commercial agents, sales promotion, etc.). In this regard, corporate education programs oriented towards training top managers of large-scale private companies have developed in response to present-day trends and deserve special men-

tion. The established market of services is based on active interaction with similar organizations in other countries, including European countries.

Development of a wide range of social and civic competencies is supported by the educational activities of **nongovernmental organizations (NGOs)**. Their curricula and educational activities are targeted at emerging elites (leaders of public and political movements, parties, trade unions, journalists, and others), socially vulnerable categories of citizens (refugees, the unemployed, large families, disadvantaged adolescents) and other vocational and social groups (teachers, students and others). The thematic spectrum of suggested programs is quite comprehensive: complementary vocational qualifications, development of social and general civil competencies, human rights, economic and political issues, national culture, gender relations, environment, etc. However, in most cases their educational activities are irregular, and due to financial instability are tied to the implementation of specific projects.

A combination of orientation towards the common good and personal interests enable NGOs to promptly and adequately react to problem situations in a society and use education as an effective tool for their resolution. At the same time, we have to admit that none of the countries in the region has provided favorable framework conditions for development of educational activities in *"the third sector"*. They, as a rule, fail to be integrated into the system of rendering educational services and have no access to government funding. NGO activities are largely supported by private donations, voluntary labor and international donor funds.

There is no statistical information about the extent of the educational activities of NGOs. We can do no more than compare a number of registered NGOs in each country against population size. According to 2007 data, about 49,000 NGOs⁹ were registered in the Ukraine, around 7000¹⁰ in Moldavia, and approximately 2,300¹¹ in Belarus. Accordingly, 1.065 NGOs per thousand people were registered in the Ukraine, 1.628 in Moldavia, and 0.237 in Belarus.

Non-governmental organizations turned out to be one of the major agents shaping a new beginning in adult education in the region. This is, first of all,

- promotion of national traditions and values of European humanism, introduction of



Formation of salesladies in Belarus
source: dvv international

9 THE 2007 NGO SUSTAINABILITY INDEX, Ukraine.
www.usaid.gov/locations/europe_eurasia/dem_gov/ngoindex/2007/ukraine.pdf

10 THE 2007 NGO SUSTAINABILITY INDEX, Moldova.
www.usaid.gov/locations/europe_eurasia/dem_gov/ngoindex/2007/moldova.pdf

11 THE 2007 NGO SUSTAINABILITY INDEX, Belarus.
www.usaid.gov/locations/europe_eurasia/dem_gov/ngoindex/2007/belarus.pdf



Training of trainers in Moldavia
source: divv international

Analysis of the institutional structure of education in Belarus, Moldavia, and Ukraine shows that over fifteen years, adult education practice has emerged from government monopoly, and there has been a gradual transition to a multi-polar system based on the interests of the government and various social groups and individuals.

ideas related to liberalism, free market, and development of human capital,

- targeting the needs of participants, increasing their autonomy and development of self-organization skills,
- involvement of individuals and groups who are not "clients" of the formal system into training programs,
- vigorous introduction to ways and practices of European colleagues and their adjustment to local conditions,
- abandonment of excessive formality of education and flexibility of choice of disciplines (themes) and forms of educational activity.

Analysis of the institutional structure of education in Belarus, Moldavia, and Ukraine shows that over fifteen years, adult education practice has emerged from government monopoly, and there has been a gradual transition to a multi-polar system based on the interests of the government and various social groups and individuals. Under this system, specialization of various non-formal education programs has been outlined, and an increase in the number of non-formal education programs in different contexts has been observed. However, a problem of ensuring quality and accessibility of services for various target groups (chiefly the rural population and people with a low level of education) has not yet been resolved.

Needs for and Participation in Adult Education

Despite significant discrepancies, common problems pertaining to labor market development and pressing social issues are evident, however, adult education can be a contribution to their resolution.

Labor market

According to analysts, countries in the region have not yet fully felt the consequences of the global economic crisis. The unemployment level according to official statistical data as of the beginning of 2009 is considerably lower than in many European countries. Thus, in March 897,800 people were registered as unemployed in the Ukraine. They account for only 3.2% of the total labor force.¹² The unemployment level in Moldavia in late 2008 totaled 3.9% (not including data for Transdnistria).¹³ Officially registered unemployment

12 <http://www.donbass.ua/news/ukraine/2009/04/15/uroven-bezraboticy-v-ukraine-odin-iz-samyh-nizkih.html>

13 <http://point.md/News/Read.aspx?NEWSID=87192>

in Belarus as of the beginning of 2009 amounted to 0.9% of the economically active population in Belarus.¹⁴ However, experts believe that actual unemployment in the countries of the region is much higher, since the method of calculation differs from the ILO approach.

Common trends of demand for the workforce in the region should include:

- a decrease in the number of vacancies against the background of more job seekers (late 2008 – early 2009)
- sustainable demand for highly qualified personnel in construction, industry, healthcare, and others
- abundance of previously popular (mostly, office) professions (medium-level managers, lawyers and others)
- persistence of job vacancies in big cities, industry and agriculture. As a rule, these are low-paid jobs
- predominance of women among job seekers



Festival of non-formal education in Minsk

source: dvv international

For example, construction workers are in demand in the labor market in Belarus (masons, roofers, wall and floor tilers, plasterers, and others) as well as lathe operators, milling machine operators, locksmiths, and drivers. There is a deficit of physicians, various engineers, while in rural areas there is a short supply of machine operators, tractor operators, machine milking operators, stock breeders, veterinarians, livestock experts, and others.¹⁵ There is a surplus of accountants, economists, lawyers, teachers, dressmakers, PC and electronic data processing equipment operators, salespersons, hair stylists, and others.

In **Moldavia**, according to statistics, most frequently there is a demand for salespersons, hairstylists, waiters, street cleaners, security guards, locksmiths,¹⁶ while there is a shortage of skilled personnel in education and health care in rural areas as well as of IT specialists.

The labor market in the **Ukraine** is characterized by a significant regional differentiation. Due to decreased performance of industrial enterprises in the east of the country, practically no vacancies remain for unskilled labor. However, there is a shortage of programmers, top managers, and engineers.¹⁷ In the west of the Ukraine, the number of vacancies surpassed the number of qualified applicants.

A high proportion of **labor migrants** is common for markets both in the Ukraine and

14 http://telegraf.by/in_belarus/22132.html

15 <http://www.belta.by/ru/actual/interview?id=280649>

16 <http://www.allmoldova.com/index.php?action=mainblock&id=1228756763&rid=1157310537&lng=rus>

17 http://www.hrmonitor.ru/index.php?p=2&pname=news&news_id=5318



National library in Minsk
source: Eugen Pomytkin

Moldavia. According to official data, in recent years, nearly 300,000 people left Moldavia, and of those, 56% left the country to work in Russia. According to the Ministry of Labor and Social Policy of the Ukraine, 1.5 million people (about 5.1% of the workforce) work abroad. In 2008, 48.4% of Ukrainian labor migrants were in the Russian Federation and almost the same number were in the countries of the European Union.

In Belarus, these figures are significantly lower. For example, during the first nine months of 2008, 3,132 people left the country (according to official statistics). Most of them (46.6%) left to work in the USA, and 45.4% to Russia.¹⁸

The training needs assessment to increase the effectiveness of the **national economies** requires a special survey. In publications, we are only able to outline several obvious facts.

A sizable number of industrial enterprises in the region have yet to complete technical retooling. At the same time, there is a lack of skills for work under current market conditions. Training programs for managers, specialists and support for projects to train and vocationally develop the workforce seem to be of current concern.

With the view of eliminating an imbalance in development of rural and urban areas, enhancement of small businesses in the agrarian sector of economy is of great importance. This also applies to new fields such as conservational agriculture, development of agro- and eco-tourism, the private hotel business, introduction of new work practices in core areas of production in the countries (wine production, vegetable farming and livestock breeding). Training in traditional crafts as well as in the use of local and environmentally-friendly materials in construction are becoming increasingly relevant for agricultural development. This is especially topical for Moldavia, the country with the lowest level of urbanization in Europe: 41.3% of the population live in cities, while 58.7% reside in rural areas.

Society and the Social Sector

The demographic situation should send an additional signal to national governments about the need for the development of educational programs for the elderly. Today, the

18 <http://newsby.org/by/2008/11/10/text2201.htm>

proportion of pensioners in relation to the total population in the region exceeds 25%. Specialists forecast a further reduction in population and an increase in the proportion of senior citizens. Increased pension payments and a reduction in the workforce put the issue of maintaining economic activity and promoting additional employment of senior citizens on the agenda. This will inevitably entail the need to refresh vocational expertise and ensure additional qualifications. There is a burning issue, and it is one of social inclusion and public and civic activity. Maintenance of standards of living requires organization of special training in health preservation, rational nutrition, and more. There are only limited examples of such programs today. Broadening of a range of services for the elderly is possible only with the cooperation and interaction of various organizations – NGOs, local governments, cultural and health care institutions, trade unions, and others.

The demographic situation should send an additional signal to national governments about the need for the development of educational programs for the elderly.

Issues of **environmental education and nature preservation** are the focus of government and civil society. The consequences of the Chernobyl accident are still a crushing burden for Belarus and the Ukraine. Social and health organizations carry out informational activities about rules regarding living in polluted areas, but their efforts are insufficient to reach every resident. In Belarus, for example, there are interesting examples of teaching skills for growing vegetables in backyards under polluted conditions (Stolin Center for Support for Rural Entrepreneurship).

Another legacy from the past is represented by stockpiles of industrial refuse, toxic pesticides and unused military infrastructure containing weaponry and rocket fuel. Use of outdated mining practices poses a social and environmental problem in regions such as Donbass in the Ukraine and Soligorsk in Belarus.¹⁹

In this regard, dissemination of information about **civil and other rights**, such as for example access to information of environmental significance, a right to favorable environment as well as skills of asserting rights, is becoming increasingly topical. Environmental NGOs, which represent a sizable and quite active group in all countries of the region, remain major agents in this field.

Democratization and implementation of modern approaches to local development issues require active participation of trained citizens. A list of burning issues for the countries is vast: ranging from familiarization with election systems, enforcement of consumer rights about specific issues of establishing and managing an NGO. An increase of training programs on such subjects as community development, social entrepreneurship and local efforts for Agenda 21 is worth mentioning. Educational activities toward the revival

19 "Presentation of Report 'Environment and Security' (ENVSEC). Transformation of Risks into Cooperation", (Belarus – Moldova – Ukraine).
<http://www.envsec.org/easteur/countrylaunches/minsk190907/3.%20Press%20release%20RUS.doc>



Independence square in Kiev
source: Eugen Pomytkin

of national cultures and languages, research and preservation of local history, development of overall civic culture, including nonviolent conflict resolution methods, are common to the countries. The Transdnistria conflict remains unresolved, and the situation in the Crimea is aggravated from time to time.

