Lifelong Learning in the South:

Critical Issues and Opportunities for Adult Education

ROSA MARÍA TORRES

Lifelong learning has been acknowledged as a need and a principle for education and learning systems worldwide, and is being actively embraced by the North for its own societies. However, the learning needs of adults continue to be sidelined or ignored in recent international development initiatives and education policy recommendations for the South, including *Education for All* and *the Millennium Goals*. Rosa María Torres illustrates the need and opportunities for governments, national societies and the international donor community to re-frame the North-South gap and to re-orient education and learning towards social transformation and human development.

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Sida *studies*

Foreword by Sida

Sida's policy for development cooperation in the education sector, "Education for All: a Human Right and Basic Need" was published in 2001. The policy stresses the human rights perspective and is based on the UN Education for All (EFA) agenda. It has been supplemented by reference papers with more exhaustive views on specific aspects of education, one of them being adult basic learning and education (ABLE). As part of the preparatory work for the reference paper, a state-of-the-art study was commissioned by Education Division. It was carried out by an international education expert, Rosa Maria Torres. The final report was published in the series "New Education Division Documents", as no. 14, 2003 with the title: Lifelong Learning. A new momentum and a new opportunity for Adult Basic Learning and Education (ABLE) in the South.

The study is comprehensive and has been recognised by international educationalists as an important work of reference. It has been translated into Spanish and French. With Sida's permission it has also been published by the Institute for International Cooperation of the German Adult Education Association (IIZ/DVV).

In order to spread Rosa Maria Torres' study to a wider audience and to other sectors than the education sector alone, Sida decided to re-edit the study and to publish it in the series "Sida Studies". The study has been restructured and now focuses more on certain trends, issues and opportunities within the discourse of lifelong learning and on the author's analysis and arguments.

The study provides a good overview and a critical analysis of current international education initiatives, and most important, gives an alternative and innovative perspective on education by stressing "learning" in all its forms and for all ages. The study shows how much we could gain by looking beyond the sector and by creating local learning societies. The study also shows, and criticizes, the different criteria and agendas we have for the poor and for the rich world.

Sida is determined to continue to support the UN Education for All (EFA) agenda, which emphasises basic and continuing learning for all people – children, youth and adults. Within this framework, there is a need to pay increased attention to youth and adults since they tend to be left out of, or not to be given due consideration in, strategies and policies for education, democratisation, human rights, alleviation of poverty and development in general. In the dialogue at international, regional and na-

tional levels, the issue needs to be constantly addressed. In a changing and globalised market-oriented world lifelong learning is becoming more and more important in both the North and in the South.

It is our wish that the study will contribute to increasing interest in and discussions of the concept "lifelong learning for all" – not only for rich people in the North but also for poor people in the South.

Stockholm, October 2004

Ewa Werner-Dahlin
Head of Education Division

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Preface

This is a revised version of a study on the status and current trends in Adult Basic Education in Africa, Asia, Latin America and the Caribbean: *Lifelong Learning, A new momentum and a new opportunity for Adult Basic Learning and Education (ABLE) in the South (New Education Division Documents No. 14),* commissioned by Sida's Education Division, and published by Sida's Department for Democracy and Social Development, May 2003, in both English and Spanish[1].

The study included: a literature review of nearly 1000 documents in several languages, in print, video, audio, and on the web; an electronic survey with nearly 100 key respondents throughout the world (see list of respondents in Annex 10); personal interviews and a few field visits in Africa, Asia, Europe and Latin America and the Caribbean; a five-week (23 May–30 June, 2002) bilingual (English-Spanish) on-line forum on the topic, with over 300 participants from all over the world[2]; and a collection of "inspiring experiences", most of them mentioned by survey respondents and a few of them described in Appendix 1 "A mosaic of experiences".

This revised version is based upon the same material and findings – the difference between the versions lies in the focus, structure and presentation. Many of the details relating to the literature review and the survey are not included in this revised version and the Appendices differ. A few modifications have been introduced in the text, including the mention of some recent developments and a few additional references in the final bibliography.

This shorter version is adapted for the readers who wish to focus on the arguments, issues and proposals brought forward. The issues brought into focus in this edited version are above all: the elaboration and discussion of some key concepts related to education and to the overall Lifelong Learning framework, critical issues related to the state of the art and trends of learning and basic education in the South, the roles and performance of international agencies and international co-operation, and the widening gap between the North and the South mediated by such international players and co-operation.

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1. The report is available from Sida's Information Centre.
2. See: http://www.bellanet.org/adultlearning/

Executive Summary

Conceptual framework

Lifelong Learning is activated today as the key organizing principle for education and training systems, and for the building of the "knowledge society" of the 21st century. There is an overall shift in focus from *education* to *learning* and from *lifelong education* to *lifelong learning*.

This study focuses on adult basic learning needs and adult basic education in the South, within a systemic and holistic approach to education and learning, and with a Human Development perspective. Literacy is viewed as part of basic education, not in isolation, and basic education is understood in a broad sense, far beyond literacy and numeracy. *Learning* is emphasized over *education* as the key organizing category and within a *lifelong learning* framework. Broadly defined, this paper deals with the issue of Basic Learning Needs of Adults for Human Development in the South.

We introduce the notion of Adult Basic Learning and Education (ABLE) – as different from Adult Basic Education (ABE) – to stress the importance of learning both within and beyond educational provision: learning in the family, in the community, at work, with friends, learning through the mass media, libraries, traditional and modern technologies, learning by observing, by doing, by working, by teaching, by participating.

The term "adult" is used here as an all-embracing category that includes youth, adults, and the elderly, thus stressing the meaning and value of lifelong learning, across the life span. We maintain that all people, irrespective of age, gender and of the country and zone where they live, have a right to learn and to continue learning and must thus be considered learners and part of the "learning-age population" for basic education/training/learning purposes.

The term *South* is preferred to that of "developing countries", while acknowledging the many problems of these and other designations (i.e. "Third World", "low- and middle-income countries", "periphery", "aid-receiving countries", "partner countries", etc.). The very notion of *"development"* is today blurred and distant in most countries labeled such by the international community, in a world context where poverty and inequality continue to grow.[3] We keep the term "developing" as a reminder that the goal continues to be (social, economic, human) *development* and *progress*,

and that education continues to be, more than ever, decisive for such progress.

Findings

The current global political and socio-economic model is producing increased poverty and social exclusion, and increased concentration of political and economic power both nationally and globally. Poverty is today the major impediment to educational access, retention, completion and quality. Thus, combating poverty has become a requisite for, much more than a potential result of, education.

The literature review reaffirms that research and visions related to education in the South, and to adult education in particular, are dominated by the North, by international agencies and by English-speaking reviewers, often ignoring or dismissing research produced in the South, especially if it is written in languages other than English; at the same time, there is a visible trend towards indigenizing – Africanizing, Arabizing, Asianizing, Latinamericanizing – educational thought, research and decision-making.

Also, in the case of education and of ABLE specifically in the South, it is important to bear in mind that: (a) much of what is done in this field is "invisible", takes place outside institutions, and is not documented; (b) much of what is documented has very limited circulation; and (c) ABLE is ubiquitous – policies, programs and experiences are varied and spread across government bodies and social organizations, and only a small portion is explicitly acknowledged as "adult education" and as "adult learning".

Some specific findings include: terminological and conceptual chaos in the field of education; continued reduction of adult basic education, and even adult education in general, to *literacy*, and continued narrow perceptions of literacy as a simple, elementary skill; discrepancies in declarations and commitments by (the same) international agencies, and major gaps between rhetoric and practice; regional imbalances, focus on Africa, and extrapolation of findings to other regions; new information but little new *knowledge* or innovation; low quality of research as an issue both in the South and in the North, that is, *in* and *about* "developing countries"; con-

3. Eduardo Galeano, the well-known Uruguayan writer, says: "Calling our countries *'developing countries'* is like calling dwarfs *'children'*." According to UNDP, 'developing countries' comprise Sub-Saharan Africa, the Arab States, Asia and the Pacific, Latin America and the Caribbean, and two states in Southern Europe: Cyprus and Turkey (UNDP, Human Development Report 2001).

tinued weak documentation and evaluation of experience, but promising trends; increasing pressure for quantitative research and empirical "evidence" on the cost-effectiveness and positive impact of adult education and learning; inconclusive evidence, divergent conclusions and recommendations to countries in the South by researchers and advisers.

Although within contradictory trends, a number of factors appear to contribute to a spirit of revival and renewal of adult basic education in the South, among others: the poor results of the world Education for All (EFA) movement and of the education reforms conducted since the 1990s, which focused on expanding and improving children's primary education; the acknowledged neglect of adult literacy and of youth and adult basic education within EFA, despite the fact that these are also EFA goals; the availability of more and better information and knowledge in relation to adult education and learning, much of which rectifies previous unfounded assumptions; the continuing presence and vigorous pressure of the adult education movement; the activation of lifelong learning, and the spread of modern Information and Communication Technologies (ICTS).

Some trends are highlighted as a matter of concern:

– Dual education and learning agendas and standards prescribed for the North and for the South at the beginning of the new century. *Lifelong Learning* (LLL) has been acknowledged as a need and a principle for education and learning systems worldwide, and is being actively embraced by the North for its own societies. However, LLL remains an uneasy topic for national governments in the South and for international cooperation agencies which continue to prescribe narrow primary education ceilings for poor countries. While non-formal education is in increased demand and supply in the North, as a lifelong complementary education path for all, in the South it continues to be associated with remedial education for the poor.

– Adult education and learning as a non-priority. The learning needs of adults – parents, workers, citizens – are sidelined or ignored altogether in recent international development initiatives and education policy recommendations and cost estimations, including: a) "Education for All" (EFA, 1990–2000–2015), which continues to focus on children, schooling and primary education; b) the Millennium Development Goals (MDG, 2000–2015) and its two goals for education: primary education – in reality "survival to grade 5" – and gender equality in primary and secondary education; and c) the "EFA Fast Track Initiative" (EFA Fast Track, 2000–2015) promoted by the World Bank, which takes the MDG rather than the EFA goals as reference. Even the historic and once strong pledge

for the "eradication of illiteracy" has vanished, and the much more modest goal of "reducing illiteracy" is successively postponed, without the sustained efforts and resources that would be necessary to make it happen.

– Youth and women as targets within the adult population. The age of potential adult learners is becoming shorter (youth or "younger adults") at a time when life is becoming longer, and the gender concern is applied only to women, thus leaving "older adults" (often above 30 or 40 years of age) and men out of the target population for educational purposes.

– Poor children and their parents forced to compete in terms of educational priorities. The "option" between adults and children has been institutionalized in educational policies and in recommendations by international agencies, in the name of scarce resources and the need to prioritize. This insists on ignoring lessons learned and research evidence that confirms the inseparability between adult and child learning and well-being, as well as the systemic nature of educational change and of human development. Moreover, this "option" denies and breaks the family and the community as fundamental learning organizations.

– "Cost-effectiveness" proves to be a loose argument and a dangerous weapon. The once argued low "cost-effectiveness" of adult literacy/basic education, and the ensuing focus on children's and primary education as a "preventive" strategy vis-à-vis illiteracy, is being revisited by the same institution (the World Bank) that contributed to spread the argument. Now, it is being concluded that adult (out-of-school) education may be more cost-effective than primary (school) education. This may lead to adult and non-formal education being seen as a substitute for schooling in meeting children's basic learning needs.

– Major gaps between rhetoric and practice. "Expanded" and "renewed" visions proposed in all major recent international declarations and commitments – of basic education (EFA, Jomtien, 1990), of adult education and learning (CONFINTEA V, Hamburg, 1997), of technical and vocational education and training (II International Congress on TVET, Seoul, 1999), of literacy (UN Literacy Decade, 2002) – tend to remain on paper and are contradicted by the same international agencies that promote them and that provide technical and financial assistance to the South. Priority remains placed on children's primary education, even reduced to four years of schooling (Millennium Goals and EFA Fast Track).

Conclusions and recommendations (for decision-makers in the South and in the North)

The highly inequitable and contradictory world that is emerging as a result of globalization and of the neoliberal economic and social order, demands – in the North and in the South – new, wider and more complex competencies to be able to understand, anticipate and deal with such realities. New Basic Learning Needs (BLN) have emerged and old ones are being redefined. This is true not only for the poor but for the entire world population. The whole architecture of teaching and learning systems is currently being challenged: the *what fors, whos, whats, hows, wheres, whens* and *for how long*.

The new challenges posed by this national and international scenario present a major opportunity to rethink teaching and learning systems in the South, including school and out-of-school environments, children, youth and adults. Ensuring education for all and lifelong learning for all implies much more than just mere improvement or more money. The changes needed go far beyond "sector" reforms and national boundaries.

In the current highly inter-related and asymmetrical world, and given the strong role of the North and of international agencies in the shaping of the educational agenda in the South, it is not possible to understand the situation, prospects and alternatives in the South without a macro and a world perspective. In order to introduce changes in the South, it is necessary to introduce important changes in the North, in the North-South relationship, and in the conventional "cooperation for development" model.