Quality improvement of health services and promotion of a healthy lifestyle should also remain a major task with regard to adult education. Moldavia, the Ukraine and Belarus have lower life expectancy rates in comparison to industrially developed states. However, they are on the list of 45 states that are facing significant demographic losses.²⁰ Men in the region live on average 10 years less than women; according to experts, this is

related to lifestyle (smoking, excessive use of alcohol, improper nutrition, low level of awareness of and motivation to preserve health). Data for specific regions are shocking, even against the background of an overall unfavorable situation. In Donetsk (Ukraine) the average life expectancy of males is only 56.5, that is, men even fail to reach pension age! The main reasons for this are poor environmental conditions, stress, injuries, cancer, and bad habits.²¹ Respectively, along with the vocational development of physicians, there is a need to support new patient interaction practices, broaden information activities of health facilities and develop cooperation with NGOs on issues of preventing alcohol abuse, tobacco use and other bad habits.

Analysis of participants in educational programs suggests that among participants of adult training programs in countries of the region

- urban dwellers, mostly with high income and education levels, prevail;
- women have a higher level of education and more actively participate in non-formal adult education;
- employees and specialists of government services and departments prevail in the system of formal AE (vocational development);
- commercial adult education works with two groups of clients (personnel and top managers of private companies and solvent citizens, primarily urban residents);
- non-formal NGO programs most often involve young people, women, civil society activists, political parties, representatives of several target groups (migrants, ethnic minorities, parents of children with disabilities, etc.).

20 According to forecasts of UN Population Division "World Population Prospects" 2008.

21 <http://news.liga.net/news/N0862113.html>

Groups that require special attention in the future to broaden their participation in the organized training programs include:

- rural population,
- senior citizens,
- population groups with low levels of education, especially men,
- risk groups: prisoners, disadvantaged families, drug and alcohol dependent individuals, and others.

Research and Training

A profession entitled Androgogue (a teacher for adults) is not included in registers of pedagogic specialties in countries of the region. Accordingly, this precludes adequate training within the formal system. Moldavia is an exception, where, despite lack of the profession in the classification system, there are ways to major in Adult Education at the Master's level. In addition, students of pedagogy at higher educational institutions can be offered, among other things, a course on Andragogy.

In Belarus, Moldavia, and the Ukraine, there is no single approach to what competencies an adult education specialist should have. Traditionally, teachers working in the formal vocational development system require a diploma in a corresponding discipline and/or work experience in a certain profession. A set of additional qualifications, as a rule, is not individually listed; they are mastered by teachers in the course of practice and research of literature.

During personnel recruitment, the non-formal (nongovernmental) sector pays attention to availability of training of trainers, group work skills, diplomas and certificates of international trainer organizations, references of other companies, publications on the discipline, etc.

Training of trainers remains one of the most common forms of preparing specialists for non-formal education. Quite often, it is an integral part of larger projects aimed at the resolution of certain social problems or working with a specific target group. The participants, along with studying principles of Adult Education, receive information about the subject matter and acquire key methods and practices of working with the audience. These programs, as a rule, are highly effective for participants. However, one of the shortcomings is a lack of regularity. In order to become a vocational trainer there is a need to supplement training with the inde-



First day in school

source: Eugen Pomytkin

The countries in question have no national associations of adult education which could initiate development of vocational standards or a curriculum for the formal education system.

pendent study of AE literature and group work experience. Business associations are to a great extent oriented toward the development of a system of training and their certification. Examples may include proposals of the Ukraine Academy of Trainers.²² Non-profit organizations and their networks rarely deny social and public context for the benefit of methodology. For example, the Resource Program of Training Activity Clubs implemented by the network of Belarusian network of associations (Association for Civic Education ACE),²³ offers meetings with experts

along specific lines of activities in addition to methodology training.

The countries in question have no national associations of adult education which could initiate development of vocational standards or a curriculum for the formal education system.

Also, there are no specialized organizations that would coordinate research in this field. In accordance with current practice, universities and institutes operating in certain spheres engage in research, while market surveys are coordinated by ministries of labor and implemented by employment promotion services and specialized institutes or departments. Moreover, commercial AE centers sometimes carry out assessments and make market projections (for their own purposes). Sometimes NGOs assess preferences/attitudes of their target groups. In the government system, theoretic research in the field of continuous vocational training prevails. There are very few research projects on non-vocational and non-formal education and Adult Education as a whole. Links between the academic community and European and international research communities are underdeveloped.

Andragogy is one of the important lines of research of the Academy of Pedagogical Sciences of the Ukraine, under which the Institute of Psychology, named after G.S. Kostyuk, carries out research of psychological patterns of adult education. The Research Institute of Pedagogy and Psychology of Technical and Vocational Education was reorganized from activities of the Adult Education Bureau of the Ukraine into the Institute of Pedagogical and Adult Education of the Academy of Pedagogical Sciences of the Ukraine. In Belarus, certain activities were carried out by the Republican Institute of Vocational Education, Republican Institute of Higher School, Grodno State University and others, including those in the nongovernmental sector.²⁴

International Cooperation

Belarus, Moldavia and the Ukraine interact at **different levels with the European Union**. European Commission assistance to the Ukraine, Moldavia and Belarus mainly takes the form of annual Action Programmes under the European Neighbourhood and Partnership

22 <http://www.uatrenings.org.ua/index85-85.html>

23 www.adukatar.net, www.hurtki.info

24 Исследование осведомленности и предпочтений потребителей услуг неформального образования. http://adukatar.net/storage/users/2/2/images/503/Marketing_research.pdf

Instrument (ENPI). Up to now, Belarus has received far less assistance than its neighbours because the policies pursued by the Belarus government prevent the Commission from offering Belarus full participation in the neighbourhood policy. Other funding sources for this region are mostly the thematic assistance programmes, concentrating for example on human rights or civil society.

Besides the EU, important donors for the region are the World Bank, ILO, UN Development Program, and in the sphere of education the UN agencies UNICEF and UNESCO. However, adult education has not received significant support within their programs (with the exception of UNESCO assistance to the Adult Education Week in the Ukraine).

The **European Training Foundation (ETF)** plays an important role in the region, first of all for the Ukraine and Moldavia. Nowadays ETF is guiding the development of a strategy for a Ukrainian qualifications framework, developing qualifications for the service sector by bringing together the requirements of employers, the training needs of employees and the expertise of the Ministry of Education and Youth of Moldavia. Beside that, ETF carries out a comparative employment review in five countries around the Black Sea as a way of providing relevant policy advice on the challenges facing the region and building local capacity to do research on the labor market at the same time.

Between 1997 and 2007, ETF assistance to Belarus has been reduced to gathering sufficient intelligence to provide ad hoc support to the European Commission if requested. Also, the Black Sea Employment Review has been extended to Belarus in the context of the Eastern Partnership.

Since 2002, the Federal Government of Germany has been supporting Belarus-German initiatives with assistance to the Belarus Support Programs (BSP) Crossing Borders. Through four stages (up to 2008), 130 Belarus-German projects were implemented, with 34% of them in education. Part of the projects were aimed at the development of innovative pedagogical and methodological aspects in the formal system. The second group offers additional education for various target groups: young people, farm owners, journalists and others. In 2008, a scientific café, adult education, was established under the BSP to establish contact between experts from governmental and nongovernmental sectors.

It should be noted that a synergetic effect was achieved through cooperation between the BSP and *divv international* with a network of Belarus NGOs, the "Organization of Civic Education" (known as the AGA in Belarus)²⁵. Thanks to joint efforts in Belarus, two large-



Victory square in Minsk
source: Eugen Pomytkin



Violinist Michajlo from the Ukraine
source: <http://ukrfoto.net>

scale forums were held, the Festival of Non-formal Education (in 2006 and 2008), 4 Weeks of Non-Formal Education, and since 2004, *Adukatar*, a journal on non-formal education, has been published. Moreover, in Belarus, *dvj international* provides support for the Republican Institute of Vocational Education in the development and implementation of retraining programs for the unemployed.

The most notable international project in the Ukraine in the sphere of education is the 10-year activity of the Bureau of Adult Education of the Ukraine. It is maintained with assistance from the UNESCO Institute for Education. From 2000 to 2008, nine national **Adult Education Weeks** were conducted in the Ukraine.

Cooperation with Scandinavian countries (predominantly, Sweden and Denmark) plays an important role for the development of Adult Education in the region. Usually, cooperation takes the shape of small projects. Currently, for example in Belarus, this cooperation is carried out in several thematic areas at the same time:

- promotion of the training activity clubs method
- promotion of people's high schools
- expansion of education for sustainable development

There are examples of cooperation with neighboring countries (Poland, Lithuania, and Russia). However, insufficient attention is paid to maintenance of contacts and exchange of experience within the region, while demand for cooperation development is high, since the countries have similar starting positions and future objectives.

In general, it can be concluded that international cooperation in the region is represented by two groups of projects:

- **small-scale projects** of partner organizations aimed at improvement of educational programs for certain target groups, promotion of certain ideas pertaining to pedagogy;
- **larger scale projects**, where attempts are made to promote ideas and values of Adult Education and lifelong education (Weeks and Festivals in the Ukraine and Belarus);

Undeniably, these two dimensions are attractive for further international cooperation. However, development and implementation of projects aimed at strengthening expert capacity, development of research and personnel training, assistance to national governments in developing national policies in adult education are in pressing demand.

Summary: Main Challenges for the Future

The countries in the region are influenced by a number of tendencies that determine and encourage development of adult education in Europe. This also includes rapid depreciation of previously acquired knowledge, extensive use of technology in all spheres of human life and relevant need for constant development of new skills. The situation is exacerbated by incomplete reforms of national economies and education systems thus leading to a gap between labor market requirements and workers' qualifications. Unfavorable demographic situations – a decrease in birth rate and an aging population – require reconsideration of the role of older generations in society and form new objectives for education to equip senior citizens with knowledge and skills enabling them to live in comfort in a rapidly changing environment and be useful to society. Even nearly twenty years after the collapse of the USSR, development of political culture and support for civil society are still important. Global challenges such as environmental threats also set new objectives such as a change in outlook and updating of knowledge for the adults who are responsible for making decisions.

Nevertheless, national governments pay insufficient attention to the development of comprehensive and effective adult education systems. The objectives of the national governments of Belarus, Moldavia and the Ukraine are similar. Major steps that need to be taken are:

1. **Encourage and support public discussion** regarding recognition of the right to vocational and non-vocational education at any age, taking account of interests of various groups and ensuring access to organized training with active involvement of specialized pedagogical publications and mass media. Develop and support major national projects (AE Weeks, Festivals, and Fairs) that attract the attention of the general public.
2. **Develop and implement new approaches** to the identification of education policy priorities and create institutional forms for the participation of representatives of various ministries, educational institutions, target groups, employers, public organizations and others in this process (social councils or other consulting agencies).
3. **Elaborate national concepts** of adult education systems development and strategies for their implementation jointly with scientific community and consulting agencies (social councils).
4. **Identify and eliminate existing barriers** to adult education development in national legislation, governmental and ministerial decisions. More specifically, there is a need to make adult education an independent line of activity, legally provide for equipol-



Independence square in Kiev
source: Eugen Pomytkin

lence in the vocational and general education of adults, ascertain mechanisms of financial support and promotion and development of vocational and non-vocational AE in governmental and non-governmental sectors, etc. Where necessary, laws on Adult Education need to be developed and passed.

5. **Create National Agencies for Adult Education** authorized to put forward legislative initiatives, to allocate and control finances, coordinate research activities, and so on.
6. Ensure **conditions for development of theories and research** programs and projects (set up AE offices or laboratories within existing research centers, boost establishment of international contacts, etc.).
7. Support **strengthening of a vocational community of andragogues** (develop vocational standards, curriculum, and support the establishment of national Adult Education associations (unions)).
8. **Guarantee government funding and encourage fundraising** for the development of the sector and allot a special budget line to ensure access to education for those who need it most.

Addressing these large-scale tasks will contribute to joining efforts of all the stakeholders, both in the countries and internationally.

It is hoped that signing the declaration on the *“Eastern Partnership”* program will lay the foundation for development of a specialized action plan in the EU aimed at rendering assistance to national governments, educational institutions, and civil society entities in resolving the indicated

issues. This plan is to include such items as

- assistance to national governments in development of **education policy**, legislation, concepts, and action plans (consulting, review, monitoring, and evaluation),
- support for development of **quality standards** for both educational programs and managerial aspects,
- assistance in delivering **training programs** for andragogues in line with European and international standards,
- development of **expert and research** capacity of the countries, assistance in research.

In addition, including Belarus, Moldavia and the Ukraine as participants in EU programs such as the Grundtvig program will make it possible to enhance international cooperation, open access for the vocational community to developments and achievements of the EU countries and promote the creation of best practices in these countries.

It is hoped that signing the declaration on the *“Eastern Partnership”* program will lay the foundation for development of a specialized action plan in the EU.

Adult Education in the South Caucasus



The Academy of Science in Baku

source: dvv international

Levan Kvatchadze¹

Adult Education in the South Caucasus – Armenia, Azerbaijan and Georgia

After the collapse of the Soviet Union, adult education (AE) systems of the South Caucasus countries, having been under an instrumental and huge ideological pressure before, are slowly getting back to the path of European development and striving to keep up with the modern tendencies in this field in Europe. It could be compared to the period at the end of the 19th and the beginning of the 20th century when the adult education movement had oriented itself exactly to the European models.

Although the South Caucasus region is either not or just barely presented in European studies, comparative statistical descriptions or in cooperative projects in the adult education field, there is a large European influence in the development of this sub-sector of the education systems and in the formation of the relevant public policy in these countries. The European Commission Memorandum on Lifelong Learning from 2000 should be mentioned here as well as communiqués, strategies and action plans published afterwards. Besides from EU papers, an important influence on adult education in the South Caucasus is coming from the European Neighbourhood Policy (ENP), with action plans between the countries of the region and the European Union in which the importance of Adult Education and Lifelong Learning is emphasised.

The South Caucasus countries can be classified as a group of European countries in which adult education doesn't count as a public good. There is low awareness of holistic adult education. In public policy it is often just seen as professional retraining or continuous training of adults.

This should not be surprising: the AE system has changed significantly in all three countries of the South Caucasus in the last twenty years. The old organisational structures, funding models and aims relevant to the soviet programs of adult education disappeared very quickly and instead, gradually (partially spontaneously), new structures appeared. These structures tried to offer educational services that would be adequate to the present reality and tailor-made for the requirements of the target groups.

Although the South Caucasus region is either not or just barely presented in European studies, comparative statistical descriptions or in cooperative projects in the adult education field, there is a large European influence in the development of this sub-sector of the education systems and in the formation of the relevant public policy in these countries.

¹ The author is grateful to Nazarat Nazaretyan (Armenia) and Azer Ramazanov (Azerbaijan) for provided input during the preparation of this article.



Weaving in Armenia
source: divv international

The aims of adult education have also changed. During the Soviet period, after the massive illiteracy problem was resolved (often by using violent methods), adult education was described from one point as a continuous professional education (as deriving from the professions; basically, permanent qualification development inside one profession) and on the other hand permanent ideological political education of the masses.

After independence, the countries of the South Caucasus went through conflicts, civil wars and faced big challenges in the transitional period. Though the states have never declared it officially, adult education was responsible for solving some new problems. Parallel to traditional continuous professional education, adult education set

new priorities and the engine function in this case was taken by the civil society organisations with the support of the international community/donors.

Briefly, these are some of the **new priorities** of the AE:

- a) Adult education serves the function of compensation in order to better adapt to the new **living conditions** and to access the **labour market** (computer classes, courses for entrepreneurship and managing small businesses, courses for the ethnic minorities to learn the state language, etc.).
- b) **Civil education** of adults for sustainable development, civil peace and integration, conflict prevention and peaceful solution of conflicts, and to encourage active citizens (topics: democracy, tolerance, interethnic relationships, active citizenship, gender, protection of the environment, healthy lifestyle, etc.).
- c) In addition, the structural changes to the national economies created the growing need for short-term **professional training programs** for adults. The ministries of education, labour and economical development were trying to meet this need with the support of private education providers and public providers of professional education.
- d) Finally, one more issue must be mentioned: **Employers** interested in the development of qualifications for their employees and their involvement in continuous education **play a crucial role** in the formulation of the need for Adult Education.

In this article an survey of the AE systems of three South Caucasus countries and a description of the main development tendencies and challenges in the sector will be attempted. Bearing in mind the national differences, emphasis is placed on common tendencies and problems of the region.

Policy, Legislation and Financing

Recently, all three countries of the region initiated steps toward formation of policy and its elements in adult education. As mentioned above, due to the lack of holistic perception, AE is not considered to be a “public good” in the countries of the South Caucasus. Correspondingly, legislative acts and policy papers adopted in this field do not exist, or are declarative only, where roles of government and financing issues have minor significance.

Recently, all three countries of the region initiated steps toward formation of policy and its elements in adult education.

Of the three countries in the region, the highest number of elaborated education policies that directly or obliquely deal with AE and/or its constituent forms of education is in **Armenia**. However, as already mentioned, our objective is a legislative base that apparently does not have or can only have very limited capacity to regulate financing issues (vocational educational and training of unemployed adults and representatives of vulnerable groups), thus cannot be considered perfect.

In 1999, the National Assembly of the Republic of Armenia adopted a law on education. The 26th article of the law covers “supplemental education” and employs terminology (currently very outdated and confined) in relation to Adult Education:

- “1.1 *Supplementary educational programs are implemented with a purpose to satisfy the needs of the citizens and the public in education. Within the framework of each level of professional education the main objective of additional education is the continuous growth of the qualification level of a person.*
- 1.2 *Supplementary education is provided by educational facilities of general, vocational and additional education, as well as through individual pedagogical activity, the regulations of which are established by the Government of the Republic of Armenia.”*

The **Law of the Republic of Armenia on Higher and Postgraduate Professional Education** was adopted in 2004. The law regulates the system of higher and postgraduate professional education in Armenia reflecting on lifelong learning in the sense of continuous professional education and training of specialists.

In the same year, the Armenian government approved **The Strategy of Initial (Craftsmanship) and Middle Professional Education and Training**. The following sentence was formulated as one of the objectives of the strategy:

“Lifelong Learning, which includes adjustment or updating of any kind of the knowledge or skills of the workforce, which are required to keep the job or, for the unemployed, to find a job. The workforce should have an opportunity to learn during his/her whole working life, upon his/her desire and/or according to the requirements of the labour market.”



*Bee-keeper in Azerbaijan
source: div international*

In order to implement the adopted strategy, 2005 the National Assembly of the Republic of Armenia adopted the **Law on Initial (Craftsmanship) and Middle Professional Education and Training** where the term **Adult Education** (in the context of vocational education and training) was used for the first time in a law of the country. Based on the above mentioned strategy, the government of Armenia approved by the end of 2005 the **Concept Paper and Strategy of Adult Education**.

The next policy paper related to the field was the **Concept Paper of Non-formal Education** approved by the government in 2006. The document regulates basic legal frames for organisation and provision of non-formal education in Armenia.

In 2007 a draft of the “*Law on Adult Education*” was prepared in the National Assembly of the Republic of Armenia. However, the draft was rejected and not discussed, with a suggestion to develop it further. For the near future the government of the country plans to develop the legislative framework for lifelong learning. In 2008–2009, a draft concept paper and a draft law on lifelong learning were prepared with support of the UNDP and international expertise.

For the moment there are no laws either in declarative form and/or in concept papers on AE and lifelong learning in Azerbaijan and Georgia.

However, it is worth mentioning, that in 2007, the Permanent Parliamentary Commission of the Azerbaijani Parliament working on education policies initiated work activities on a law for Adult Education. In the summer of 2008, the elaborated draft law was approved on the first hearing; since then, development has been very passive because of the urgent analysis requirement of the framework Law on Education. After having been approved by the new parliament, renewed discussion is currently anticipated on the law of adult education in the higher legislative body.

The existing basic legislation in Azerbaijan deals only obliquely with adult education and primarily encompasses training oriented toward reemployment and/or fosters continuous professional vocational education for specific professional groups. Such juridical acts are: **National Employment Strategy** approved by the President of Azerbaijan on 15 May 2007, **Concept Paper and Strategy of Teachers’ continuous Education** approved by the Cabinet Office of the country on 25 June 2007 and **Regulations about Type, Form, Term and Financial Provision of Non-formal Vocational Training for Civil Servants** approved by the Cabinet Office on 19 March 2009.

As mentioned above, in the sphere of adult education there is a lack of regulation in Georgia as well. Though in comparison to Azerbaijan, the Georgian government, oriented

on maximal deregulation of the economy, promotes libertarian ideas in the education sector as well and does not plan legal regulation in the sphere of AE in the near future.² The Georgian Government deems economic growth the only salvation to the unemployment problem, thus deterring action for the establishment of structures that promote employment and relevant program developments. However, the **Law on Vocational Education** was adopted in 2007, which is oriented on principles of life-long learning and has opened doors for adults to the Vocational Education Centres of the Ministries of Education and Science (MoES). At the moment, approximately half of registered students (approx. 48%) for tuition-free programs at Vocational Education Centres are adults (more than 22).

The “*Law on Vocational Education*” (besides other deficiencies), undoubtedly should be considered a legal act and as a motivator for vocational AE and training in Georgia. According to the law, elaboration of the National Qualification Framework and set up of mechanisms and structures for recognition of prior (non-formal) learning should be finalised soon; also serving as a motivator for AE. Adoption of the law was outstripped by the adoption of the **Concept Paper on Vocational Education** in 2005, where the term “*Adult Education*” was specified in the legal act of the country for the first time.

For some professions, continuous professional training is prescribed by law (for instance for physicians, teachers, police officers, etc.). These legal acts can also be considered in close relation with AE.

Finally, in relation to Georgia, it is pertinent to mention that on the one hand, there is neither a principal regulatory act for adult education in Georgia, nor tuition-fee privileges, but on the other hand a maximally deregulated economy and simplified decreased tax system provides fertile soil for any kind of economic activities, for AE as well.

The **Ministries of Education and Science** (MoES) of the three South Caucasian countries could be considered **responsible for the AE** in the region, even if there are not any structural units in the ministries specially covering AE issues. Usually, the departments for Voca-



The Maiden Tower in Baku
source: dvv international

2 The only document related to the field which is still in the discussion process and could be adopted later is the National Strategy on Lifelong Learning, drafted by the Adult Education Association of Georgia. In 2009 MoES of Georgia and the mentioned Association signed a Memorandum of Understanding in which the MoES took the responsibility to discuss proposed draft of the Strategy and approve it if appropriate. As the vocational AE and training is already covered by the Georgian Law on Vocational Education, the drafted Strategy concentrates mainly on promotion of non-formal learning.