The North interested in assisting development in the South needs to learn together with and from the South, and assist the South to document, translate and disseminate its own knowledge production. This is also a contribution to the fundamental South-South exchange.

Lifelong Learning must be adopted as a paradigm for *all* countries, as a horizon and as an active principle for (re)shaping education and learning systems. Accepting dual standards and a dual education agenda such as the one that is currently being shaped – *lifelong learning* actively adopted in the North while *basic education* and *completion of primary education* are promoted in the South – means consolidating and deepening the gap between North and South.

It is not possible to understand, and to effectively deal with, education at any level without looking at, *and* acting upon, the wider social and economic picture. Education should not be seen and treated as a "sector". It is a social policy and should be viewed as a component of economic policy.

Adult education in the South has always been trapped between meager attention and resources and overly ambitious expectations (self-esteem, empowerment, citizenship-building, community organization, labor skills, income generation, and even poverty alleviation). If governments and donors expect literacy and adult education to have important impact on the lives of adults, children and families, they must invest more – not less – in Adult Basic Learning and Education, and accompany it with major and broader economic and social reforms. Innovation and pedagogical improvement can do little in a hostile economic and social context. One must not forget that poverty is not the result of illiteracy but very much the contrary. The most effective way to deal with poverty is dealing with the structural economic and political factors that generate it and reproduce it at national and global scale.

Since the poor are faced with specially disadvantaged economic and social conditions that have a negative impact on learning, democratizing learning among the poor implies ensuring essential living conditions that provide them with free time and energies to learn. The poor – children, youth or adults – do not need remedial education; what they need is quality education and learning opportunities, through formal education as well as within the family, the local community and the broader context.

Education and learning are not objectives in themselves. They are means for personal, family and community development, for active citizenship building, for improving the lives of people, and for improving the world in which we live. Thus, they must be explicitly framed within and oriented toward social transformation and human development. Learning to be, to know, to do and to live together (Delors *et. al.* 1996) is not enough. Learning to "adapt to change" is not enough. Learning to *change*, to proactively direct or re-direct change for human well-being and development, remains a critical challenge and the central mission of education and learning systems.

There are important differences within "the South", between and within "developing" regions and countries. Each country is a mosaic in itself. One single economic variable – income – or even a more complex index such as the Human Development Index proposed by UNDP, is insufficient to capture the cultural and historical factors that are essential to understand countries' needs and potential, particularly *vis-à-vis* education and learning. Context-specific and moment-specific information and knowledge, also changing and evolving over time, are critical for successful planning and implementation of any policy, program or project. Although international agencies want to believe and continue to insist otherwise, there is no *"what works"* and *"what doesn't work"* in general, regard-

less of specific conditions. Thus, overgeneralizations in diagnoses and recommendations must be avoided, and diversity, indigenous research and experimentation must be encouraged and supported, not only given the heterogeneity of realities but also given the complexity of education and learning, and the need for people's active ownership, participation and learning in the shaping and implementation of solutions that respond to their needs, possibilities and cultures.

Building Learning Communities for the building of Learning Societies

If poor countries are to adopt again the "developing" path and are to become "developed" in their own way, *lifelong education* and *lifelong learning for all* – children, youth and adults – are a must, not an option.

This is not a *project* but a *policy* proposal, centered on a strategy for education and learning for economic and social development and transformation at the local level. The only possibility to achieve Education for All and Lifelong Learning for All in the South is by making education and learning a need and a task of all, by making education and learning useful and relevant for people's daily lives and struggles. This requires bringing education and learning close to the people, developing and synchronizing the learning potential and efforts of local communities within a comprehensive and integrated local development strategy, with financial support from intermediate and central levels in order to ensure feasibility, quality and equity.

The *learning community* proposed here does not refer to a particular institution (a community learning center, a school, a network) but rather to an area or *territory:* an organized urban or rural human community that constitutes itself as a "learning community", defines and implements its own collective learning strategy to meet and to expand the Basic Learning Needs of all its members – children, young people and adults – in order to ensure personal, family and community development. This learning model is close or familiar to indigenous groups and organizations in many cultures and countries. A number of ongoing experiences are described in the text.

A learning community values, articulates and engages: *all learners:* children, youth and adults with unsatisfied basic learning needs; *all potential educators:* children, youth and adults, parents, students and teachers, community educators and promoters, communicators, professionals, masters and apprentices, social workers, civil servants, the unemployed, the retired, the elderly, all citizens; *all learning means and modalities:* education and training; formal, non-formal and informal education; peer learning and inter-generational learning; residential and distance learning; self-direct-

ed and experiential learning; real-time and virtual resources; *all basic needs ("sectors"):* habitat, health, nutrition, education, production, work, social services, security, environment, sanitation, etc.; *all organizations:* public and private, operating at, or with linkages to, the community: families; school system (from early childhood to tertiary institutions); governmental and non-governmental entities; mass media; teachers', workers', women's, youth and other social organizations; ethnic, religious, civic and philanthropic organizations.

Lifelong Learning, a must for all

CHAPTER 1

1.1 A changing and highly inequitable world

Contradictory and changing realities brought about by globalization and the new emerging economic and social order demand – in the North and in the South – new, wider and more complex competencies to be able to understand, anticipate and deal with such realities. These include among others:

- market forces and transnational corporations "running the world" beyond national and regional boundaries;
- redefinition of the role of the nation/State and the nation/government – itself subject to sub- and supra-reconfiguration processes – and of the role and boundaries between the public and the private sectors, as well as of so-called "civil society" and international organizations within that context;
- *"glocalization"* (contradictory tendency towards globalization and to further *localization*);
- cultural homogenization;
- massive (and new forms of) social exclusion and poverty, and an increasing gap between the rich and the poor globally and inside each country;
- family disintegration;
- environmental degradation;
- unemployment and work instability;
- growth of an informal economy and emergence of new forms of production and of a popular economy;
- decentralization and transfer of responsibilities at local level, often with wider demands for (economic, social,

civic) participation by intermediate and local actors;
- enhanced opportunities for parental and community participation in school-related decisions and activities;
- lifelong learning as a paradigm together with insufficient public investment in education and in the age span of those targeted for education and training purposes;
- continued erosion of public schooling and trends towards privatization of education and training;
- digital divide;
- new and enhanced forms of connectivity together with exacerbated individualism, competition and consumerism;
- ageing, coexistence of three to four generations, and older people viewed as a new "problem" to cope with;
- continued subordination of women and lack of respect for children, youth and the elderly, and for minority groups;
- poverty, illiteracy, unemployment, migration, racism, intolerance, violence, war and terrorism as structural dimensions.

The new economy and the new governance rules at all levels, from the local to the global, are bringing new Basic Learning Needs and redefining many of the old Basic Learning Needs, not only for the poor but also for the world population. Using a computer, learning other languages, looking for and discriminating information, assuming multiculturalism, taking care of young children and of the elderly, have become widespread Basic Learning Needs for children, youth and adults. Among the required knowledge, skills, values and attitudes to cope with current realities, the literature highlights resilience, critical thinking, problem solving, innovativeness, entrepreneurship, cooperation, solidarity, associativeness, tolerance and acceptance of diversity, and openness to accept and cope with change.

1.2 Learning is ubiquitous and education is cross-sectoral

Learning is ubiquitous, lifelong and lifewide. Children, youth and adults do not only learn in school but at home, at work, in real life. We do not learn from Monday through Friday but all week long. All learning systems and all life stages are unique and complementary.

So-called "sector-wide approaches" (SWAPs), introduced by the World Bank as an innovation in recent times, in order to correct the dominant

narrow "project approach" in the education field, are often not really sectoral since they deal with a limited concept of "education", do not integrate the whole education system, and generally ignore out-of-school education and learning. Moreover, sectoral is not enough. Education should not be considered and treated as a *sector;* each of its various levels, modalities or categories should not be treated as subsectors – i.e. Early Childhood Development, Adult Basic Learning and Education, Non-Formal Education, etc.

Education is by nature "cross-sectoral." It is not possible to understand, and to effectively deal with, education policy and action at any level without looking at (*and* acting upon) the wider social and economic picture. As reiterated by abundant research over the past three decades, so-called "out-of-school" or "extra-educational" factors – such as socio-economic condition, family and community cultural background, housing, nutrition, sanitation, employment, etc. – are at least as critical as, when not more critical than, "in-school" or "pedagogical" factors in terms of favoring or inhibiting learning conditions and results. Working with both the supply and the demand side of learning is thus essential.

1.3 Adult learning is fundamental for local and human development

The formal school system has started to acknowledge curriculum reform as an ongoing feature rather than as a recurrent one-time episode. Adult education is also accepting the need to enlarge its vision, moving beyond literacy, post-literacy and minimalist understandings of adult basic education (ABE) that have dominated policy and practice in the past. As stated for the case of Africa by the PADLOS Education Study (*"Decentralization and Local Capacity Building in West Africa"*) conducted in five African countries between 1995 and 1998, part of that challenge is

> "to discover and analyze –in the most participatory manner possible – how the members of new civil society organizations, in both urban and rural environments, succeed in acquiring or mobilizing the skills required to assume new development responsibilities and to reach a higher level of self-governance in their operations. The study therefore is deliberately situated on the boundary between the West African education system – in the broadest sense of this term – and the realm of local socio-economic development, a territory which remains largely unexplored though it is clearly critical to the future of the region" (Easton *et.al.* 1998: Foreword).

The past two decades have documented the importance of ABE and adult learning for personal, community and national development, in various domains (see bibliography):

- Impact on adults themselves: hope, dignity, self-esteem, empowerment, enhanced self-expression and communication skills, socialization, enhanced entrepreneurship, positive attitudes, sense of future, better overall objective and subjective conditions for livelihoods and for improving the quality of one's life, etc.
- Impact on children and youth: Most studies that measure achievements of children and young adults vis-à-vis their parents' (especially mothers') educational background, conclude that better educated parents provide better conditions, not only educationally but in many other aspects, for their offspring. What varies from one country or context to another is, in any case, the strength of such links. It appears that in countries where the overall education levels are very high, parents' education is a less determining factor than in countries or contexts with a lower education level (OECD and Statistics Canada 2000). Thus the importance to invest in adult education in the South, and particularly in those countries with a low Education Index.
- Impact on the local and the broader community: There is also abundant confirmation on the positive linkages between ABE and enhanced community and civic participation, concern with social and environmental issues, and citizenship. Given the growth of poverty worldwide, ABE has come to be viewed as a key strategy within the overarching goal of "poverty alleviation."

The critical importance and the multifaceted impact of ABE need thus no further evidence. The "evidence" argument has now been stretched and placed at another level – the financial level. See chapter 4.

1.4 Child and adult literacy must go together

Two related assumptions and their respective strategies have proven false in the relationship between child and adult education:

A. the so-called "preventive" strategy (school expansion and reform would bring the solution to the "adult literacy problem" in the short- or medium-term); and
B. the "children first-adults later" strategy (education for children can be accomplished without paying attention to their parents' Basic Learning Needs).

This combined strategy has resulted in a combined failure: poor quality and low literacy achievement in primary school, and slow or no advances in the literacy rates among the adult population. It is thus time to revitalize the long-recommended "two-pronged" approach to literacy (with children and with adults *at the same time*, both preventing adult illiteracy and dealing with it) and to work in a more holistic way, in school and out of school.

In fact, even Universal Primary Education cannot be achieved without paying attention to adults and to a broader Human Development perspective. Overlooking adults and their own learning implies disregarding *educational demand,* denying the importance of parents, the family and the community as fundamental support for children, and the critical importance of an overall social context where education and learning become part of everyday life and culture. These claims do not come only from the adult education community. They come increasingly from economic and sociological studies, many of which adopt pragmatic views and estimations vis-à-vis UPE goals, and acknowledge the need for more holistic policies, including adult/parent education, availability of secondary education, and a broader human resource development strategy.

To educate children, it is essential to educate adults, not only (illiterate, poor) parents and caregivers (including teachers) but adults in general. Because it is adults and the adult society who make the critical decisions that affect children's well-being and development, at home, at school, in the media, and in the realm of policy/program/project formulation and implementation. This is the importance of educating adults, for their own sake and for the sake of children, for the present and for future generations.

Various facts and trends show the need and the possibility of a better understanding and partnership between adult and child learning and education both within and outside the school:

- Early Childhood Care and Development (ECCD) and initial education emphasize home- and community-based strategies, relying on the competencies of parents and caregivers;

- Schools, and school teachers, have been traditionally engaged with adult literacy and ABE provision in the South, and there are teacher education/training programs or proposals that encourage including ABE within pre- and/or in-service teacher education curricula;
- Current school education reform promotes decentralization, school autonomy and various forms of parental and community participation in school life, given the increased recognition of the need to work with both sides – educational supply and educational demand;
- The ABLE movement is searching for a new identity and redefining some of its traditional roles;
- Lifelong Education and Lifelong Learning are accepted today as overarching needs for education and human development in the 21st century;
- Diversity is being stressed and widened to embrace various dimensions (including age), and acknowledged as a pedagogical resource;
- Intergenerational learning is being revitalized and redefined, in line with new realities, needs and potential. (Kaplan *et.al.* 2002; Torres 2002).