Azerbaijan: Computer course
for women

source: *dvv international*

tional Education and Training (VET) at the ministries mentioned are in charge of policy elaboration for AE and non-formal learning.

The **Ministries of Labour** are responsible for employment related **vocational training** of adults.³ The State Employment Agency in Armenia with its 51 regional centres in the country and the Central Employment Centre in Azerbaijan with its regional branches, implement relevant vocational programmes for unemployed adults and members of vulnerable groups.

Additionally, there are also some other ministerial units dealing indirect with the field. In Georgia the MoES is drafting and implementing some special non-formal educational programmes for members of ethnic minorities.

Furthermore, the **Professional Teacher Development**

Agency under the MoES was established in order to promote the continuous professional training of teachers. In Armenia there is, additionally, the **National Centre for Development of VET** (NCVETD) acting under the MoES, responsible for, among other issues, methodological support for the provision of vocational training.

Finally, it should be mentioned that in several ministries in all three countries of the region there are structural units dealing with adult education human resources development. In most cases these units implement programmes for the further qualification of their employees or programmes of continuous training of specialists from the field in which the ministry is acting. Under some of the ministries there are even institutions for continuous training in place.

Pertaining to **financial issues**, financial support for the educational sector in the countries of the region is **generally low**. The correlation of the national education budget to GDP varies from 2.5–3% and actually drops below the analogous indexes (approx. 5–6% in average) of the countries of European Union.

In the education budgets of the South Caucasus Countries there are no paragraphs related to financial support for adult education. There are no special financial incentives for AE (i.e., tax reduction). Consequently, precise calculation of public expenditure on AE is impossible; and statistical agencies do not collect information of this type.

On the basis of national reports prepared in 2008 for the 6th UNESCO World Confer-

3 It is true for Armenia and Azerbaijan. As to Georgia, due the absence of a state employment policy, there are no programmes for employment implemented by the Ministry of Labour and the unemployed can usually get vocational training at the normal Vocational Education Centres of the Georgian MoES.

ence on Adult Education (CONFINTEA VI) it is possible to form a certain idea of the development of public expenditure on AE in the countries of the region. However, a national report was not prepared in Azerbaijan. Calculations were made related to expenditure on all adult education programs (vocational AE for the unemployed, retraining and further qualification programmes for civil servants and for members of vulnerable groups, etc.) and the estimates show expenditure from the national budget of these countries does not exceed 0.3%.

Considering the current method of statistical information gathering, it is impossible to separate expenditure on AE from the expenditure on education for private households. However, the expense index for such households is low because many households cannot even bear the expense for the education of their children, not to mention for AE.

Additional sources for AE funding are **donor agency and NGO programmes**. Projects which have been funded and implemented mainly cover civic education, vocational training, personal development of members of specific professional and vulnerable groups, etc. Recently, along with the international donor funds, national public funds were available for projects of civil society organisations (for instance in Georgia). The major part of funded projects could be considered as AE and supportive activities. Unfortunately, consolidated statistical data on these kinds of activities is also not available.

Also, no credible data is available on investments of private companies in AE. Further qualification for their own employees is a highly important issue for mid-size and big companies, especially, for instance, in the banking and telecommunication sectors (some of them usually have their own structural units for training). As for the small companies, the majority of them do not spend any money for the development of their human resources.

Providers of Adult Education (AE)

The practically regulation-free landscape for adult education in the South Caucasus is characterised by slightly chaotic, unstable financial support, yet by typical sphere diversity.

Among the different providers, **NGOs** (non-governmental organisations) are undoubtedly the **principal actors**. National or international non-profit organisations have been implementing informal adult education for more than ten years, with financial support from different donors, international organisations and foreign non-profit organisations abundantly represented in the South Caucasus. It is significant that recently national government and local authorities have been involved in financial support of non-governmental sector, although this support is meagre. The grants issued on a competition basis are frequently used for the financial support of informal educational activities.

Some civil society organisations fail to fully realise their role in the education sector as a whole, though implementing adult education in practice. However, the organisations primarily established in consideration of various concepts of adult education and informal



Armenia: Workshop
source: *dvv international*

education are not included. The two multi-profile community centres for adult education that were established several years ago on the initiative of *dvv international* in the Samtske-Javakheti Region of Georgia (with financial support from the EU and the Federal Government of Germany), were modelled on the German “*Volkshochschule*” (Community Adult Education Centres). Similar centres are planned for Armenia and Azerbaijan in the current year and next year; at least four more institutions of this kind will be established in Georgia.

In the realm of civil society organisations, other important actors in the adult education system are: **national Adult Education Associations**, community AE centres, non-profit training centres, professional associations, trade unions, and employers’ associations.

The educational activities of civil society organisations are primarily related to civil education (political education, democracy and active citizenship, gender issues, environmental protection, healthy lifestyle, tolerance, interethnic and intercultural relationships, etc.), which is a considerable precondition for civil society development in the region. This activity is practically entirely donor-supported or, as mentioned above, is also implemented with government financial support and its target group is represented by the whole society, though the focus is principally on so-called “*multipliers*” (community leaders, non-governmental sector activists, municipal or national level politicians, journalists, etc).

On the whole, training by non-governmental organisations is donor supported; the target group is essentially composed of **civil society organisations** and activists or representatives from central government or self-governing institutions. Such training encompasses: general management, planning, financial management, quality management, organisational development, Human Resources (HR) management, effective communication, PR, leadership, marketing, advocacy, lobbying, etc. In consideration of the accumulated experience in the aforementioned disciplines, the training is mostly identified with a specific quality; frequently its donors are civil society entities as well, where the target group is naturally composed of company employees.

One more aspect of the aforementioned civil society organisations (which primarily operate at the community level) is that their activities regarding adult education are **toward informal employment** and **personal development** oriented adult professional preparatory, retraining, and qualification improvement courses, where the applicant can be any interested party. Such an educational service, designated for various vulnerable groups (Internally displaced people (IDPs), ethnic minorities, people affected by poverty, etc.) is frequently donor-supported; though the aim of groups of this kind is also to target stu-

dents ready to cover their own education costs (tuition is rarely covered by an employer). **Typical courses** are: various vocational training courses, small business management/entrepreneurship courses, handicraft courses, job-seeking and application training, courses for computer, foreign languages and accountancy and other courses oriented on development of qualifications demanded in the labour market.

The second important group of actors in adult education are the **institutions of higher education and vocational education**. According to the Bologna Process, higher education institutions whose academic programs (formal education) are available for student of any age who comply with admission criteria are consecutively applicable for new informal educational activities. Lifelong learning centres have already been opened at some universities, where interested parties are offered

the whole package, from public lectures to separate constituent modular courses of various educational programs in various disciplines. Certain applied courses from fields such as management, economics, law, psychology, PR, international relations, politics, art, etc., are very popular and tuition for the course is usually covered by students or their employers.

Adult **formal vocational education** is carried out intensively by vocational education institutions as well. In Georgia for instance, in the field of vocational education, along with reform processes, a large part of the applicants for vocational education programs at public educational institutions are adults.⁴ Tuition fees are entirely covered by the MoES.

Adult vocational education is partly implemented by state and private institutions of vocational education in Armenia and Azerbaijan. Tuition fees are basically covered by the Ministry of Labour (employment services) for separate registered jobless individuals, refugees, IDPs; by the Ombudsman's office for mentally challenged and disabled individu-



The Philharmonic Concert Hall in Baku

source: divv international

4 It is significant that the current vocational education system is less attractive for students who have completed their 9th year of study. The reason for this is the reform to the vocational education system, where the secondary professional education level was abolished and pupils are not offered general education as at the former level of initial vocational education. If a student who has completed 9 years of study chooses a vocational education program at a Vocational Education Institution and gives up general education, his/her educational path will, in reality, narrow. The fact is that after finishing the vocational education program, he/she is in reality not going to receive any higher level education (higher professional education), because he/she has to have passed Unified Entry Examinations. A graduate of a vocational education institution is not prepared to cross this barrier and there are no additional education institutions (evening schools, online learning facilities, etc.) in the country where he/she could study in order to catch up. Consequently, nowadays 97% of students who have completed their 9th year of study continue to study through to the 10th-12th year at general education schools and do not proceed to vocational education.

als (e.g., in Azerbaijan); while donors cover some socially unprotected groups, etc.

Another group of adult education providers is represented by **various state (public) institutions**, which are also oriented toward professional retraining and qualification improvement (continuous professional education) of target groups. Such institutions are, for instance: Teacher training institute (Azerbaijan), the Institute of Qualification Improvement and Vocational Retraining for Doctors (Azerbaijan), resource centres of the Ministry of Tourism (Azerbaijan), employment services (Armenia and Azerbaijan), public officials training institution (Georgia), etc. It should be mentioned, that the emphasis on economic liberalisation in Georgia and Armenia enables the government to dismiss the above-mentioned institutional types and become clients/customers themselves rather than educational service providers and thus promote competition-based training services through representatives from the public and private sector.

Important providers of Adult Education are **private companies**. Three organisational types can be identified in this regard:

The first type are profit-oriented companies; provision of educational services is their basic field of activity. Similar companies implement services in almost every direction – mostly what is demanded on the market (foreign languages, computer courses, informal vocational education and training, accountancy, etc.).

The second type are companies where educational services are not their main field of activity, though they have developed this line of service for additional profit on the market (i.e. designer studios, salons, etc.).

The third type are big companies which operate in other economic sectors (not in education), but due to their great number of employees in constant need of training, they have relevant structural units established inside the company, thus becoming quite serious training providers (i.e., banks, mobile communication companies, oil companies, transportation companies, etc.). These companies provide employee training services arising from company needs, although they frequently employ the services of a subcontractor.

Among other providers of Adult Education, educational services from **confessional (religious) institutions** are very significant. For instance, in different regions of Armenia, the Diaspora church supported the development of its private educational infrastructure and now offers computer courses, foreign languages, folk history as well as theology and church art courses to interested parties. Similar activities take place in Georgia, however they are less systematic and the result of separate confessional groups.

Some **Adult Education institutions in the sphere of culture** are, for example: museums, libraries, cultural centres, etc., which have recently realised the role they play in education and have been striving to implement their programs appropriately.

Finally, mention should be made of the work of **independent trainers, pedagogues, professors and teachers** who have emerged as individuals in the marketplace and provide adults with various education services such as: teaching foreign languages, conducting

specific training courses or offering professional education in the form of apprentice-to-master training.

Needs for and Participation in Adult Education

Why is adult education so important for the South Caucasus? To answer this question, it would probably be reasonable to distinguish between the adult education **needs for the economy and the needs of society at large**.

Labour market analysis and employer interviews conducted in the South Caucasus countries – countries in transition – indicate that the **high unemployment rates in all three countries** are paralleled by a shortage of skilled labour for practically all functioning enterprises in the region. The **ongoing restructuring process** together with the introduction of new technologies, enhancement of the role of IT technologies in all sub-sectors of the economy, and advancement of its formerly underdeveloped sub-sectors, have generated the need for new qualifications in the workforce. It is in this context that all three South Caucasus countries are looking at adult education. They see it as important leverage with which to match the interested adults' skills with the current demands in the labour market. This approach underlies the Armenian Concept Paper and Strategy on Adult Education and the Concept Paper on Non-formal Education. According to these documents: the goal of AE is to provide vocational training and employment to citizens in accordance with their abilities and condition of health.

To understand the potential role adult education can play in responding to the needs of the economy, it would suffice to look at the example of Georgia: 47% of the employed population of Georgia are employed in agriculture. Meanwhile, the contribution of this sector to the national GDP is as low as 7%. Such low agricultural productivity is, on the one hand, due to the fact that the major part of cultivated lands in Georgia are in the hands of small farmers, while there are very few farms and agricultural enterprises that own sufficiently large land areas together with the requisite agricultural machinery. But, on the other hand, the low agricultural productivity can be accounted for by the inadequate education level of the human resources and the lack of modern skills. And it is only through adult education that the gap can be narrowed.

Yet another vivid example: as noted above, the reform recently carried out in the VET system of Georgia failed to make this sub-sector attractive for students who have completed the 9th grade (due to a dead-end situation on the educational path for this group of students). No wonder that 95-to-98% (numbers vary slightly from year to year) of students who have completed the 9th grade choose to go on and complete secondary school



Participants in the EU project
A-Muse-All

source: *dvv international*



Armenia: Workshop
source: *dvv international*

(Grades 10–12). However, given the current enrolment capacity of higher educational institutions and the VET system (the number of openings for applicants is too small!) only half of the secondary school leavers manage to access the formal education system. The other half of them are practically lost and are thrown straight into the labour market without any additional training. Naturally, such young people have an extremely low chance of finding a job. This accounts for a very high level of unemployment among young people up to the age of 25 in Georgia.

First and foremost, the above example is indicative of the obvious drawbacks existing in the VET system of Georgia (very limited enrolment capacity!). But at the same time, this example clearly demonstrates that adult education programs must be targeted exactly at this large group of young people that are left outside the formal education system (approximately 20,000–30,000 persons per year).

Apart from the adult education needs conditioned by the economy, there is a **considerable requirement in adult education from the point of civil society development**. More than half of the adults in this region went through their socialisation period during the Soviet era. Accordingly, they could not have possibly learnt to appreciate basic civic values. Neither would they have acquired any skills that would allow them to be active citizens. To this day, many of these people have failed to overcome this short-

Apart from the adult education needs conditioned by the economy, there is a considerable requirement in adult education from the point of civil society development.

coming in their education.

From this viewpoint, national adult education systems in all three countries are presently faced with quite a serious challenge. A speedy democratisation process in these countries will only be possible through introduction of intensive civic education programs for adults. Such programs must be accessible for all citizens in all three countries, including those in the most remote areas.

Apart from responding to the challenges of the economy and civil society, the adult education systems in the South Caucasus should also be geared to contribute to the resolution of additional problems specific to these countries. One of them is **(re-)integration of internally displaced persons and ethnic minorities** through educational programs. Greater involvement of representatives of these two specific groups of population into adult education programs is extremely important, at least in two countries of the region (Azerbaijan and Georgia).

In contrast to some south-eastern European countries where adult illiteracy remains quite a significant challenge (particularly, among the ethnic Roma community), South Caucasus

countries demonstrate fairly good literacy indicators, with Georgia even ranking first in the world according to the UNDP literacy index.

However, this index only takes into account simple reading, writing and arithmetic skills, with no regard to functional literacy. So far, there have been no studies specifically focusing on the latter, and yet, given the fact that in the international assessments of reading comprehension among students, this region does not rank very high (e.g., Georgia), it can be assumed that former pupils – that is present-day adults – are also likely to have considerable problems with functional literacy.

Finally, it should be noted that neither is research being conducted nor is any statistical information being gathered in this region to determine the participation rate in adult education. The one and only study on this topic which is comparable to European research was performed in 2005, jointly by *dvv international* and the Adult Education Association of Georgia. The study brought to the fore the traditional picture of adult education: on the one hand – the higher the education level of a person, the greater is his/her willingness to get involved in adult education; but on the other hand, actual participation in adult education shows clear signs of **gender imbalance**: much higher involvement of women compared to men.



Sewing course

source: *dvv international*

Research and Training

There is **no single professor** in the South Caucasus Region specialising in adult education. No structural research units, specially dedicated to AE, are present at universities and scientific research institutes.

Consequently, research in the sphere of adult education in the education area is very limited. Adult education is covered very seldom in the faculties of Education and Pedagogy and only the basics in relation to the relative topics developed by scientists, PhD students and undergraduates who contribute to the expansion of areas of research. Through the above-mentioned method, several scientific papers were created pertaining to education quality, professional demands towards trainers, adult education methods, the importance of adult education concerning subject-matter development, etc.

However, the principal research providers in the sphere of education in the South Caucasus countries still remain the national Adult Education Associations and the Institute for International Cooperation of the German Adult Education Association (*dvv international*). The research conducted in the sphere of AE pertaining to policy, participation (involve-

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Cooking course in Azerbaijan
source: *dvv international*

ment), training needs of various vulnerable groups, provider type investigation and their registration (creation of database), etc., are provided through their contribution. Various recent policy papers have also been prepared by these associations.

The idea of development towards adult education with the background of ongoing processes in the region is feasible in relation to research of special segments (analysis of labour market tendencies, research pertaining to vocational education, etc.) and research conducted by the World Bank, European Training Foundation (ETF), USAID and other organisations.

Issues pertaining to human resources development for the sphere of adult education have not been determined, since no special academic training of adult trainers is conducted at educational institutions in the South Caucasus countries. However, the speciality “*Andragogy*” is planned in the list of specialities in the system of higher and middle vocational education in Armenia. Unfortunately, up to now, the speciality is not available due to the absence of applicants.

Trainers, who are experts in adult education mostly have had their higher education in different fields and have subsequently obtained trainer skills at Training of Trainers (ToT) courses. The trainers, specialising in adult vocational education and training, sometimes do not even have informal education in regards to pedagogy or andragogy. However, no professional qualification is required in the field of AE to exercise trainer activity.

Numerous AE providers in the whole region have the “*Training of Trainers*” (ToT) courses in their programmes. Most of them are 2–3 day courses oriented at the development of necessary skills for interactive teaching and visualisation. In Armenia and Georgia, national Adult Education associations expanded with support of *dvv international* and the Baltic AE Association’s “*Adult Educator – Practitioner*” training courses (of approx. 60-hours) providing necessary competencies according to the professional requirements developed by the same associations.

International Cooperation

There are many donor and international organisations represented in the South Caucasus countries.

As mentioned above, **there are many donor and international organisations** represented in the South Caucasus countries. AE is quite often a significant component of the programs, with their financial support. In this situation, cooperation with European AE providers, trainers, and scientists is quiet frequent. Such cooperation fosters experience-sharing with Caucasus colleagues.

Among AE international providers *dvv international* should be mentioned first, not only as a serious lobbyist for adult education, but also facilitates institutional development for the providers, AE availability for vulnerable groups, scientific research and publication in this sphere of education, trainers professional development, international cooperation and exchange programs and principally fosters practical implementation of European approaches in the form of the establishment of AE centres in the region with financial support and assistance of the Federal Government of Germany.

The support of *dvv international* in establishment and development of national Adult Education Associations in the region and generally, in intensification of cooperation and mutual network expansion, is crucial. It should be remarked however, that at present, with the support of *dvv international*, organisations in the South Caucasus are already members of European Association for Education of Adults (EAEA) and have consequently established partnership with their European colleagues, particularly in Eastern Europe.

In regard to international cooperation and establishment of AE centres in this framework, the great **contribution of the European Commission (EC)** is also to be mentioned because several AE centres were established or are being established with **EU financial support**.

The successful examples of international cooperation are reflected in implemented research (collaboration of AE or lifelong learning national strategy projects; other policy papers), which was carried out with the close participation of European experts. European experts (particularly Baltic colleagues) participated in local trainer professional development programs (during summer school) and in preparations for modern ToT programs for national AE associations. This initiative, along with *dvv international*, was supported by the Open Society Institute (OSI), *Evangelischer Entwicklungsdienst (EED)*, Eurasia Partnership Foundation (EPF), etc.

Among the actors in the international cooperation who are very encouraging, some are very distinguished: European Training Foundation (ETF), USAID, World Bank, UNDP, GTZ, British Council, development and cooperation agencies and funds from Holland, Sweden, Norway, Switzerland, Canada, Great Britain, etc. The AE components (ToT, special programs for local rock-bands, institutional development of providers, etc.) are very frequently presented in the projects financed or implemented by them. From 2003 through 2006 for instance, multipliers were trained in the framework of a vocational education project undertaken by GTZ, who adhered to the principle of cascade training and subsequently covered hundreds of teachers of professional education in all three countries and facilitated adoption of modern educational methods.

Unfortunately, a majority of the above-mentioned donors and agencies do not prioritise adult education, do not exercise a systematic approach in this direction, only acknowledge its practical application significance and consider it to be a small component of various types of projects that need to be realised.



Project Consultations
source: divv international

Summary: Main Challenges for the Future

Some important current problems and challenges for the South Caucasus countries are:

- **Adult education is not officially interpreted or regulated on a legislative level** (the fact that a draft law on AE was adopted at first reading by the parliament of Azerbaijan in 2008 does not contradict this statement, since there is no real public responsibility resulting from the text of the law and, furthermore, it is still unclear if the law will finally be adopted at all). On the one hand, due to this, **at a national level, policy has not yet been elaborated in all three countries** and, on the other hand, local self-governing bodies do not consider AE as part of their task or field of responsibility.

Consequently, **the financing of Adult Education on a public level is small** in the whole region (besides the professional training and retraining of the unemployed and further training of civil servants, only a few target initiatives can be pointed out). It is essential to give more opportunities for AE to the representatives of various vulnerable groups (refugees, IDPs, ethnic minorities, persons with special needs, etc.) and to make target programmes and funding more accessible.

- **Introduction of constant statistical recording** is essential for the measurement of citizens' participation in (formal and non-formal) AE, making relevant analysis and for further elaboration of adequate policy. The introduction of national statistical accountability in AE will not only promote growth of transparency and comparison with other European states, but it will set a basis for the analysis of the existing deficits and gaps and for their further eradication. Of course it is desirable that the South Caucasus countries follow the same methodology and rules/guidelines for preparing reports which already exist in the EU.
- **Elaboration of National Qualification Frameworks (NQF)** in all three countries a significant stimulus for the promotion of AE should be based on principles of Lifelong Learning. Besides, it will be significant to **introduce practically the mechanisms of recognition of non-formal and informal education**. Both aspects, for instance, are required by the Law on Vocation Education of Georgia (adopted in 2007).
- For the increase of public awareness about AE, **popularisation and advocacy** of this field is required in wide parts of the population (raising motivation) as well as in employers, trade unions, professional associations, etc. The goal should be the enhancement of public-private partnership in AE and elaboration of multichannel financing of AE programmes.
- For the **improvement of the quality of AE** and for its steady development in the coun-

try, it is essential to **promote the development of andragogy as a science and profession**. In this regard, the principal role should be played by the institutions of higher education. In parallel to the significance of theoretical principles, attention should also be paid to the fact that the real existence of AE institutions, for the most part, is represented by the lively, practical activities of the people who organise various types of courses, training programmes and seminars. In addition to the above, it is important to create an operational system of quality assurance of AE and introduce the mechanisms of **quality assurance** in all three countries. In this context, the following questions are of great importance: educational



Port Baku

source: *dvv international*

programmes and their accreditation, qualification of adult educators and trainers, educational standards, teaching and evaluation methods, learning environment, etc.