1.5 Youth are more a solution than a problem

In the last few years, *youth* (and *adolescents,* in some contexts and for some areas) emerged as a specific category for education and learning purposes, differentiated from *children* and from *adults*. Concern with youth and with youth education specifically (both in-school and out-of-school) has become a major issue worldwide. In many countries, special policies and institutions have been created to deal with youth, in education and in other social areas.

Following the strong emphasis given to primary education during the 1980s and 1990s in the South, secondary education and secondary education reform emerge as the new challenge, especially in middle- and upper-income countries. Problems of discipline and violence, dropout and low learning achievement are reported from evaluation reports and studies on secondary education worldwide. Outside the school system, there is a proliferation of various types of NFE and of vocational education and training programs to deal with so-called "disadvantaged youth", and specifically with the increasing problem of school dropout and lack of

work opportunities (Torres 2001c; Jacinto *et.al.* 2002).

International agencies and national governments have been reducing the age span of those targeted as "adults" for educational purposes, especially for literacy. In many countries, 15 to 30 year-olds are the majority of learners taking part in literacy and other "adult" education programs. In some cases, such programs are specifically conceived as compensatory and as a "second chance" for youth. In Latin America, the field of Adult Education was re-baptized as *Youth and* Adult Education. (Messina 1993; Rivero 1994). In any case, the notions of, and the boundaries between, "youth" and "adult", have always been blurred and continue to be redefined in varied ways and with different purposes. Analysis of programs dealing with adults and youth find that a combination of this type may be fruitful (i.e.Thompson 2001, in relation to Kenya's Post-Literacy Program). Other experiences also show the difficulties of a combination of this type and argue in favor of designing specific programs for youth, and for out-of-school youth specifically.

Youth is viewed as a *problem* and their education and training as a critical area to solve many such problems (identity, self-esteem, violence, drugs, teen pregnancy, AIDS, unemployment, lack of sense of future, etc.). Sending youth "back to school" or training them for work appear as two major thrusts especially for so-called "disadvantaged" or "at risk" youth. Also, many view non-formal education as a means to deal with the evident mismatch between current formal school systems and youth. Some current trends and challenges facing such programs are summarized in Appendix 2).

Youth and adult learning/basic education are connected in several ways:

- The boundaries between childhood, youth and adulthood have always been blurred. It is acknowledged that age categories are determined not only biologically but also culturally and historically. Internationally, official illiteracy/literacy statistics refer to an "adult" population aged 15 years and over (UNESCO and the new UNESCO Institute for Statistics).
- Traditionally, programs labelled "*adult* education" have engaged youth and adults, defined as such in their own contexts and cultures. This is particularly the case of "*adult* literacy programs" in the South, where often parents – especially mothers – come with their children and even enroll them in such programs. All over the developing world, "adult" literacy centers and programs are

multigenerational, multilevel (varied educational backgrounds, including learners with considerable school experience) and multipurpose (literacy, general education, skills training, socialization, etc.) Increasingly, this is acknowledged as part of the ecology of adult education, and measures are taken to anticipate and/or respond to such realities (i.e. child care services or adjacent centers, special activities or special materials developed for children and/or youth, etc.)

- Youth and adults require differentiated approaches in all spheres related to education and training. However, grouping adults and youth for teaching and learning purposes in the South is related to several factors, among others:
  - The renewed importance attributed to youth education/training, its increased connection to the world of work and to categories such as *identity, citizenship, empowerment, leadership, protagonism,* as well as its focus on "disadvantaged groups", indicate new bridges between youth and adult basic education.
  - Young people themselves prefer to be seen as "young adults" rather than as "grown up children". Pedagogically, this implies a desirable revision of conventional roles, relationships and norms applied to youth in all educational institutions dominated by adults, where a deficit mentality vis-à-vis youth tends to predominate.
  - From the point of view of adults and ABLE, the contact with youth helps "rejuvenate" the field and enhance intergenerational learning (adults not only *teaching* youth but also *learning from* youth). In fact, youth have played a critical role in the South as adult educators and literacy facilitators. Today this type of role is more visible than ever before, given youth's comparative advantage – in all social sectors and groups – in relation to technological skills, ICTs in particular. For the first time, there is worldwide acceptance by the adult society of children's and youth's cognitive and attitudinal comparative skills in a field deemed critical for the advancement of knowledge, education and planning.

See also 3.1.2; The spread of Information and Communication Technologies.

Key Terms and Concepts

CHAPTER 2

It is essential to clarify some key terms and concepts, especially given the "terminological fuzziness" that characterizes the education field, and given the need of a renewed and consensual conceptual framework to orient both research and action.

The education field is well-known for its loose and even idiosyncratic use of terms. Old terms survive while new terms emerge, and are often juxtaposed. This is particularly so in relation to adult education. Many studies on adult literacy, adult basic education (ABE) and adult basic education and training (ABET) acknowledge the terminological/conceptual problem and include their own definitions and glossaries.

"Cleaning" the field, and agreeing on a common terminology, whenever possible, is essential for communicational and operational purposes, for the advancement of theory and research, and for international comparability.

We display and elaborate below some key concepts, not as academic definitions but rather in their dynamic relationship and in the context of actual policy making.

2.1 Education

> "Within the framework of the International Standard Classification of Education (ISCED), the term education is taken to comprise all deliberate and systematic activities designed to meet learning needs. This includes what in some countries is referred to as cultural activities or training. Whatever the name given to it, education is understood to involve organized and sustained communication designed to bring about learning… ISCED embraces both initial education at the early stages of a person's life prior to

> entry into the world of work, as well as continuing education throughout a person's life. It follows that education for the purpose of ISCED includes a variety of programmes and types of education which are designated in the national context, such as regular education, adult education, formal education, non-formal education, initial education, continuing education, distance education, open-education, life-long education, part-time education, dual systems, apprenticeships, technical-vocational education, training, special needs education". (UNESCO 1997b:3)
>
> *http://www.unesco.org/education/information/nfsunesco/doc/isced_1997.htm*

The above quote corresponds to the official definition of *Education* given by the International Standard Classification of Education (ISCED), coordinated by UNESCO and revised in 1997. However, all these terms continue to evolve and are used differently by different people and in different contexts. The very key distinction between *education* and *learning* remains problematic. At a time when *learning* has become a key and much repeated word, many continue to hear *education* and to use *education* and *learning* (and *lifelong education* and *lifelong learning*) as synonyms.[4] The same applies to *knowledge* and *information* (i.e. "information society", "knowledge society", "learning society"), *information* and *education* (i.e. associating access to ICTs with access to *education* and to *learning*), *education* and *training* (i.e. *teacher training* more commonly used than *teacher education*).

The pair *education–schooling* is also problematic, given the traditional understanding of *school education* as equivalent to *all* education. It is common to refer to the *school system* as if it were the only *education system*, and to refer to *education* policy and *education* reform when speaking of *school education* policy and *school education* reform. Illiterate adults have always suffered the misunderstandings and prejudices that derive from associating *schooling* with *literacy*, *education* with *knowledge*, and lack of schooling with *illiteracy* and *ignorance*. This continues to be the case even when it is widely known today that illiteracy and functional illiteracy are related not only to lack of access to school but also to poor quality schooling.

Despite the growing rhetoric on learning, the focus remains *education* and *school education* in particular; *learning* is still marginal in research, planning and action. Also, there is still little production that connects, or runs across, traditional "sector" or "sub-sector" boundaries – early childhood care and development (ECCD), formal education, non-formal education,

4. This is the case of most, if not all, international reports dealing with education. It is clearly the case of the Delors Report (1996). Translated (English original) into other languages, "*Learning*, the treasure within" became "*Education*, the treasure within" (see the Spanish version, for example). This is also the case of the "Memorandum on Lifelong Learning" of the Commission of European Communities (2000).

basic education, continuing education, higher education, etc. There is high concentration on certain topics. Production on women's education has increased exponentially in the past few years. However, there is redundancy and little new theoretical developments and knowledge in relation to adult/women learning.

2.2 Non-Formal Education, NFE

Non-formal education (NFE) has traditionally been associated with out-of-school education, with adult education, and generally with flexible education addressed to meet the learning needs of special groups. However, NFE is today associated also with children and youth, and with school education. Since the late 1980s impulse has been given to so-called *"non-formal primary education"* (NFPE) programs, particularly in South Asia – where these types of programs have been developed since the 1970s – and more recently in Africa, often with UNICEF and UNESCO support, and often managed by NGOs. The term *non-formal* is applied here to refer to certain flexibility of schools (calendar and timetables, curriculum, administration, etc.) so as to adapt them to local contexts and specific needs, particularly in rural and marginal urban settings (i.e. UNICEF 1993a). Such features – considered innovative although they should be the *norm* in all schools – do not prevent NFE from being perceived as a second-rate alternative to formal schooling.

2.3 Basic Education, BE and Basic Learning Needs, BLN

The International Standard Classification of Education (ISCED 1997) uses the term *basic education* to embrace two education levels: primary education ("first stage of basic education") and lower secondary education ("second stage of basic education"), comprising normally between 8 and 10 years of schooling (UNESCO 1997b).

The World Conference on Education for All (Jomtien, Thailand, 1990) adopted an "expanded vision of basic education", understood as "education capable of meeting the learning needs of people, children, youth, and adults, thoroughout life, within and outside the school system. Jomtien's six EFA goals, reaffirmed a decade later at the World Education Forum (Dakar, Senegal 2000), address basic learning needs of children, youth and adults.

Box 1. Jomtien and Dakar goals, and specific youth and adult education goals

1990–2000: JOMTIEN	2000–2015: DAKAR
1. Expansion of early childhood care and development activities, including family and community interventions, especially for poor, disadvantaged and disabled children.	1. Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.
2. Universal access to, and completion of, primary education (or whatever higher level of education is considered as "basic") by the year 2000.	2. Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality.
3. Improvement in learning achievement such that an agreed percentage of an appropriate age cohort (e.g. 80% 14 year olds) attains or surpasses a defined level of necessary learning achievement.	3. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programs.
4. Reduction in the adult illiteracy rate (the appropriate age cohort to be determined in each country) to, say, one-half its 1990 level by the year 2000, with sufficient emphasis on female literacy to significantly reduce the current disparity between the male and female illiteracy rates.	4. Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.
5. Expansion of provision of basic education and training in other essential skills required by youth and adults, with program effectiveness assessed in terms behavioral changes and impacts on health, employment and productivity.	5. Eliminating gender disparities in primary and secondary education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.
6. Increased acquisition by individuals and families of the knowledge, skills and values required for better living and sound and sustainable development, made available through all educational channels including the mass media, other forms of modern and traditional communication, and social action, with effectiveness assessed in terms of behavioral change.	6. Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

Basic education and *primary* education are not the same thing, and yet they are often used as equivalent in specialized literature and in major world reports. *Basic* education is not limited to children. Moreover, as defined within the EFA framework, it is not limited to school education or to a certain number of years of schooling.

In this document, *basic* is taken to mean not minimum but *foundational* or *essential*. An education aimed at meeting *and* expanding the *basic learning needs* (BLN) required for human satisfaction and development. Expanding *perceived* learning needs and enhancing the capability to demand them is particularly important for learners in the most disadvantaged situations – the poor, the most excluded from information and knowledge

sources and opportunities – whose *perceived* learning needs tend to be limited in scope, and who have more difficulties in translating such *needs* into effective *demands*.

The right to basic education that assists every individual is thus a right to satisfy and expand his/her BLN through all the means that are necessary. At the country level, it is the responsibility of the State and of national and local governments to ensure this right, with the active support and engagement of the whole society, including grassroots organizations, labor unions, civic associations, the academic community, NGOs, professional organizations, religious, volunteer and philanthropic entities, action groups, and virtual networks and communities.

See also box 2 below.

Basic learning needs (BLN) derive from, and relate to, *basic needs* of individuals, groups and societies. BLN go far beyond basic literacy and numeracy. They comprise knowledge, information, skills, values and attitudes necessary for personal, family and community awareness and development.

Basic needs – and thus BLN – vary according to age, gender, context, and culture, and also according to individual interests, motivations and preferences. Both basic needs and learning needs change with the passing of time. Thus, the specific content and modalities of satisfaction of BLN must be decided for each specific purpose, context and moment in time.

Children, youth and adults have unsatisfied Basic Learning Needs and these are met:

- in various *settings:* home, community, school, out-of-school educational, cultural and recreational centers, workplace, mass media, everyday life and activities;
- by various (public and private) *agents:* family, local and broader community, State/government, civil society, and the market;
- through various *means,* including *education* (formal, non-formal and informal) and *training,* self-directed and experiential learning, making use of both traditional and modern media, face-to-face and distance modalities; and
- *throughout life,* that is, not just during a specific period in the life of an individual, because BLN are numerous, they change over time and must be updated as realities and knowledge also evolve. (WCEFA 1990; UIE-UNESCO 1997; Commission of the European Communities 2000; Council of the European Union 2001.)

Meeting Basic Learning Needs is not enough; part of the mission of education is to *expand and generate* new learning needs along the process. This is particularly important in the framework of the emerging "knowledge society" or "learning society" which comes with the requirement of lifelong learning as key to personal and social survival and development. And it is particularly important for the poor, who are striving to survive in a world that enhances social exclusion, where not only knowledge but also work are becoming rare commodities for millions of youth and adults around the globe. The horizon remains Human and Social Development, which go far beyond "alleviating poverty".