- It is essential to promote a **unified AE information and guidance system/network** in all three countries, which will include the existing services for professional orientation and career planning, and provide the adult population with information and qualified consultations on formal and non-formal education/training.
- In the process of the formation of the national policies of AE, it is extremely important to acknowledge the **importance of general and civil AE** in parallel with the importance of the formal and non-formal vocational education/training of adults. This is high-priority for not only national economies, but also for the **improvement of the quality of human life in general**. Knowledge-based society cannot be formed and cannot be ready for new challenges if the members of the society, apart from professional competence, will not engage themselves as **active citizens**.
- At the same time, being an active citizen is not possible without self-realisation and success in the labour market. The **integrative function of AE** should therefore be recognised and the implementation of purposeful policy that will help individuals of any age in the development of so called key competencies for work and lifelong learning should be placed on the agenda.

And last but not least: for the realisation of all the above-mentioned, the available resources in the South Caucasus are insufficient – human and material. In this regard, **cooperation and common projects with EU countries are essential**. Among other possibilities (ENP, Tempus, Twinning, etc.) also the “Grundtvig”-Component (dedicated to AE) of the Lifelong Learning Programme of the EC could be considered as an opportunity for such cooperation, if the criteria for participation will include ENP countries.

Adult Education in Israel



The Skyline of Tel Aviv

source: Katrin Bergholz

Elana Sztokman, Eitan Israeli

Adult Learning and Education in Israel¹

Introduction

Israel has had some impressive achievements when it comes to adult education, especially considering the country's historical social context. Established in 1948 in the shadow of the Holocaust, with a population of 700,000, Israel absorbed hundreds of thousands of immigrants, most of whom were refugees from a war in which entire families – entire communities – were destroyed. Arriving from the ashes of humanity with only the shirts on their backs, Israel took these immigrants in, taught them Hebrew, integrated them into the workforce, and made them part of the foundation of the fledgling country. For a country that was itself just getting to its feet, looking after these populations so well was quite a triumph.

Since its establishment, Israel's population has multiplied ten times, to a population of over seven million people. A huge proportion of this population has been immigrants, emerging from a startling array of communities and cultures, representing six continents and dozens of countries: Eastern Europe, Western Europe, the former Soviet Union, North America, South America, Australia, and Africa; Ethiopians and Russians, Canadians and Indians, Argentineans and Italians. Israel provided them all with Ulpan, Hebrew language and culture instruction, as well as free board for six months while they received job retraining. The result, the incredible salad bowl that is Israeli society, provides testament to the power of this pattern of Adult Education.

Israel was promoting "Lifelong Learning" before that term even entered the global educational lexicon. Part of this is related to Israel's religious context. For all three major religions that view Israel as their centre – Judaism, Christianity and Islam – Lifelong Learning is scripturally based – "*You shall teach your children*" – and deeply ingrained in all three cultures. These traditions provide strong support for an adult learning culture – but they also exerted extra pressure to provide adult learning settings. Although privileged adults can carry on these traditions independently and freely, the less privileged and immigrants need help in actualising the religious values of learning. Israel, then, has both the blessing and the challenge of having diverse populations that desire and demand opportunities to learn.

Israel was promoting "Lifelong Learning" before that term even entered the global educational lexicon.

1 Prepared for the EAEA and the IAEA by Dr. Elana Sztokman, in collaboration with Dr. Eitan Israeli. Based in part on "*The Development and State of the Art of Adult Learning and Education (ALE): National Report 2008*", by Dr. Rachel Tokatli, in consultation with Dr. Paul Kirmayer, Dr. Meir Peretz, Mrs. Magi Koren, and Dr. Eitan Israeli, edited by Dr. Mayer Fialkoff.

1. Policy, Legislation and Financing

In terms of legislative policy, however, only a small number of laws have been legislated to promote adult learning. Moreover, in terms of public financing, adult education is not high on the scale of national budget priorities.

Israel has an active de facto Adult Education environment. In terms of legislative policy, however, only a **small number of laws** have been legislated to promote adult learning. Moreover, in terms of public financing, adult education is not high on the scale of national budget priorities. In fact, 2009 **governmental budget cuts dramatically** reduced adult education funding, leaving the allocation at a fraction of its previous scope. This eventuality is having a huge impact on personnel and programming reach, the results of which are only now being fully understood.

In 1994, legislation was enacted on subsidised education integration of reserve soldiers in authorised high schools and pre-academic programmes. In 2000, legislation was enacted to provide learning services to disadvantaged groups, such as mentally and physically challenged people. There are some budgets that receive statutory earmarking, such as Hebrew language instruction for immigrants to facilitate linguistic, social and vocational integration, and vocational training for workers and unemployed adults. In addition, some union policies support adult learning by providing for paid educational leave. Legislation also exists to provide private schools with supervision for preparing students for matriculation.

National Adult Learning and Education (ALE) policy is formulated by the Division of Adult Education (DAE) in the Ministry of Education. Ministry priorities included literacy, basic and high-school equivalency, vocational training, parenting and family enhancement, active citizenship, and non-formal education. The DAE, in conjunction with other government ministries, formulated guidelines for addressing the educational needs of relevant groups with special needs. On the local level, local municipalities organised and implemented programmes and are involved in policy decisions.

High priority ALE programmes are funded primarily by government allocations and specifically by the DAE.

High priority ALE programmes are funded primarily by government allocations and specifically by the DAE. In 2007, the Ministry of Education contributed NIS 90 million (EUR 16.2 million) to Hebrew language instruction for immigrants and NIS 35 million (EUR 6.3 million) for high school equivalency and other learning enrichment programs. Other ministries, such as the ministries of Immigration, Industry, Defence, Health, Social Services, Environment, and Pensioners, collaborate with the Ministry of Education in financing different projects relevant to their own areas of interest. The Ulpan Hebrew language project, for example, is financed in collaboration with the Ministry of Absorption. Local authorities finance some 25% of the budgets in joint activities with the Ministry.

Other agencies contribute as well: workers' unions, the National Insurance Institute, the Broadcasting Service, and the Israel Lottery Commission. NGOs are strong contributors, such as the American Joint Distribution Committee (JDC), the Avichai Foundation, the Van Leer Foundation, the Gerontological Society, women's organisations, and more. Civil soci-

ety organisations and institutions also operate and support adult education, most prominently the Community Centres Association, Open University, Popular Universities, and SHALEM National Service for Adults. Public employers also contribute by sponsoring employee learning, although in the private sector, this practice is much more limited. The DAE subsidised portions of salaries for teachers and other professionals, as well as curricula development and publications.

Learners also contribute a significant amount to the ALE budget, both directly and indirectly. Tuition fees from higher education students, for example, cover 80–90% of operating costs. A range of incentives exist as well. Over 100,000 public-sector employees, for example, have participated in incremental remuneration programs through courses in over 230 recognised learning institutions – not including teachers.

Other programs included the “*Minister of Education’s Project*” that financed students’ fees in high school equivalency programs; financial incentives for students in prep courses for higher education; scholarships for reserve soldiers; tuition exemptions for immigrant students; unemployment compensation for students taking high school equivalency or vocational courses; literacy and public health courses free of charge, and scholarships for women entering gender studies programs.

It is clear that a national policy vision is needed. The **Israel Adult Education Association (IAEA)**, a not-for-profit organisation and leading non-governmental advocacy group for Adult Education in Israel, has been promoting this vision of ALE throughout the governmental system, and was a leading voice and lobby preventing the threatened disbanding of the DAE in the Knesset a few years ago. Today, the IAEA, which is a member of and active contributor to European networks for ALE, is promoting a National Policy for “*Israel: A Learning Society*”. A joint working group of the DAE and IAEA prepared a document, focusing primarily on adult learning (ages 20–80). The policy recommendation document focuses on three strategic goals: placing lifelong learning at the centre of the public agenda; advancing legislation and public funding for lifelong learning; and ensuring access to lifelong learning for all citizens, regardless of age, gender, race, socio-economic status, abilities and limitations. The policy recommendations, which include detailed analyses of operative objectives based on these three strategic goals, will soon be presented to potential supporters, fund contributors, and partners in order to systematically promote adult learning and education in Israel.



The Wailing Wall in Jerusalem
source: www.bigfoto.com/asia/israel



Ulpan course

source: IAEA

2. Providers of ALE: The DAE and Beyond

Provision of adult education in Israel comes from a range of sources, and in many cases these institutions work in multi-lateral collaborations:

The Division of Adult Education (DAE)

Traditionally, **The Division of Adult Education (DAE)** of the Ministry of Education has been the **chief provider** of Adult Education. It has overseen all the ALE programmes that are publicly recognised and sustained partnerships, collaborations and links between the various providers and interested parties to sustain the network of the national adult education system. The DAE has been responsible for ALE oversight in the public sector and at the national level,

providing a sizeable portion of funding for programs across the country and across contexts. It also formulated an overarching vision of adult education, based on the balanced values of learners' rights, society's needs and national priorities. All this changed in 2009 in light of dramatic budgetary cuts, resulting in significant staff and programmatic reductions. The extent of the impact is yet to be fully realised.

For decades, the largest systematic programme that the DAE has overseen has been Ulpan: Hebrew Language and Cultural Instruction for immigrants. This programme prepared immigrants for entry into society and the job market, ranging from 500 to 1,000 hours over periods of 5–10 months. These classes were located throughout Israel and serviced a large number of participants. In 2007, 33,000 students participated in 2,000 classes held in 160 Ulpans, of which 35 took place in kibbutzim. For Ethiopian immigrants, specialised classes offered instruction not only Hebrew and culture but also in subjects such as mathematics, geography, history, civics and Israel. Unlike standard Ulpan, this programme utilised the learners' native language and life experiences as a buffer for culture shock. Ulpan was provided by the DAE, local municipalities, the Ministry of Absorption, the Jewish Agency, JDC-Israel, Popular Universities, community centres and the Israel Defence Forces. It was funded by the DAE, the Jewish Agency, the Ministry of Absorption and local municipalities.

The DAE has run a wide range of programmes in addition to Ulpan. DAE programmes included education for jobseekers, parenting classes, basic literacy, and education for reserve soldiers, prisoners, Bedouins, and more. One of the programmes was **Tichonit**, a high school certification, academic preparatory and matriculation course for high school drop outs, reserve soldiers, immigrants, Arab, Druze, and Bedouin communities, and the underemployed. The programme provided 560 hours of study for tenth grade equivalency, 550 additional hours for 11th grade equivalency, and 700 hours for 12th grade equiv-

agency. In 2001, 584 recognised institutions offered high school and pre-academic programmes. In 2007, 18,500 students participated in these programmes, and a total of 550 Ethiopian immigrants received scholarships. In addition, 221 institutions have been authorised to offer salary increments for participants in subsidised programs, in which 80,000 learners participated annually. In 2007, 145 centres for basic and high school adult education were being operated. The high school and academic prep programmes were operated by the DAE in cooperation with the Israel Defense Forces (IDF), local municipalities, Open University, colleges, and the Ministry of Defence.