Box 2. Basic Learning Needs according to different frameworks

- *The World Conference on Education for All* (Jomtien, 1990) defined *basic education* as education aimed at meeting BLN. It identified seven areas of BLN that are common to children, youth and adults: surviving, developing one's full capacities, living and working in dignity, participating fully in development, improving the quality of life, making informed decisions, and continuing to learn.
- *The Delors Commission Report* (1996) identified four pillars for education and learning: learning to be, learning to do, learning to know and learning to live together.
- *The Dakar World Education Forum* (2000) adopted Jomtien's Declaration and the Delors Report as frameworks, and reaffirmed "basic learning needs in the best and fullest sense of the term (…) an education that includes learning to know, to do, to live together and to be. It is an education geared to tapping each person's talents and potential, and developing learners personalities, so that they can improve their lives and transform their societies."
  (UNESCO 2000d.)
- Human Development as defined by UNDP identifies three major areas of human learning: "The most basic capabilities for human development are to lead long and healthy lives, to be knowledgeable, to have access to the resources needed for a decent standard of living, and to be able to participate in the life of the community."
  (UNDP 2001.)
- The *Memorandum on Lifelong Learning of the European Commission* states: "The knowledge, skills and understanding that we learn as children and as young people in the family, at school, during training and at college or university will not last a lifetime. Integrating learning more firmly into adult life is a very important part of putting lifelong learning into practice, but it is, nevertheless, just one part of the whole. Lifelong learning sees all learning as a seamless continuum 'from cradle to grave.' ***High quality basic education for all,*** from a child's youngest days forward, ***is the essential foundation.*** Basic education, followed by initial vocational education and training, should equip all young people with the new basic skills required in a knowledge-based economy. It should also ensure that they have 'learnt to learn' and that they have a positive attitude towards learning."
  (Commission of the European Communities 2000:5. Original bold.)

2.4 Literacy

Literacy continues to be at the heart of the notion of *education*[5], of *adult education* and even of *adult learning*.[6] This has to do with the magnitude and persistence of illiteracy in many countries in the South, but also with a homogeneous perception of "developing countries", and with a minimalist understanding of and approach to the Basic Learning Needs of adults in such countries.

Literacy, functional literacy, post-literacy, education, training, learning, formal education, non-formal education, informal education, basic education, advanced education, continuing education, vocational education, community education, community-based education, lifelong education, lifelong learning, open education, open learning, etc. are understood and used in different manners by specialists and non-specialists.

Literacy, that is the *meaningful acquisition, development and use of the written language:*

- Is a key and enabling Basic Learning Need.
- Is at the heart of basic education for children, youth and adults. The expression "literacy and basic education", which is commonplace, is confusing, since the former is included within the latter.
- Is an ageless concept and process, and takes place in and out of school. Thus, it is not related only with (illiterate, poor) adults and with out-of-school/non-formal education, but also with children and youth and with formal schooling.

The UN Literacy Decade (2003–2013), approved by the UN General Assembly in December 2001, proposed a "renewed vision of literacy" across the lifespan (see box 3).

The follow-ups of Jomtien (1990), Dakar (2000) and the World Summit on Children (1990) refer only to "adult literacy", but their respective goals referred originally to adult basic education more broadly. *(See chapter 5.)* The following "cautionary comments" (box 4, p.34) included in UNESCO's web site in relation to a publication on adult education, applies to

5. See box 10, chapter 4 for UNDP's calculation of the Human Development Index (HDI) and the Education Index.

6. This was also reflected in the survey conducted for this study. We chose to refer to *Adult Education* in the questionnaire and left it open to respondents to decide what to include under such term. The majority of respondents referred to Adult Basic Education and most referred only or mainly to adult *literacy*. Few dealt with adult *learning*.

Box 3. Literacy For All: a renewed vision

CONVENTIONAL vision	RENEWED vision
Illiteracy as a social pathology (i.e. "scourge") and an individual responsibility.	Illiteracy as a structural phenomenon and a social responsibility.
Literacy as a panacea for social development and change.	Literacy in the context of broader educational and socio-economic interventions.
"Eradicate illiteracy" or "reduce the illiteracy rates" as the goal.	Create literate environments and literate societies as a goal.
Literacy education associated only with youth and adults.	Literacy education associated with children, youth and adults.
Literacy education associated with out-of-school groups and non-formal programs.	Literacy education takes place both in and out of the school system.
Child literacy and adult literacy viewed and developed separately, in a parallel manner.	Child and adult literacy linked within a holistic policy framework and strategy.
Literacy centered on literacy provision *(teaching)*.	Literacy centered on literacy *learning*.
Literacy goals centered on literacy acquisition.	Literacy goals include literacy acquisition, development and effective use.
Literacy understood as initial, basic literacy only (an elementary level).	Literacy as functional literacy (literacy, to be such, must be functional and sustainable).
Literacy viewed separately from basic education (i.e. literacy *and* basic education).	Literacy viewed as an integral part of basic education.
Literacy acquisition and development associated with a particular period in the life of a person.	Literacy understood as a lifelong learning process.
Literacy associated only with the written language (reading and writing) and print.	Literacy related to both oral and written expression and communication, within a holistic understanding of language (speaking, listening, reading and writing).
Search for *the* literacy method or approach valid for all cases and circumstances.	Understanding that there is no single or universal method or approach to literacy.
Literacy acquisition in school as a goal of the first or the first two grades.	Literacy acquisition in school as a goal for the whole primary education cycle.
Literacy as a specific area in the school curriculum (Language).	Literacy across the school curriculum.
Literacy associated only with conventional tools (i.e. pencil and paper).	Literacy related to both conventional and modern tools (pencil and paper but also keyboard and digital technologies).
Literacy as a responsibility of the State only or of civil society alone.	Literacy as a responsibility of both the State and civil society.

Elaborated by R.M. Torres for UNESCO. Base document for the UN Literacy Decade. (Torres 2002b; UNESCO 2002b).

most studies on youth and adult basic education, and should be placed in most publications and web pages dedicated to this subject.

Box 4. Adult Basic Education is not only adult literacy

Adult Education in a Polarizing World, Fiske, Edward B.; International Consultative Forum on Education for All; Paris, UNESCO, 1997, 48 p. *Education for All: Status and Trends,* 3.

> "A few cautionary comments are in order for the reader. First, the available data concerning adult education are generally quite limited and incomplete. Most of the data used in this report concern Adult Literacy – which is an important component and indicator of adult basic education but not the whole story. Literacy data are largely estimates based on decennia census data, so the reader should consider them as indicative of magnitudes, rather than as accurate measures."

Source: UNESCO web site, Bookshelf, Publications on Adult Education

2.5 Learning

Access to education is not enough unless it is translated into effective, meaningful and sustainable *learning*. As indicated by historial experience, expanding and democratizing *education* does not necessarily imply expanding and democratizing *learning*. Reducing a country's illiteracy rate may not necessarily imply having a more educated population. Completing a literacy program or completing primary education is not equivalent to becoming literate, and being literate does not ensure actively using the written language for meaningful personal and social purposes.

The right to education should be essentially defended as the right to learn. *Democratizing* learning implies ensuring a) good quality offer for education and training, b) minimum living conditions to take advantage of such offer and of learning opportunities in general, and c) enhancing all types of learning environments, relationships and practices where people learn individually, collectively and from each other: at home, while playing and working, by reading and writing, by socializing and associating with others, through community participation, and through the effective practice of citizenship.

2.6 Lifelong Learning, a key organizing principle

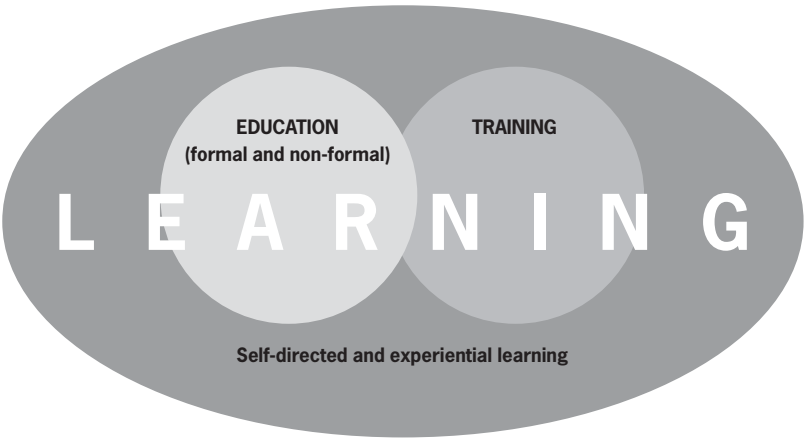
Lifelong Learning (LLL) has been activated today as the key organizing principle for education and training systems, and for the building of the

"knowledge society" of the 21st century. There is an overall shift in focus from *education* to *learning* and from *lifelong education* (Faure 1973; Dave 1976) to *lifelong learning* (Delors et. al. 1996; Commission of the European Commission 2000).

LLL acknowledges essentially two inter-related facts:

- that learning is life*long* (not confined to a particular period in life) and
- that learning is life*wide* (not confined to school and to schooling).

Box 5. Lifelong learning



2.7 Adult Basic Learning and Education, ABLE

With the term *Adult* we refer here to the population that is 15 years of age and over (this coincides with the conventional statistical estimations of adult illiteracy/literacy worldwide). Others prefer to speak of *"youth and adults"*, and we insist here in fact on the importance of such linkage. We decided to use the term *adults* because:

- there are no universal understandings and uses of the categories *child*, *youth* and *adult* (i.e. the Convention on the Rights of the Child calls a person a *child* until the age of 18, while in many countries, cultures and programs, 12-year-olds are considered *adults*);
- *adult* is the embracing category that includes both (youth and adults) and also the elderly; and

- we want to stress the importance of lifelong learning, across the life span, and not only for "younger adults", or for "youth and women", which is the current dominant trend vis-à-vis the South. We maintain that all people, young and old adults, men and women, irrespective of age and of the country and zone where they live, have a right to learn and to continue learning and must thus be considered learners for basic education/training/learning purposes.

Adult Education (AE) is a broad field that includes basic and continuing education, vocational and technical education, higher education and professional development, and is offered through formal, non-formal and informal education means, and by a variety of actors – the State, CSOs, and the market.

We use the term *Adult Basic Education (ABE)* – as differing from *continuing, further* or *advanced* adult education – to refer to foundation or essential education, aimed at meeting and expanding the Basic Learning Needs, BLN of adults. ABE is not an end in itself. It is only one means – among others – to cope with the BLN of adults. While ABE can play a remedial role for those who did not have a chance to go to school or to meet some critical BLN at an earlier age, ABE as such cannot be equated with remedial or second chance education, because it is valid and important in its own right. It is not self-targeted to the poor(est) and/or to the illiterate because all adults have BLN to meet and because not all the poor are illiterate. Of course, priority must be given to those facing the most disadvantaged circumstances, both in terms of unsatisfied basic needs and unsatisfied BLN to meet such needs. *See also box 3 above, under "Literacy".*

While the study, as requested, focused on Adult Basic Education, the research process reaffirmed the need to introduce the notion of *Adult Basic Learning and Education (ABLE)* in order to stress:

- the centrality of L – *learning*, which includes, but goes beyond, *education* and *training;*[7]
- the fact that meeting BLN is a lifelong and lifewide learning endeavor; and
- the need for an integrated education-training approach and system within the lifelong learning framework. While *education* is included within *Adult Basic Learning* – and we

7. In the online forum, Agneta Lind (Sida) suggested that L may also stand for Literacy, as a reminder of the importance of literacy within Adult Basic Education. An excellent suggestion, that adds value and meaning to the L within ABLE.

could thus speak of ABL – we prefer to keep that final E to stress the importance of education within lifelong learning, and the continued public and social responsibility to make it available to all.[8]

8. Many online forum participants from the South expressed the fear that "lifelong learning" and the overall current emphasis on learning may be used to de-emphasize education and educational provision. This confirmed further the need to keep the E next to the L.

Revival and Renewal of Adult Learning

CHAPTER 3

Adult Education was once a highly dynamic field associated with innovativeness, and with values and practices once viewed, by many throughout the world, as relevant and desirable. Consciousness raising or *conscientization*, liberation, identity, voice, critical thinking, were some of the terms linked to it. ABE helped spread a number of pedagogical principles still considered valid not only for ABE but for education as a whole: respect for the learner, dialogue, participatory approaches, active learning, cooperation and solidarity in the teaching-learning relationship. Paulo Freire, in Latin America, and other important thinkers and pedagogues in other regions of the world, emerged from the adult education ranks, gaining worldwide resonance in the education field as a whole.

Approaches, methods and techniques proliferated worldwide, often with the *participatory* terminology and spirit attached to them. Literacy campaigns, many of them linked to revolutionary processes and often acquiring epic profiles, showed many the meaning of "political will" and inspired similar efforts worldwide. Young people, teachers and common citizens in many countries engaged in ABE programs and campaigns as volunteers. ABE viewed itself and was viewed in many societies as a *movement*, an educational movement engaged in social and political transformative action.

This ample recognition and social effervescence began to erode in the 1980s. This coincided with the overall erosion of the nation/State and of the role of the State/government, of the development paradigm and, in the educational arena, of mass education and public and free schooling. Poorly funded, the education of poor children was put to compete – in terms of resources and attention – with the education of their parents. Dissatisfaction, criticism and debate became strong in the first place within the adult education community. The need to re-visit it, and even to "re-

fund" it in various dimensions, from the pedagogical to the political–ideological, led to varied local, national, regional and international processes. In Latin America, this is what happened for example with the Popular Education *(Educación Popular)* movement.[9]

3.1 Signs of and reasons for revival

However, after a long period of neglect and skepticism around adult literacy and adult basic education in general, there are some promising (albeit contradictory) signs of *revival* and *renewal* in this field. Since the late 1990s several governments have started to renew the pledge towards adult literacy, in some cases adopting revised and broader adult education policies and programs that go beyond narrow ABE notions. In Latin America, the new youth and adult education regional strategy, within the also renewed EFA regional framework, proposes to integrate literacy, ABE, secondary education, vocational education and work-based education within a comprehensive policy and programmatic framework (UNESCO-OREALC/CEAAL/CREFAL/INEA 2001; UNESCO-OREALC 2002). The integration between adult education and training has been a matter of debate and controversy in many African countries, especially in South Africa, since the early 1990s (CACE/UWC 1994; Bhola 1997). In all regions there is increased participation of civil society organizations (CSOs), and of NGOs in particular, in the provision, research, documentation and evaluation of adult basic education programmes.

In the case of industrialized countries, the renewed interest in adult continuing education and learning is attributed to: (a) demand shifts associated with ICTs and globalization (changes in the occupational composition of the work force); (b) the urgent need for investing in adult education and learning, as revealed by various surveys on adult literacy in particular (such as IALS – International Adult Literacy Survey); and (c) population ageing (Martin 2001). In the case of "developing countries", the scenario is the continued expansion – rather than reduction – of poverty, unemployment, marginalization, delinquency, migration, social despair and social revolt. Against this context, some specific contributing factors to revival include: the problems and poor results of primary school reforms; the poor attention given to adult-related Education for All goals

9. There is an extensive bibliography on this movement and on the ensuing "re-funding" – ongoing – discussion. Most of it is in Spanish, and is thus little known internationally and absent from international reviews. A good follow-up of such process may be found in La Piragua, the journal of CEAAL, the regional network member of ICAE. An "Interim balance", published also in English and French by IIZ/DVV, can be found in Osorio 1997. See also Torres 1996a.

over the 1990s; a better information and knowledge base in relation to adult basic education; the renewed "cost-effectiveness" argument; the activation of "lifelong learning" as a paradigm; the spread of ICTs; and the continuing presence and pressure of the adult education community and movement. We will elaborate some of these points below.

3.1.1 The poor results of Education for All and of education reforms

Education for All (EFA) was launched as a global initiative at the World Conference on Education for All, held at Jomtien, Thailand in March 1990. Four international agencies sponsored the conference and were involved in its follow-up: UNESCO, UNICEF, UNDP and the World Bank. The conference was attended by representatives of governments, international agencies, non-governmental organizations, professional associations and leading personalities in the field of education from around the world. Some 155 governments signed a World Declaration and a Framework for Action, committing themselves to six goals in order to ensure *quality basic education for children, youth and adults* by the year 2000.

Ten years later, in April 2000, the World Education Forum, held in Dakar, Senegal, evaluated the Jomtien decade and adopted a new Framework for Action, essentially in order to continue the task since none of the six EFA goals had been met globally and nationally. Such Framework for Action basically "reaffirmed" the vision of the goals laid down in Jomtien, which now run for another 15 years, until 2015.

As revealed by the Global 2000 EFA Assessment and by an increasing number of studies and evaluations in many countries and in all regions (see bibliography), education plans and reforms conducted since the late 1980s and 1990s in the South, with international loans and advice particularly from multilateral and regional banks, have faced many problems and their results, both quantitative and qualitative, leave much to be desired.

> "The EFA 2000 Assessment demonstrates that there has been significant progress in many countries. But it is unacceptable in the year 2000 that more than 113 million children have no access to primary education, 880 million adults are illiterate, gender discrimination continues to permeate education systems, and the quality of learning and the acquisition of human values and skills fall far short of the aspirations and needs of individuals and societies. Youth and adults are denied access to the skills and knowledge necessary for gainful employment and full participation in their societies. Without accelerated progress towards education for all, national and internationally agreed targets for poverty reduction will be missed,

> and inequalities between countries and within societies will widen." (Dakar Framework of Action, World Education Forum, April 2001.)

In the case of Latin America and the Caribbean, such reforms – aimed at "improving the quality of education" – have had little or no impact on quality and on learning outcomes, as indicated by the various national and regional assessment and evaluation mechanisms and systems put in place by the same reform processes. The African case – still much more focused on quantity than on quality – was also disappointing in this regard. The background of the Beloisya Project tells the story from the World Bank perspective:

> "In 1997, the Norwegian Agency for Development (NORAD) encouraged and funded the World Bank and the Human Development Sector of its Africa Region to take stronger initiatives to help governments in Africa deal with the consequences of a long-standing and very well known problem of several dimensions: many primary school systems continue to suffer from issues including: a) access – they could not accommodate all the children who needed primary schooling; b) equity – they tended to accommodate more children of better off and urban people than of poorer and rural people, and more boys than girls; c) efficiency – large proportions of pupils repeated classes and dropped out from school, before they had completed the full primary course; and d) quality – equally large proportions of pupils failed to master the basic skills of reading, writing and calculation and the basic knowledge necessary to participate in modernizing societies, polities and economics. The consequences were, first, ever increasing numbers of young men and even larger numbers of young women emerging illiterate or semiliterate into modernizing societies and economies. (…) The second consequence was the inability of economies to grow rapidly, partly because of the lack of capable human resources" (World Bank 2001:1).

Globally, the EFA decade assessment showed slow progress attained in all six EFA goals, far behind the 2000 targets planned (EFA Forum 2000a,b, box 6, p.42).

3.1.2 The spread of modern Information and Communication Technologies

ICTs have revolutionized information, communication, education and learning, and have brought with them a worldwide debate on their potentials and risks, particularly in and in relation to the South. ICTs' development and expansion enhance the need for literacy and for compe-

Box 6. 1990–2000: Some comparative data in education

Indicator	1990 (Jomtien)	2000 (Dakar)
Expenditure per pupil as a percentage of Gross National Product (GNP) per capita	Between 6% and 19%	Between 8% and 20% (1998)
Children in early childhood development and education programs (0 to 6 years)	99 million	104 million (out of a total of over 800 million)
Children in school	599 million	681 million (44 million of this increase are girls)
Children without access to school	106 million	117 million (60% girls)
Illiterate adults	895 million	880 million (60% women)
Adult literacy rate	75%	80% (85% men, 74% women)

Sources: WCEFA 1990a,b,c; EFA FORUM 2000a,b.

Some data from the EFA 2000 Global Assessment

- In around 60 countries which carried out learning assessment operations, only 5% of primary pupils attained or surpassed the minimum level of learning.
- The figures for repetition remained extremely high.
- Among the causes of the low quality of education were the low salaries and poor training of teachers.
- Worldwide, 63% of the cost of education was covered by governments, 35% by the private sector (including parents) and 2% by external cooperation.
- Half of the developing countries which supplied information reported spending less than 1.7% of their GNP on basic education in 1998.

Sources: EFA FORUM 2000b; Countdown, N° 21, UNESCO 2000.

tent literacy skills. Unlike previous massive technologies like radio or television, digital technologies require a literate user. Digital literacy is already acknowledged as a basic learning needs for all (Commission of the European Communities 2000; UNDP 2001; UNESCO/UN Literacy Decade, 2001) and a Technology Achievement Index (TAI) has been added in UNDP's 2001 Human Development Report (UNDP 2001).

ICTs can be powerful allies for child, youth and adult learning. Given the acknowledged comparative generational advantage of children and youth vis-à-vis adults in this domain, digital literacy becomes an extraordinary scenario for intergenerational learning, with children and youth in the role of instructors and adults in the role of learners.

Access to, and debate on, computers and the Internet has become a major issue in relation to children, youth and the school system in the South, even in the poorest countries. However, it remains for the most part a non-issue vis-à-vis poor (illiterate) adult learners. ICTs are being rapidly introduced for adult continuing and advanced education and training (notably, in higher education), and for reaching programs aimed at "disadvantaged" and out-of-school youth (Torres, 2001c), but their use for adult literacy and adult basic learning in general is still embryonic and confined to a few, generally experimental and aid-assisted, projects.

3.1.3. Complementing traditional and modern technologies

Many feared that the computer would kill reading and writing, that the screen would replace the book and that the keyboard would replace pen and paper. However, the computer and modern ICTs have enhanced, rather than buried, the need for literacy and the appetite for learning. Never have so much reading and writing taken place. Books have not disappeared and there is no indication that they will. Calligraphy is cultivated in Chinese schools while children also learn to use computers. Moreover, calligraphy has started to be used by private firms for selecting personnel.[10] There is evidence in developed countries that children, youth and adults who use computers read and write more, and with more pleasure, than they did before. The very nature, scope and uses of literacy have been drastically expanded and modified. The written order has changed (Chartier 2001; Ferreiro 2000).

Evidently, the "digital divide" is just the expression of the socio-economic divide – between countries and within countries – and thus cannot be solved by technologies themselves. However, advances, experiences and promising signs exist internationally and in all regions. Distance education has been enhanced with ICTs and is also reaching adult educators and adult learners. Community-based technology learning centers and other forms of telecenters and popular *cyber cafés,* where learners and users of all ages interact, in both urban and rural areas, are proliferating in all regions especially linked to private initiative and to CSOs. At the regional and international level, specialized agencies, institutes and networks are making use of the web and electronic mail, i.e. UIE's ALADIN (Appendix 3), the World Bank's Adult Outreach Education, ILI's International Literacy Explorer (ILE) and the Commonwealth of Learning's COLLIT project (a pilot project in India and Zambia for adults and out-

10. A study conducted in Brazil in 2001 revealed that one in every three private enterprises in the country is using graphology tests to select their personnel. "Vale o que esta escrito", *Revista Veja,* Sao Paulo, 7 Nov. 2001.

of-school youth) are just a few examples. A clear example was the five-week on-line forum on adult learning (23 May–30 June, 2002) organized by Sida to discuss the results of this study.

The *Simputer* in India and the *Volkscomputer* in Brazil (Appendix 4) emerged as innovative technological devices developed in the South aimed at making computers accessible to the masses. These and other low-cost and low-literacy touch-screen technologies currently being developed present themselves as an alternative for the illiterate and with great potential to empower the poor (UNDP 2001). It is too soon to judge these developments and experiments, but they contribute to put on the table the untapped potential (and limitations) of computers not only for adult learning but also for family, community and intergenerational learning.

The need not to lose sight of and, on the contrary, to revitalize traditional technologies – radio, television, video, fax – which have not been fully utilized for education and learning purpposes, and which are already spread in the South, appears as a generalized concern in these countries, and has been stressed particularly in the case of Africa.[11]

3.1.4. The continuing pressure of the adult education movement

Lifelong Education has always been a stronghold for the adult education community, so much so that many came to see Adult Education and Lifelong Education as equivalent. Today the activation of LLL provides new impetus to the historical struggle for ABLE. Both sides of the life spectrum and of formal schooling– young children and adults – find in LLL not a new fashion but rather the late acknowledgment of an old fact – the fact that learning is indeed a lifelong undertaking.

It is no easy task to translate such acknowledgement into policy and action. The revival of Life*long* Learning is stressed at a time when life becomes in fact *longer* in the North and in the South. While the North is beginning to take note of the learning needs of the second, third and even fourth age, the South is having difficulties to cope with the basic learning needs of its children, and to accept the basic learning needs of the young and adult population over 15 years of age.

As confirmed by the online forum conducted as part of this study, for many people in the South the "emphasis on learning" and the LLL discourse brings more hope than fear. They fear that "Lifelong learning" may end up being a new fashion proposed by the North and uncritically adopted in the South, and a way to further neglect public education, leav-

11. It has been estimated that the total international bandwidth for all of Africa is less than in the city of Sao Paulo, Brazil (UNDP 2001:3).

ing learning in the hands of market forces and ultimately of learners' own responsibility.

Adult educators and adult education advocates constitute a community, a *movement,* an identified social and educational actor at the local, national and international level. There is a sense of identity and of belonging around critical thinking, empowerment, social equity and societal transformation. The feeling that adult education "is usually taken up by people who are critical and politically aware" (Dolff 2001:10) is shared in the South and in the North. Adult education and adult educators struggle generally with the hardest conditions and with the least resources and support.