In addition to the DAE, there are several primary providers of ALE, most of which work in partnership and collaboration with the DAE: national government ministries, local municipalities (with Open and Popular Universities and community centres), The Israel Defence Forces (IDF), women's organisations, NGOs.

Government Ministries

There is quite a large variety of programmes coming out of **different government ministries**. As a government agency, the DAE is in an effective position to collaborate with other government ministries for programmes that fall under more than one type of jurisdiction. For example, the **Ministry of Education** worked with the **Social Services Ministry** on developing vocational courses for the unemployed, with the **National Insurance Institute** on providing learning opportunities for pensioners, and with the **Israel Prison Authority** on education for prisoners. National government ministries are typically involved in the decision-making aspects of ALE, as well as financing, subsidies, administration, curriculum development, publications and supervisions.

One of the programmes conducted through multiple government ministries is **Equivalency Learning**. This project was for unemployed people who were ineligible for vocational training because of inefficient educational background. The programme offered basic and high school equivalency education and skills for employment to enhance the potential for integrating into the workforce. It focused on language skills, manufacturing, management, administration, communication, computers, and employability skills. It was targeted mostly at unemployed and unskilled workers as well as skilled workers seeking advancement. In 2007, 3,000 students participated in 150 classes. The programme was provided and funded by a joint collaboration between the DAE, the Social Services Ministry, the Ministry of Trade, Prison Authority, workers' unions, employers' associations, the Government Institute for Technological Training, and NGOs as well as private employers.

Local Municipalities

In the field, the largest portion of ALE programming is provided by the local authorities, often in cooperation not only with the DAE and government ministries, but also with non-governmental organisations and educational institutions, community centres, Popular Uni-

versities and the Open University, each of which often has different responsibilities in the process. Local municipalities provide the physical premises, and often provide teachers, facilitators, and sometimes curriculum development as well. Local municipalities also have a vital role in funding, providing some 25% of ALE funding.

Perhaps most importantly, local municipalities are in the position of understanding the unique needs of their populations. In a country as diverse as Israel, the need for interaction with indigenous cultures cannot be overstated.

An example of an ALE program run through a local partnership is the conglomerate of programmes on **Parenthood, Family and Community Life**. Immigrant parents experience culture shock and a loss of authority and parental performance, and as such the parent-hood programmes teach parents how to maintain relationships, especially with adolescents, in an era of change. Programmes focussed on parenting skills, developmental psychology, intimacy, rights and responsibilities within the family, marital relationships, furthering children's success, new family relationships, the community system, the influence of the media, and leadership skills. The programme targeted parents, grandparents, and mixed groups with children, especially immigrant parents and the Arab, Druze and Bedouin communities. There were parent centres throughout the country that serviced geographical regions – and centres that serviced particular sectors, specifically Arab and ultra-orthodox Jewish populations. In 2007, 42,000 parents participated in 2,900 parent groups.

The programmes were provided and funded by the local municipalities in cooperation with the Department of Parents, Family and Community of the DAE, the Social Services Ministry, Ministry of Health, women's organisations, hospitals, community centres, schools, universities, clubs, colleges, and multi-discipline educational family centres.

Women's Organisations

Somewhere between 70% and 80% of all adult learners were women. Women's organisations played a vital role in meeting the needs of women learners and providing women with a safe space in which to actively learn.

One vibrant ALE programme for women was run by the **Sidreh Literacy and Vocational Training organisation for Bedouin women** of the Negev. Sidreh offered a series of empowerment programs in the Bedouin community, which had a high percentage of uneducated and unemployed women. Sidreh supported a large number of Bedouin women who were forced to leave school at an early age either due to lack of schools in their villages or to tribal traditions that disapproved of girls' education out of the village. Sidreh focused on the specific needs of its population, working in parallel to the government to supplement unmet needs, and reaching villages that were not governmentally recognised. Sidreh offered programmes aimed at helping cope with modern society, which often included training components. Significantly, Sidreh worked heavily in

Women's organisations played a vital role in meeting the needs of women learners and providing women with a safe space in which to actively learn.

the field, in cooperation with village leadership to initiate projects at a grassroots level, while seeking out partners in official institutions and the broader community to oversee their continued operation.

Another leading programme for women was **Mila Tova** that provided a response to the unique needs of Ethiopian immigrants after their studies at Ulpan. This was one of several key programmes for immigrant women from different regions who faced a variety of social, economic and cultural challenges. The Mila Tova programme entailed 280 annual classroom hours for over 1,000 women from 29 communities. It sought to: integrate learners in educational programs, thereby enabling them to earn tenth grade or high school educational equivalency; integrate learners in existing basic education frameworks; foster dialogue between immigrant parents and the education system; and provide socially appropriate parenting skills. Since Mila Tova classes consisted of about 80% women, materials and emphases in the study content addressed the needs of women. The programme was run as a collaboration of the JDC, DAE and IAEA.



Caesarea, a famous ancient town in Israel

source: www.bigfoto.com/asia/israel

The Israel Defence Forces (IDF)

In Israel, mandatory three-year conscription at the age of 18 creates a situation in which most people reach the age of 21 without having completed post-secondary studies. This creates some very real social and economic obstacles for those coming out of their mandatory service. As a result, the IDF has become one of the major providers for high school matriculation and academic preparation. In fact, one of the major providers of ALE that focuses on employability and formal higher education is the IDF.

Non-Government Organisations (NGOs)

Several non-government organisations take leading roles in providing adult education in Israel. Perhaps the most active NGO is the **Joint Distribution Committee (JDC)**, a non-political humanitarian aid organisation committed to the relief and rescue of Jews in distress and support of Israel in its most urgent social challenges, which partners with the DAE on a wide range of programmes.

One of the programmes that JDC is a major provider for is **TEVET** (a Hebrew acronym for "Open Door Employment through Learning"), a programme that provided unique solutions for immigrants from Ethiopia, the Caucasus and Bukhara whose difficulties learning Hebrew during the early stages of their absorption formed a major employment obstacle. The programme served approximately 300 students from all over the country, aged



Russian course in Tel Aviv

source: IAEA

20–50. It sought to enhance students' knowledge of Hebrew and offer them an education of 8–10 years of schooling, while emphasising subjects relating to the labour market that will help them integrate into jobs. It also sought to integrate immigrants into Israeli society by creating a continuum involving study, preparation for work, and integration into employment, or advancement in their present places of employment. The programme relied on the major partnership of DAE, JDC Israel, as well as partnerships with local authorities, NII and the Employment Bureau.

Open University, Popular Universities, and Community Centres

For enrichment, the entire gamut of liberal arts, humanities and leisure hobbies are offered as seminars, courses, lectures, study tours and conferences at a wide range of institutions in Israel. Popular universities played a strong role in leisure adult education, a network that has significantly increased in recent years. In 2007, 82,000 learners participated in 3,400 classes nationwide at 56 universities, 29 of which operated centres for immigrants. Seventy percent of learners were over 60 years old, and 80% were women. There were also centres aimed at Druze, Bedouin and Arab populations. The programmes required tuition, which was limiting for populations from lower incomes. The DAE ran about 4,000 short seminars. These programmes were provided by the DAE, local municipalities, specialised departments at universities and colleges, the Open University, popular universities, public institutes, museums, foreign consulates, and musical institutions. They were funded by the DAE, local municipalities, host institutions, and participant fees.

Distance learning is a growing trend in Israel. It has the advantage of enabling self-directed learning and increasing people's access to study, but has the disadvantage of missing out on direct contact with instructors and it requires a high level of self-discipline. In addition, some students, particularly poorly educated and elderly students, were intimidated by the technology. Nonetheless, Open University and other high-tech colleges have begun providing distance learning courses in a wide range of subjects, funded by the Ministries of Education and Communications, Israel Broadcast Authority, Jewish Agency, NGOs, CSOs, and advertisers. The viability of creating a distance-learning Ulpan is currently being studied.

Many of the programmes run by the local municipalities are in partnership with local community centres, and the Association of Community Centres (HaHevra Lamatnasim), which, like the universities, offered a broad selection of programming ranging from formal study to leisure activity.

The Israel Adult Education Association (IAEA)

IAEA is a not-for-profit association that was re-established in 1985 for the advancement of adult education in Israel. IAEA is a group of professionals with different areas of speciality in adult learning and education, all volunteers dedicated to national and international activity in Adult Education. IAEA works on materials and methods, training and professional development, language learning, basic education, employment preparation, knowledge exchange in Israel and around the world, and operating programmes in cooperation with DAE, the JDC, ASHALIM, TEVET and more. Thus, the IAEA has operated programmes for populations that have particular difficulty, such as Ethiopian, Bucharan and Caucasian immigrant women. It specialised in combining education for Hebrew and learning for employment and ran classes around the country, building connections with potential employers who in turn recognised their own employees as potential learners.

In-Service Training

Many workplaces in Israel, including state, public and private employers as well as unions and academic institutions, provide different forms of continuous vocational and professional in-service and on the job training. These included work-related studies, upgrading of methods, problem solving and innovation, and general information or leisure learning.

In short, ALE programmes are hosted in different types of locations and institutions, such as institutes of higher learning, community centres, vocational and professional training facilities, Ulpan classes for immigrants, colleges, municipal centres, T'HILA centres, community centres, parent education centres, senior citizen clubs, Open University, extra-curricular departments, teachers' unions, and women's clubs. This diversity requires constant coordination of responsibilities and management. Steering committees at national and local levels identify goals, create action plans, and address pressing problems.

3. Participation Needs

Participation in ALE programmes is considered an integral part of contemporary life in Israel.

Participation in ALE programmes is considered an integral part of contemporary life in Israel. The dominant recipients of ALE are immigrants and the unemployed or underemployed. These groups received a variety of programmes for literacy, job retraining, life skills, and more. Demobilised soldiers were also targeted for a variety of programmes and job training

to expedite their entry into civilian life. Figures from 2007 collected by the DAE show the following participation rates:

Program	Participants	Classes
Ulpan	33,000	2,000
Basic Education	9,000	480
High School Education	6,000	400
Popular Universities	82,000 (80% women)	3,400
Parent Groups	42,000	2,900
Pre-Academic Preps	12,500	
Equivalency Studies	3,000	150
Short Seminars	4,000	40
Total	192,500	

There are several populations in Israel that have specific ALE needs: women, pensioners, prisoners, addicts, and the disabled.

Women's empowerment is vital not only for individual advancement but for society on the whole.

Women

Women's empowerment is vital not only for individual advancement but for society on the whole. Over 70% of participants in all programmes provided by the DAE were women. Women's organisations were **key providers of education for women**, promoting achievement, advancing women's status, and leadership. Courses and workshops were offered in a wide variety of settings, as well as scholarships. Topics included literacy, work skills, high school equivalency, assertiveness training, leadership, civic rights, vocational training, and small business entrepreneurship. These targeted Jewish, Arab, Druze, Bedouin, and immigrant women. The Departments of Women's Affairs in various government ministries provided funding along with women's groups.