Only this spirit explains why adult education and learning efforts continue to reach the most remote and deprived human contexts, despite a lack of national and international attention, challenging the lack of everything except for motivation, perseverance and commitment. What is officially registered as adult education in national and international statistics ignores the countless and anonymous efforts that take place in rural communities and marginal urban neighborhoods, in schools, libraries, community centers, cooperatives, workers', women's and youth's organizations, under the initiative of organized groups or of individuals – many of them school teachers – who contribute their time and often their own money to teach others with whatever instruments they have at hand.

National and international civil society organizations and networks engaged in adult basic education are some of the most vocal and the most active in the world. REPEM – Regional Network of Popular Education Among Women, in Latin America, is one of the strongest regional networks affiliated to ICAE. In every local, national or international event there is always an adult educator reminding others about the importance of adult education. Emerging alternative civic movements, regional and global in scope, such as those starting in Seattle and Washington in 2000, and galvanizing in Porto Alegre in 2001 with the first alternative World Social Forum, are nurtured by adult educators and adult education groups, and have been important adult education and learning processes in themselves.

3.2 Some contradictory trends

For reasons of space, we cannot deal with here with the broader economic, social and education trends that contribute to shape and explain the vicissitudes, paradoxes and current status of adult education. A broad-

er context and a retrospective view of this type are essential to better understand and act vis-à-vis education and training in the South, because the world has become global, and because some of the important clues to innovate and to change are not ahead of us but behind us, in the history and in the accumulated thinking and experience in such countries. (Appendix 5 highlights some dominant and contradictory trends that permeate basic education today, all of which are manifested in, and have direct or indirect implications for, adult basic education.)

3.2.1 New information but little new knowledge or innovation

There is much information and description, but little new hard knowledge and theoretical development in available intellectual production related to Adult Basic Education (ABE) and to adult learning specifically. Going through the proceedings and conclusions of the five international conferences on adult education held so far, from Elsinore in 1949 to Hamburg in 1997, one becomes aware that many ideas and proposals that may appear as new or innovative to the non-specialist or to someone lacking such historical perspective, have a long life (such as lifelong education and lifelong learning).

Older and recent studies arrive at similar conclusions and recommendations, which have thus become trivial (such as the need to ensure quality, the importance of political will, the need for participatory methods, etc., etc.). The importance of ABE, its main weaknesses and strengths, and its positive impact on the various dimensions of the lives of individuals, families, communities and nations, is reasonably documented by now.

The quality and usefulness of intellectual production remains a critical issue, both that produced in the South and that produced about the South. Rigorous and consistent research, and analytical accounts of experiences and processes, is scarce. Some of the best, most meaningful and "fresh" knowledge – not tied to expected outcomes, to conventional models or to standard language – is produced locally and nationally, in all regions. Poor quality research is produced in the North and in the South, in national and international institutions. There are indications that costly research done by international agencies and consultants can be highly cost-ineffective for the South (i.e. see Samoff and Assié-Lumumba 1995, for the case of Africa).

Some problems encountered in the bibliography reviewed, include:

- Key information missing from research or evaluation reports: Many publications omit sources consulted (i.e. bibliography), methodology used, and instruments used for

tests, surveys, structured interviews, etc.[12] This information is particularly important in evaluative and/or comparative studies. In their absence, accepting evidence and conclusions becomes an act of faith.

- Lack of background, historicity and context, which makes it difficult – even for informed readers – to understand the reasons, purpose and value added of the study. Bibliographies tend to present the most recent publications on the subject, ignoring past production and thus the evolution of ideas, practices, and lessons learned on that route.[13] This is accentuated in international research and reviews on ABE; national and regional actors tend to attribute more importance to the background, the history and evolution of the ideas, and the context.
- Overgeneralizations and easy translation of research findings into policy recommendations: Although lack of (proper) information has been always an issue in ABE, this has not prevented international agencies and researchers from making generalizations and policy recommendations for ABE in general, for specific regions, and even for "developing countries". The mistakes of hasty diagnoses and recommendations are well known and should suffice to make researchers and evaluators more humble and cautious, especially when they are close to decision-making spheres. The use and abuse of research to validate policy-decisions has been abundantly stressed in recent literature on education policy and reform, at national and international level.

3.2.2 Documentation of experiences and the "success story" syndrom

ABE actors in the field generally work under very poor conditions, with marginal time and resources, and are committed to action. Documenting and evaluating are not part of the education culture, and are generally left to external actors and/or are done to comply with external demands (typically, those posed by financial relationships). Accounts are often descrip-

12. This is the case of the Beloysia study done by the WB in Africa in 1998. The report has no bibliography – list of documents analyzed for the 27 adult literacy programs selected. Absent is also the "common framework of analysis and reporting" used for the comparative analysis by the four research teams involved (WB 2001; WB/Adult Outreach Education web site).

13. An interesting publication in this field is "Africa Adult Education: Chronologies in Commonwealth Countries" (edited by J. Draper, 1998), which provides adult education chronologies (20th century) of 12 African countries.

tive, rather than reflective, analytical or evaluative, and tend to show success, mainly to respond to external expectations and criteria. The "success story" and the "best practice" syndrome – which responds to a chain logic across various layers, from the local to the global – impedes internal and external actors from learning from real experience, which is never linear, is always contradictory, full of surprises, full of problems and of satisfactions.

Within this general picture, however, there are more and better systematization efforts. Many experiences have been documented in the past few years, and many of them by their own actors. Also, other media have been incorporated for documentation purposes apart from print: photo, video, music, theater, and more recently the web. This has helped creative minds overcome the common fear of writing. Documentation efforts have been enforced by international agencies and NGOs, especially through booklets and videos. ActionAid's REFLECT (Regenerated Freirean Literacy Through Empowering Community Techniques)[14] has been documenting experiences that use REFLECT in different parts of the world. (ActionAid web site) These narrations, even if often more descriptive than analytical, get into the day-to-day issues of programs, usually ignored in similar accounts.

3.2.3 The need for qualitative and quantitative research

The education field in general has been blamed for neglecting quantitative research, and for falling in love with qualitative research. The (often well-intentioned) attempts to provide cost-effectiveness arguments to draw political and financial attention to ABE, have activated the search for "evidence" on the benefits of ABE, and of literacy in particular, for individuals, families, communities, and nations.

As mentioned above, how to measure the effectiveness and impact of adult literacy, and of ABE more broadly, remains a complicated issue. Many have argued that the most important outcomes of ABE are social rather than merely economic – the well-known impact on health, nutrition, life expectancy, fertility, child school enrolment and retention, etc. Jones and many others have insisted that "literacy and basic education are perhaps better seen as *enabling* factors in the complex matter of development rather than strictly causal factors" (Jones 1990:34). Dignity, self-

14. REFLECT emerged in 1993 as a "new approach to literacy" that "fuses the theory of Paulo Freire and the practice of Participatory Rural Appraisal (PRA)." The term "regenerated" points to a number of "shortcomings" of Freire's work that would be remedied by REFLECT (Archer and Cottingham 1996; ActionAid/REFLECT web site). While we have studied and critically discussed Freire's work elsewhere (Torres 1983a, 1986a, 1988, 1998a), we have also debated REFLECT's use and notion of a "regenerated" Freire (Torres 1997b).

esteem, empowerment, socialization, are difficult to measure and to show "evidence" for. The challenge remains how to incorporate quantitative research, indeed needed in ABLE, while addressing the critical qualitative aspects that are at the core of education and learning.[15]

Qualitative and ethnographic studies on ABE and NFE have been enhanced in the past few years. Important new knowledge on ABE and its impact on children has also come from research linked to child education and learning, at home, in pre-school and in school education. National, regional and international studies on reading, or on learning achievement in school contexts, continue to provide relevant insights on adult knowledge and attitudes towards children, education and learning (a few examples: CEPAL 1991; Elley 1992; IBE-UNESCO/UNICEF 1996; Pinzas García 1993; UNESCO-OREALC 1998, 2000; CG-ECCD web site).

3.2.4 Evaluation of adult literacy programs and problems of comparability

There are many problems associated with evaluating ABE, and especially adult literacy efforts, among others:

- overly ambitious and vague objectives and goals are usually formulated: "eradicating illiteracy", "functional literacy", "awareness-raising", "empowerment", "self-confidence", "community development", "poverty alleviation", "enhancing livelihoods", etc.;
- there are no indicators, and often there is not a base line against which to measure gains, for these goals and aspirations;
- *literacy* may refer to very different levels of competency and may include (or not) numeracy;
- some objectives are formulated for individuals and some for groups;
- some require measurement while others require careful observation and would require ethnographic and longitudinal studies;
- literacy in bilingual and multilingual contexts entails dif-

15. Bhola's (2001) notion and proposal of "evaluative accounts", as different from stand-along formal evaluations, seems useful given the objective and subjective difficulties in evaluating ABE and adult literacy in particular, and of evaluating it on purely formal and quantitative bases. Bhola proposes three types of impact to be expected from literacy learning: a) impact by design (learning of reading, writing, counting, work skills, values and attitudes, etc, which can be measured with tests, questionnaires and surveys); b) impact by interaction (that resulting from literacy work interacting with other processes of education and of other areas of development); and c) impact by emergence (that resulting from the convergence of various factors over a long period of time including cultural and historical processes, and social and economic processes, both planned and unplanned).

ferent and more complex challenges than in linguistically homogenous ones;
- conditions for micro, small-scale interventions, are quantitatively and qualitatively different from those required for massive, large-scale interventions (same for time-intensive interventions versus those extended over a longer period of time);
- some programs emphasize literacy acquisition, while others stress socialization, social awareness, participation, or else income-generating or livelihoods skills (often considered the "functional" side of literacy). Studies dealing with programs that combine literacy education and training in a certain specific area (e.g. women's issues, health, life and vocational skills, income generating skills, etc.) have concluded that both sides – literacy education and specific training – even if inter-related, entail different types of processes, inputs and even staff (Lind, Gleditsch and Henson 1986; Oxenham et.al. 2002), thus requiring also different evaluation criteria, procedures and mechanisms.

Under these conditions, *comparability* becomes difficult and comparative studies difficult to rely on. Measuring *cost-effectiveness* of programs and interventions, in general, without attention to their singularities and to the various issues raised here, may be a futile exercise.

Controversy on conclusions deriving from evaluations and comparative studies is common in the field. A recent example are the conclusions of recent World Bank studies on adult literacy programs in Africa, comparing government and NGO interventions. A study conducted in Uganda concluded that the government literacy program is more cost-effective than the (REFLECT-based) NGO literacy programs (Carr-Hill 1991), and a WB/IIZ-DVV study in four African countries claims that REFLECT "has not been very successful in linking literacy effectively with livelihood skills" (Oxenham et.al. 2001: 116). REFLECT representatives dispute these conclusions and have conducted their own evaluations.

Evaluations of national literacy programs and campaigns exist, such as those of Botswana, Cuba, Mozambique, Kenya, Tanzania, Ecuador, Colombia and Namibia (see bibliography), just to mention a few examples. There are narrations and "evaluative accounts" for many other processes, such as those in Nicaragua and, more recently, India's National Literacy Mission. ASPBAE has undertaken the mission of 'Understanding the Process of Learning in the Total Literacy Campaign in India'. The

study has been translated into five local languages, disseminated widely and used in discussion fora and training workshops with government and literacy workers at district level in India. It is envisaged that this study and its discussion process will serve for advocacy purposes vis-à-vis adult literacy within EFA. A similar process will be conducted for reviewing the literacy campaign in Bangladesh (ASPBAE web site).

3.3 Same problems, contradictory evidence, different conclusions

Knowledge about ABLE is in its infancy, and appropriate baselines and indicators are not there yet. Also, contexts and situations vary greatly. "Evidence" remains poor and inconclusive in many aspects, and there are areas and dimensions where the "evidence test" simply cannot be applied. The coexistence of different frameworks and positions within the ABLE field provide different "eyes" to select, process and analyze the information. Thus, the same acknowledged problem, and even the same information and knowledge base, lead to different and even opposing conclusions and ensuing recommendations. Three examples to illustrate this:

3.3.1 Professionalization or relying on volunteers?

In relation to unpaid or poorly paid, non-professional adult educators and literacy facilitators, some recommend to continue working with volunteers and not to invest in professionalization (and even to lower the qualification of school teachers), and show evidence that learners' learning results do not depend on the qualifications of those who teach. Many more recommend emphasizing and investing more in the professionalization of adult education staff, and show evidence that quality teaching and learning depends very much on teacher professionalism, whether adult educators or schoolteachers.

3.3.2 The "ideal place" for adult education within government structures?

Divergent conclusions and recommendations are provided regarding the ideal "place" for ABE within government structures: some recommend the Ministry of Education; others recommend other Ministries, (e.g. Rogers); others recommend spreading ABE in all of them (e.g. Fretwell and Colombano). Such differences relate not only to differences in information but also to different understandings and approaches to education, teaching/teachers and learning/learners.

3.3.2.1 The "ideal provider"?

While some call for a re-responsibilization of the State/government in

ABE provision, others call for more involvement by civil society – particularly NGOs – with State/government playing a supportive role. Research motivations, findings and recommendations are often framed within the conventional governmental/non-governmental dichotomy (black & white categories such as inefficient/efficient, conservative/innovative, corrupt/non-corrupt, etc) and the conventional reduction of civil society to NGOs (Torres 2001d).

The Roles and Performance of International Players

CHAPTER 4

International agencies have become key actors in global, regional and national policy making, and specifically in the decisions related to economic, social, educational and cultural issues in countries in the South. Their role is much more prominent and visible today than it was back in the 1970s and 1980s. "Aid" includes not only financial assistance, but most importantly ideas and recommendations – often open conditionalities – that come together with grants and loans, under the form of "technical assistance". Seen from the other side of the relationship, countries in the South have become increasingly dependent on such foreign financial and technical assistance. This is very much the case in a sensitive and critical field such as education.

There is a myriad of international players acting in the field of adult education: organizations, institutes and networks linked to donor agencies, governments and civil society. Some of the "old" players have disappeared or lost strength. New ones have emerged with strong international visibility in recent times, such as the International Literacy Institute (ILI) in the US, ActionAid (UK) and its REFLECT approach, and the WB and its renewed interest in adult basic education.

4.1 Usefulness questioned

Most of the international players related to adult (basic) education – or their headquarters offices – are located in the North and most focus their work on the South. Nonetheless, there are people in these countries who perceive them as focused on industrialized countries and having little connection with, or being of little use for, the South. All these issues – location, focus, usefulness – were highlighted by many interviewees in a world

study done in 1990 by Stromquist and Kouhanga[16] (*Conclusions of a feasibility study for the creation of an International Literacy Center*, appendix 6), and were also highlighted by interviewees and survey respondents in this study, conducted over a decade later. They also appear as issues in the external evaluation of ICAE conducted in 1999 by DANIDA and Sida, and in the external evaluation of UIE conducted in 2001 (UIE 2004).

Some problems faced by organizations and networks dealing with ABLE, whether national or international, relate to the field as such; others relate to institutional, professional and personal dynamics and relationships. Scarce resources, instability and vulnerability are part of the context set up by policies vis-à-vis ABLE. External financial dependency is critical even for a UNESCO institute such as UIE (UNESCO Institute for Education). Dependency imposes agendas, behaviors and mechanisms, and conspires against ownership and professional competence. The 'ghetto culture' – entrenched in the education field and in educational institutions – becomes more pronounced in this particular field. It is a small and very personalized world, where persons, personal styles and relationships matter and shape institutions. A few individuals have been running the field and have been visible for many years, in the same or in changing positions. Lack of (re)generation of cadres, particularly in leadership and middle positions, is never a good formula.

4.2 Lack of holistic vision and partnerships

The co-ordination problem that characterizes international cooperation for development in the education field, is manifest in ABLE, very much so in the case of EFA partners: UNESCO, UNICEF, UNDP, UNPFA and the World Bank. Despite the collaboration and partnership discourse, corporate behaviors and open competition are strong within the international and donor community.[17] There are also different understandings and approaches among them vis-à-vis education and ABE specifically.

We will refer briefly to the four EFA partners in their relation to basic education and to ABE specifically: the World Bank, UNESCO, UNICEF, and

16. This was a feasibility study for the creation of a World Literacy Center, in the spirit of reviving, in a new era, the renowned International Institute for Adult Literacy Methods created in 1969 and funded by UNESCO and the Government of Iran. The study was commissioned by Sida in partnership with ICAE.

17. This becomes very visible on the web: different units have contradictory information and approaches to the same issues or facts; not all these agencies and institutes include links with each other in their web sites, or they are not easy to find; each informs and promotes its own publications and activities etc.

UNDP (we do not include here UNPFA, the fifth original EFA partner). UNESCO, UNICEF and the WB have different mandates, positions and agendas in education. However, after Jomtien there has been a marked standardization of educational discourse and policies among them vis-à-vis the South. Today, all of them are engaged in education reform, primary education, early childhood education, and adult education, with a special focus on "poverty alleviation", girls, women and the disadvantaged, decentralization and community participation, improving quality, cost-efficiency, etc. This does not result necessarily in better integration or cooperation.

4.3 The World Bank's "failure" and "wastage" arguments revisited

4.3.1 Arguments reinforced focus on primary education

Internationally, two inter-related arguments were spread in the late 1980s and early 1990s, mainly in relation to adult literacy: the "failure" argument and the related financial argument – in other words: poor results for the money invested. In its 1995 education policy document (Priorities and Strategies for Education), the World Bank asserted that *"programs of adult education are necessary, but such programs have a poor track record. One study showed an effectiveness rate of just 13 percent for adult literacy campaigns conducted over the past thirty years (Abadzi 1994), and there has been little research into the benefits and costs of literacy programs"* (WB 1995: 89–90). That single study quoted was a literature review of literacy programs commissioned and published by the WB – *"What We Know About Acquisition of Adult Literacy: Is There Hope?"*. Hope revolved here mainly around the methodological issue.

In any case, this review helped reinforce WB's focus on primary education, a decision that had been taken by the WB prior to the 1990 Jomtien conference. As clearly stated in the Foreword of the 1994 review:

> "If adult literacy were effective and easy to implement, it might be a standard item in the project portfolios of many countries. However, the performance of adult literacy projects or components of projects in the 1970s and 1980s has fallen short of expectations, and World Bank lending has focused on primary education and on preventing adult illiteracy. Nevertheless, the population in many countries has increased faster than access to primary education, and the need for literacy training in the adolescent and adult years remains. The shortcomings of literacy programs have been often attributed to economic and sociological factors, but there have been few efforts to understand how information-processing issues limit effective-

> ness and efficiency." (Foreword by Ann O. Hamilton, Director, Country Department 1, South Asia Region, The World Bank, in Abadzi 1994: v)

The first paragraph of the Abstract that introduces Abadzi's paper summarizes:

> "Governments and donors expect that their investments will provide permanent skills to illiterates and help alleviate poverty through reading of usable information. Literacy acquired in childhood positively influences quality of life, but the effects of literacy acquired in adulthood are not well known. Experience shows that literacy is not easily disseminated to adults and that the skills of neoliterates are not stable. Dropout, mastery, and retention rates are about 50 percent at each stage, so the effectiveness rate of some projects may only be 12 to 15 percent. As a result, literacy projects are now rarely funded by the World Bank despite requests from governments." (Abadzi 1994: vii. Abstract).

4.3.2 Arguments and recommendations contested

These arguments and the ensuing recommendations have been contested by many authors and practitioners, and more recently by studies conducted by the same WB, in Africa. Among others (i.e. Lind 1997b):

- "Experience" has been little and poorly documented in ABE, particularly in relation to literacy. Available evidence does not allow firm assertions or generalizations, much less policy recommendations, for "literacy in developing countries". The lack of reliable and appropriate indicators is internationally accepted as a main weakness of the education field, and of literacy in particular.[18]
- The estimated 12% to 15% "effectiveness rate" refers to the findings of the Experimental World Literacy Programme, implemented between 1967 and 1972 in 11 countries. Moreover, evaluations of the EWLP concluded that its economic approach was too narrow and that several important variables were not taken into account (UNESCO/UNDP 1976; Lind and Johnston 1990).
- Between 1972 and 1994 there was an important amount of theoretical and practical knowledge that this review ignored. The fact that many programs remain undocu-

18. This is part of the task assumed by the newly created UNESCO Institute for Statistics – UIS and the EFA Observatory based at UIS.

mented, or documented in languages different than those of international reviewers, does not mean that they do not exist.

- Assertions about literacy performance refer fundamentally to massive literacy *campaigns,* traditionally associated with revolutionary processes and stereotyped as top-down, authoritarian, homogeneous, politicized, lacking continuity and inevitably leading to "relapse" into illiteracy. Stereotypes of this type do not contextualize such campaigns historically and culturally, and attribute to the *campaign* modality characteristics and weaknesses that may be found in any program or project, governmental and non-governmental, massive and small-scale. An objective analysis requires a sociological perspective, beyond narrow cost-effective evaluation parameters, and a non-biased ideological approach. In fact, there are other studies of such campaigns, many of them conducted by independent researchers and by academics in the North who have participated in, or have been close to, such experiences, and are thus able to look at them from more complex angles than what can be obtained through documents, often distanced in time.[19] Many such massive campaigns became important national and international references for social and educational mobilization.
- This and other international reviews on adult literacy ignore literacy campaigns conducted in more recent times and in non-revolutionary processes such as those in Ecuador (1988), India (Total Literacy Campaigns initiated in 1988) and Namibia (launched in 1992). These experiences have been abundantly documented; the ones in Ecuador and Namibia have also been thoroughly evaluated. (See the three experiences in Appendix 1.) However, the 1994 literature review did not refer to any of these.[20]
- There are no bases to sustain that child (school) literacy does better than adult (out-of-school) literacy. Evidence

19. Just to mention a few: Assman 1981; Arnove and Graff 1987; Bhola 1984; Ferrer 1976; Hirshon and Butler 1983; Lind and Johnston 1990; Miller 1982; Torres 1995.

20. The literacy campaign in Ecuador is mentioned as one of the 27 cases analyzed in the Beloysia study conducted by the WB in 1998 (WB 2001). However, some of the conclusions derived from the comparative study and applied to all 27 cases do not reflect the Ecuadorian experience. This was discussed at length by e-mail, in the course of doing this study, with the WB staff in charge of Beloisya.

> consistently indicates – and there is here a considerable body of research and evaluation – the poor performance of schooling in literacy acquisition, retention and use. The poor results (and high costs) of recent school reform processes in the South are no mystery, as was put forward among others by the Global EFA Assessment 2000. The budgets and efforts involved in trying to expand and improve primary education have no comparison with the meager resources and efforts invested in ABE. And yet, ABE is requested to show "cost-efficiency".

Given the poor results of school reform, it is not difficult to conclude that "the costs of effective literacy and basic education programs for adults and young people compare favorably with the costs of primary education" (Jones 1990). This is also claimed by some recent studies conducted by the WB in Africa. The argument – adult literacy/education being more "cost-effective" than child literacy in school – is however problematic and merits a closer look. We will come back to this below.

4.3.3 The World Bank acknowledges mistakes

As mentioned above, many of the "failure" and "wastage" arguments, and much of the recent evidence correcting those previous assertions, come from studies promoted by the same institution – the World Bank. It is indeed important and commendable that the WB rectifies its positions and policies, and the knowledge base that informs them. However, as with other previous allegations that were later rectified (box 7, below), it will take much effort to undo the damage caused to adult literacy and to the *campaign* modality specifically. The "failure" argument has been internalized by government and international agency staff, education specialists, school teachers and adult educators themselves, and has influenced research in ways that are not necessarily a priority, or even useful, for the theoretical and practical development of ABE (i.e. being forced to find contrary "evidence"). The tremendous responsibility of research and researchers, especially of those working to orient policy and the international level, remains a critical lesson to bear in mind.

4.4 The "cost-effectiveness" argument – dangerous and controversial

Economic criteria and "cost-effectiveness" have become dominant in international and national education thinking and policy-making, heavily

Box 7. Some World Bank mistakes

In the last few years the WB has publicly acknowledged errors in education policy-making and advice to countries in the South, among others:

- the excessive weight given to infrastructure in the 1960s and 1970s;
- the 'rates of return' argument which was given to prioritize public investment in primary education;
- the neglect of higher education vis-à-vis basic education;
- the "project approach" (now being amended with the SWAP – "sector-wide approach")
- previous allegations about failure and wastage of adult literacy programs in developing countries.

Sources include: Heyneman 1995; Lauglo 2001; Oxenham and Aoki 2001; Verspoor 1991; World Bank/UNESCO 2000 and speech by J. Wolfensohn at the official launching of the World Bank/UNESCO Higher Education Report on March 1, 2000, in Washington.

influenced today by economist, by multilateral banks and by the World Bank especifically. Against the background of scarce resources and competing priorities vis-à-vis many other basic needs, and children's education specifically, the education of adults must now pass the "cost-effectiveness" test – unit costs, internal efficiency in provision, costs measured against learning outcomes and retention, and impact on livelihoods.

In order to revisit previous assumptions and make a renewed case for adult basic education, much of the recent effort of the WB in Africa has concentrated on providing WB leadership and governments empirical evidence of the cost-effectiveness of ABE programs.

Some of the comparative dimensions explored in terms of costs/results include:

- massive campaigns and programs (run by States/governments) vis-à-vis small-scale local projects (run mostly by NGOs);
- time – length of instruction and also of teacher training; and
- profile – training and remuneration of staff and of adult educators in particular (box 8, p.60).[21]

A study conducted in Uganda by the WB and a team from Makerere University (Carr-Hill 2001) compared learning results and costs of the Government's Functional Adult Literacy Programme (FAL) with adult literacy programs run by REFLECT-based NGOs and community-based programs. After controlling for schooling, no difference was found between participants in both types of programs. NGO programs are more expen-

21. Infrastructure is not even an issue. It is assumed that (poor) adults do not need any special space or location to learn, that ABE can operate anywhere. Minimum equipment (chalkboard, seats, reading and writing materials, etc.) is often not an issue either.