Pensioners

Leisure and enrichment are an important element of the **lives of the elderly**, as this period in life often permits great learning opportunities. Learning is also important for maintaining health and mental acuity, and as such, the demand for adult learning for the elderly is increasing. The elderly are motivated and critical learners. In 2006, there were 697,600 Israelis over the age of 65, nearly 10% of the total population. Nearly half of those were over 75 years old. In this group, 57% were 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 a person is, the more limited her/his education. These numbers are even worse in the Arab sector. Among Jewish elderly, 35.4% had less than eight years of schooling, 31.7% had up to 12 years of schooling, and 32.9% had over 13 years of schooling. Among the Arab, Druze and Bedouin communities, 82.1% had less than eight years of schooling, 11.8% had up to twelve years, and few had over 13 years. The Jewish elderly express far greater interest in learning than non-Jewish elderly.

A wide variety of programmes were available in a range of activities and disciplines, as well as topics specifically for this group such as gerontology, health, memoir writing, dialogue with grandchildren, coping with loss and more. There were also several programmes run by the SHALEM National Service for Adults that promoted elderly volunteerism, such as *"Gold in Preschool"* in which elderly residents volunteered in day care centres and pre-schools. Another important programme was *"Multi-generational Communication"*, in which high school students taught their grandparents to use the computer while recording their life stories. Over 5,000 pairs of grandparents and grandchildren have participated in that project thus far.

These programmes were provided by the **Brookdale Project**, Yad Hanadiv, educational institutions, universities, community centres, old age homes, touring groups and geographical organisations. The **Universities for the Third Age** (U3As) and hostels provided programmes in comfortable physical conditions. They were funded by the National Insurance Institute, the Ministry for Pensioner Affairs, municipalities, JDC, ESHEL Association for the Old, private organisations, and student fees.

Prisoners, Released Prisoners, Former Alcoholics, and Former Drug Addicts

These groups require forms of rehabilitation and assistance with transitioning into mainstream society and normative life. In addition to conventional adult education, they need support groups and guidance, and programmes to learn socially acceptable behaviour.



Market in Jerusalem
source: www.bigfoto.com/asia/israel

Group learning helps foster acceptable social norms. Courses included conventional studies as well as occupational skills, rehabilitation and support workshops. Programmes for these groups were provided and funded by the DAE, Social Services Ministry, Ministry of Health, Israel Prison Authority, local municipalities, JDC, IDF, and National Security Institute.

The Ill and Disabled

Health education and guidance is provided to the general public, as the importance of diet, exercise and overall lifestyle are increasingly seen as critical for maintaining good health. Physically and mentally disabled people require extra education and a particularly supportive environment. The Rehabilitation of the Mentally Disabled Act of 2000 (RMDA) entitles anyone with over 40% mental disability to receive 6th and 12th grade equivalencies, matriculation certificates, and courses for computer literacy, as well as Hebrew instruction for immigrants.

In 2007, the Network of Healthy Cities initiated 3,047 groups and summer courses that were attended by 78,659 learners. Programmes for the disabled were specially tailored to provide information and skills for coping with illness and disability, as well as for rehabilitation. Participation enhanced self-confidence, promoted integration in normative social and employment environments, and fostered skills in coping with social stigma and self-doubt. Mentally disabled people were integrated into adult education centres as part of their rehabilitation.

Programmes were supervised by the Mental Health Service Division of the Ministry of Health, and were provided by the DAE, Ministries of Health, Social Services and Defence, the NII, medical associations, health insurance organisations, hospitals and clinics. Classes, conferences, support groups, and individual sessions took place in hospitals, clinics, schools and centres.

Difficult to Reach Populations

Providers of ALE programmes in Israel have conducted surveys of learners' motivation in order to assess the needs of adult learners, and thus figure out ways to reach non-participants. What has emerged is that adults refrain from joining learning programmes when difficulties perceived with learning outweigh the anticipated advantages. They avoid programmes that do not respond to such needs as gaining employment, achieving prestige, and fostering satisfying relationships. Other reasons for self-exclusion include cultural deprivation, discouraging family and social attitudes, lack of information about options, limited study skills, financial hardships, uncomfortable learning conditions, difficult access to a learning premises, conflicting relationships with other students or instructors, or preference for other activities such as social meetings or Internet activities.

In the Arabic-speaking sector, exclusion is a socially related phenomenon, especially for

What has emerged is that adults refrain from joining learning programmes when difficulties perceived with learning outweigh the anticipated advantages.

women. Traditional Arab culture frowns upon women leaving home, and prohibits co-educational learning groups. Travel poses additional obstacles.

Culturally deprived groups require direction, encouragement, support, and non-threatening surroundings. Potential learners need extra encouragement, even before the learning encounter, and often require pre-programme outreach dialogue in the family context. Caring relationships with other learners and comfortable dialogue with teachers and other staff members strengthens self-confidence and the motivation to persist in the face of obstacles. Financial incentives help as well.



Tel Aviv

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4. Training and Research

Training

Adult educators are a valued commodity in Israeli culture, at least in theory. They are often formally licensed teachers from the school system, though Teachers' Colleges or university certification is not an actively enforced prerequisite for employment in publicly administered Adult Education. Facilitators require DAE certification. Adult educators participate in on-going in-service training. Special in-service training programmes were developed by the DAE in cooperation with university experts, interested parties (e.g., JDC, women's organisations). Learning materials and in-service training programmes were tailored to special groups.

However, there is no extensive program to train adult educators. Research universities in Israel view adult education more as a hobby or vocation than as a profession. Moreover, since they cannot guarantee employment, departments of education in the various universities refrain from offering specialities in adult education. While some adult education courses are offered, no research university maintains a regular department for adult education studies and training of adult educators. As a result, Israel lacks formal academic certification for adult educators. In several colleges there are programmes for training parent-group facilitators. While some training of adult educators remains in the hands of principals and teachers in the formal school system, these programmes typically lack a conceptual base and experience in teaching adults. The David Yellin College in Jerusalem is the only Israeli Teachers' College that offers an undergraduate and graduate degree in Adult Education.

To address the **need for regular training** of adult educators, a broad system of in-service training programmes operate continuously to support the full gamut of adult educa-

There is no extensive program to train adult educators. Research universities in Israel view Adult Education more as a hobby or vocation than a profession.

tors in all the specialisations: parent and family educators, immigrant group leaders, counsellors for parent-teacher communication, intercultural mediators, volunteer mentors, and community workers. Teachers' forums and chat rooms have become de facto forums for sharing knowledge, ideas, and experiences. Participation in occasional in-service sessions often became an informal part of teachers' lives.

The DAE, along with the JDC, promotes training by offering recognised courses with financial remuneration, publishing books and manuals, and by publishing annual year-books and professional journals with the focus on educational theory and practice (Gadish, *Adult Education in Israel*, and Hed Ha-Ulpan). Other ministries, health institutions, trade unions, NGOs and large businesses operate their own learning facilities for their own professional staff needs.

Research

The DAE publishes an annual professional journal, "*Adult Education in Israel*" that contains current research 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.

A series of research studies on aspects of adult learning have been conducted over the past few years looking at different population groups of ALE. To cite a few: Litwin and Ezra (2006) explored the **importance of social relationships and friendships** in learning experiences of the elderly, and Bliit-Cohen and Litwin (2004) looked at the value of these relationships as a motivational factor for pensioners using the Internet. Blum et al (2001) conducted a broad study on the connections between high school equivalency and professional advancement for the underemployed. Sasson et al (2003) examined the importance of learning in the rehabilitation of mental patients. Michaeli, Epsten and Khaimets (2007) explored the complexity of the hybrid three-language identities of immigrants from Russian speaking countries. Kiramayer (2006) looked at patterns of women's learning and their motivations for choosing certain courses over others, and Harris (1999) examined the impact of women's studies courses on developing a broader social consciousness and activism. Farraj-Falah (2006) compared gender differences in approaches to learning in the Druze community, and explored challenges particular to these populations. Tokatli (2001) devised a model and diagnostic for ALE programme evaluation that can be used to help educators and planners bridge discrepancies between expectations and results.

These research projects have a constant impact on policies and practices. As a result of some of these studies, approaches to language use among Russian immigrants have been re-examined, opportunities for elderly students using the Internet have been explored, and equivalency education classes have been expanded. However, budgetary considerations prevent planners from fully implementing the appropriate policy responses to research findings.

5. International cooperation

Israel is a strong 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 actively participate in international and bilateral conferences. As a member of the European Association of the Education of Adults (EAEA), Israel participates in European conferences, workshops, study group seminars and professional meetings. Adult educators from other countries are welcomed in study tours organised for them in Israel.

The DAE's professional journal, "*Adult Education in Israel*" is distributed free of charge to UNESCO member states, national and university libraries, and Adult Educational institutions worldwide. The IAEA has published three pamphlets, describing and analysing select programmes in Israel's ALE.

The IAEA would like to create a research network in order to share international findings from research on ALE; compare experiences with ALE providers around the world about immigration, gender, employability, and other topics of interest.

The IAEA would also like to create more training and research programs, and use international partnerships and dialogues to investigate best practices and cutting edge ideas and programming.

In particular, the IAEA would like to use the context of Learning Cities and a Learning Society to explore partnerships and foster opportunities for developing high quality ALE programmes.

6. Summary: Main Challenges for the Future

Israel has had some wonderful achievements in ALE, but still has some obstacles ahead. Populations in Israel continue to face illiteracy and its consequences, unemployment and underemployment, aggression and alienation, deprivation and discrimination among social groups. Israel faces challenges in fostering human capital, enhancing inter-and-cross-cultural solidarity and dialogue in a dynamic society, empowering women and changing attitudes towards women, promoting health literacy, promoting hi-tech literacy, promoting legislation on ALE, improving the status of ALE in Israel, and overall intensifying adult learning among difficult to reach groups.



Jerusalem

source: www.bigfoto.com/asia/israel

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

In order to meet these challenges, Israel has the following recommendations for future work:

Recommendations for national decision makers: Formulation of criteria for building a national policy of Adult Education

- To recognise the transition from “*Education of Adults*” to that of a “*Learning Society*” around the world, reformulate and reconceptualise the responsibility of each nation for the learning of its citizens
- To continue promoting the centrality of the education and training of adults in each society
- To present novel, legal frameworks for adult learning
- To accept criteria for the evaluation of educational outcomes

Recommendations for EU members states: Promotion of regional cooperation for Adult Education

- To advocate the establishment of a Mediterranean Network on Adult Education among all nations in this region
- To nurture transnational and international professional relationships, thereby encouraging cooperation between nations
- To strengthen international professional bodies and their regional bodies

Recommendations for the EU Commission: Promotion of regional peace

Israel is interested in fostering cooperative activities with the EU, European nations, and other neighbouring countries in the field of ALE, in order to advance learning societies and ultimately to promote peace in the region. Through international dialogue on policy making and policy assessment, Israel expects to learn about successful policies and assessment methods employed in other countries in order to adopt them at home. In addition, Israel would like to share educational experiences and receive professional feedback.

Israel welcomes the opportunity for professional, educational, and cultural exchange around the subject of adult learning and education, building a learning society with the EU and other European partners.

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