Box 8. Adult Basic Education and cost-effectiveness: Recent evidence provided by World Bank reviews

- "Earlier allegations about generally poor internal efficiency of ABE are contradicted by the bulk of evidence now available.
- Producing 'minimum literacy' is achieved at less cost among the kinds of adults and youth who are motivated to take part in ABE, than the cost of 3–4 years of primary schooling.
- 'Drop out' early in a course is not a very appropriate measure of efficiency in ABE. Nonetheless, in most programs covered in recent reviews, at least half of those who enter, complete the course and meet minimum performance criteria. But there is much variation, and therefore a need to monitor internal efficiency.
- Such limited research as has been done indicates that the loss of reading and arithmetic skills acquired from ABE is not an internationally pervasive problem—though a literate environment helps ensure improvement rather than loss of skills.
- With regard to achieving 'good internal efficiency', the findings do not point to any single prototype of uniquely superior teaching and learning methods. More than one route has worked well.
- Most completers of ABE courses show only quite modest mastery of literacy skills. However, what matters more is whether the mastery is sufficient to facilitate further learning; and it could be that other 'empowering' social skills and networks are even more important outcomes, than literacy and numeracy acquisition as such."

Source: Lauglo 2001:2

sive because they provide a minimal monthly stipend to the "facilitators", while FAL operates with unpaid volunteers ("instructors"). The study also concluded that adult literacy programs are most cost-effective than primary schooling in terms of "reading and writing, arithmetic, useful knowledge, attitudes and practices."[22]

These conclusions, and the overall renewed case for ABE in terms of the cost-effectiveness argument, are controversial and they are dangerous, bearing in mind the predominant economic and cost-reduction mentality. The authors of these studies are aware of these risks. Such arguments might lead policy makers to see out-of-school literacy programs as substitutes for quality schooling, to promote children's enrolment in adult education classes or, worse, to wait until they are adults in order to provide them with some literacy instruction. As a matter of fact, all these trends are already in place. Not only adults, but also out-of-school children (6–11) are included in World Bank's Adult Basic and Continuing Education Program (box 9, below).

22. Costs per student are estimated as follows (Carr-Hill 2001): 4 years of primary schooling: USD 20; Government Functional Adult Literacy Programme (FAL): USD 4; and NGOs' and community-based organizations' literacy programs (using REFLECT): USD 13.

Box 9. The World Bank: Adult and continuing education

Focus of concern worldwide:

- 880 million or more illiterate adults and youth – about 60 percent of them women
- 130 million out-of school children aged 6 to 11 – about 60 percent of them girls
- several million functional illiterates whose education is not sufficient to cope with social and economic transformation

Source: World Bank web page, Adult Basic and Continuing Education, Informal Briefing Note, Sep 2000. http://www.worldbank.org/html/extdr/ild/aoebrochure.pdf

4.5 The World Bank's new leading role, a matter of concern and contradiction

The World Bank has emerged with a new leading role vis-à-vis ABE, which is at the same time a matter of complacency and of concern. The WB continues to be a bank, is not a specialized institution in education, and its interest in ABE is rather recent.[23] Its 1995 education policy document had marginal references to adult education/literacy, drew conclusions on its "poor record", did not include it among the "six key areas" to be supported in the future, and announced a specific policy paper on adult literacy. REFLECT was mentioned as a promising literacy innovation.

The recent WB-supported studies and publications on the subject are the continuation of this pronouncement.[24] However, the route followed and the conclusions arrived at so far differ considerably from what was envisaged in 1995. The announced paper on adult literacy came out six years later (Oxenham and Aoki 2001), but this and the other recent WB studies, especially by its African Region Department, contradict the "poor record" statement and the 1994 literature review on which this statement was based. Also, the WB's 1995 enthusiasm with REFLECT has debilitated, following the above-mentioned comparative studies by the WB in Africa.

23. In 1990 the situation was described as follows: "Development banks have proven so far to have a very limited interest in literacy. The World Bank, a major source of funds for educational projects, reports that literacy attracted 1.3% (USD 29.6 million) for fiscal years 1963–76, 0.4% (USD 48.1 million) for 1977–86, and 0% during 1987. Education in general has been for the World Bank a relatively minor concern" (Stromquist and Kouhanga 1990:52, figures from WB 1988).

24. Recent World Bank publications on adult education include: *Adult Continuing Education: An Integral Part of Lifelong Learning* (Fretwell and Colombano 2000), *Engaging with Adults* (Lauglo 2001), *Including the 900 Million+* (Oxenham and Aoki 2001), *Adult Literacy Programs in Uganda: An Evaluation* (Carr-Hill. 2001), *Beloisya: Basic Education and Livelihood Opportunities for Illiterate and Semiliterate Young Adults* (World Bank 2001), and *Skills and Literacy Training for Better Livelihoods. A Review of Approaches and Experiences* (Oxenham et. al. 2002).

Following the Beloisya project initiated in 1998, WB support for adult education – literacy, basic education, basic education and training, and continuing education – is on the discussion agenda with governments. Programs or pilot projects are being supported in all these areas particularly in Sub-Saharan Africa. Literacy programs have also been supported in Indonesia and Bangladesh. (WB/Adult Outreach Education web site).

In only a few years, and with a few studies and publications in the adult education field, the WB is gaining an international profile in an area that half a decade ago was not only ignored but also dismissed within the organization. Such publications tend to be adopted in recent literature on the subject, particularly in the Anglophone world, as if there were no previous research in this field.[25] This says something not only about the WB, but also about the other players, of the state of the art of research and researchers in this field, and of the intellectual community engaged in the education of adults.

There are also important contradictions within the WB. While a small group of people pushes the adult literacy/basic education agenda, mainstream WB policy not only remains fully aligned with primary education for children, but has now been reinforced with the 2002 "EFA fast track" initiative, which is focused on Universal Primary Education (UPE) and more specifically on Universal Primary Completion (UPC) of four years of schooling. Giving priority to primary education and the UPE goal is one of the requisites countries/governments must fulfill in order to qualify for funding under the "fast track" (Appendix 7). Under such circumstances, it is to be expected that all EFA goals will once again be reduced to one, and that many governments in the South will be ready to follow these guidelines.

4.6 UNESCO

4.6.1 Unique position for leading the revolution required

UNESCO is the specialized international organization for education, science and culture within the United Nations system. It is the only international organization that deals with education in a holistic manner, including all levels and modalities, and integrating education, culture and

25. A similar situation occurred in relation to primary education. The WB book "Improving primary education in developing countries" (Lockheed and Verspoor 1991) became a 'recipe book' in the early 1990s, ignoring decades of national and international research and intellectual production on the subject.

science. This places UNESCO in a unique position for assuming and leading the educational revolution required by current times, especially by the South.

UNESCO has been the international agency that has historically and consistently advocated adult education and the "fight against illiteracy". It has organized five international conferences on the subject – Elsinore 1949, Montreal 1960, Tokyo 1972, Paris 1985, and Hamburg 1997 – each of them considered a milestone in the development of adult education. It was UNESCO that pushed adult education on the EFA agenda in the preparations for the Jomtien conference; the WB pushed for primary education, and UNICEF for early childhood development, girls' and women's education; UNESCO and UNICEF advocated non-formal education. EFA's "expanded vision" of basic education resulted from the negotiation between the agendas of the "Jomtien partners" (Ahmed 1997; Habte 1997; Torres 2000a). In the end, the primary education agenda has dominated EFA and education reform since the 1990s in the South.

4.6.2 Institutional constraints

A financially and technically debilitated UNESCO is both a factor and a result of the new power distribution in the world scenario of education, science and culture. Budgetary constraints, high costs and loss of technical leadership are generally mentioned. In relation to ABE, some authors attribute UNESCO *"insufficient theoretical rigour in defining and implementing different and successive strategies aimed at adult literacy"* (Jones 1988). However, it is also true that UNESCO has been left alone by most of its "partners" in this task (Stromquist and Kouhanga 1990). The new coordinating role attributed to UNESCO vis-à-vis EFA II (2000–2015) and the proposal for a UN Literacy Decade, led by UNESCO, may be an opportunity for the organization to gain its lost intellectual leadership in ABLE, within a broad, holistic and humanistic vision that only UNESCO can ensure in the international scenario.

Two specific bodies deal with ABE within UNESCO: the Literacy and Non-Formal Education Section, part of the Basic Education Division, at UNESCO/HQ; and the UNESCO Institute for Education (UIE), based in Hamburg. Also, the International Literacy Institute (ILI), created in 1994 and based in Pennsylvania, USA, is associated with UNESCO although it is not part of UNESCO. The division of labor within HQ, between HQ and UIE, and between both and ILI has gray areas and overlapping roles, and there is weak co-ordination between them, particularly between UIE and ILI, institutes with very different *ethos*, dynamics and resources. There are also overlaps between UNESCO/HQ and its various autonomous institutes.

The redefinition and expansion of NFE within UNESCO and other international agencies has challenged UIE's traditional niche in this area (e.g. IIEP has engaged lately in NFE for "disadvantaged youth").

UIE's mission has evolved over time. It started in 1951 as a specialized institute in *lifelong education* (Dave 1976). Later, it developed a niche in adult education within that framework. CONFINTEA V helped reinforce this niche and shifted the focus from lifelong (and adult) *education* to lifelong (and adult) *learning* (UIE website; Medel-Añonuevo *et.al.* 2001). An external evaluation of UIE was conducted in 2001. The evaluation concluded, among other things, that UIE can play a critical role in the shaping of the new adult learning agenda, within the framework of EFA and the UN Literacy Decade, and that this will demand changes in its institutional operations and programming, with a clearer and more focused mission and role. (Bordia, Byll-Cataria, Torres and von Braunmuhl 2002.)

The very understanding and articulation within and between EFA and the UN Literacy Decade, the two international intiatives where UNESCO has a leading role, raises a number of issues and challenges for the entire organization. In fact, there are different and even contradictory visions and positions in UNESCO in relation to both. Current common references to EFA and EFA follow-up centered around Dakar, with Jomtien and the 1990s as mere "background", cast a shadow over the historicity and dynamics of the EFA process and of UNESCO as the coordinating body of this process for over a decade. Narrow visions of EFA, reduced to UPE, coexist and are strong in certain sectors of the organization. Also, the "renewed and expanded vision of literacy" proposed by UNESCO within the UN Literacy Decade is not easy to accept within the organization, given the long-entrenched association of literacy with adults and with out-of-school education. Thus, while some UNESCO leadership and staff see literacy as an issue and a goal that cuts across all EFA goals, others see literacy (and the Literacy Decade) as being related to one specific EFA goal, the one referred to "reducing (adult) illiteracy by half."[26]

The UN Literacy Decade, launched in 2002, has little visibility worldwide. The announcement, in 2004, of another UN Decade also coordinated by UNESCO – the "United Nations Decade of Education for Sustainable Development" (2005–2014) – further segments the education field, dislocates efforts and threatens once again to shadow Literacy within UNESCO's own agenda.

26. See, for example, *Education Today,* UNESCO's newsletter of the Education Section, Nº 2, July-September 2002, devoted to literacy and the UN Literacy Decade (specifically J. Daniels and A. Ouane).

4.7 UNICEF

4.7.1 An integral approach to "children only"

UNICEF's mission – protecting the rights of children – can only be accomplished with and through adults, because it is adults who protect or violate those rights at home, in schools, in decision-making at the various levels. However, "children first" leads in practice to "children only." If adults come into the picture, it is women-adults. The family has gradually vanished. Priorities turn children into *girls,* adults into *women,* and women into *mothers*.

Following the Jomtien conference, UNICEF organized an Education Section at HQ to follow up all EFA goals. However, in 1993 the decision was taken at HQ to prioritize UPE at the expense of ECD and Adult Education. NFE was redirected to supporting so-called "non-formal primary education", particularly in Africa and Asia. Like many other international agencies, UNICEF hastily adopted the World Bank's 'rates of return' argument to sustain the priority of primary schooling. The WB rectified the 'rates of return' argument and expanded its own vision – now incorporating early childhood, higher education and ABE in its agenda – while others, UNICEF included, continued to repeat such arguments.[27]

UNICEF's proposed "educational revolution" (UNICEF 1999) comprises "five key elements": learning for life; accessibility, quality and flexibility; gender sensitivity and girls' education; the State as key partner; and care of the young child. All these focus around schools and around girls as the "magic bullet". The holistic nature of education and of educational change is absent. And yet, UNICEF is in a privileged position for such a holistic understanding and management of education because its mandate is the whole child, not sectoral policies.

27. *"Education: The best investment* The World Bank's economic case for investing in primary education has had increasing influence as its research documents state that the private rates of return — the amount earned by individuals in formal-sector employment in relation to that invested in their education — appear in all regions of the developing world to be higher for primary than for secondary and tertiary education. In recent years, the Bank has lent its weight to the cause of girls' education. In a speech in 1992, Lawrence H. Summers, then Vice-President and Chief Economist of the World Bank, argued that "investment in the education of girls may well be the highest-return investment availABLE in the developing world." Girls' schooling not only cuts child mortality and improves the nutrition and general health of children, it also reduces population growth, since educated women tend to marry later and choose to have fewer children. The value of investing in basic education — and especially in the education of girls — is now almost universally accepted. Why, then, has the international community not rushed to embrace this most essential project, which comes closer than anything else to being the long-sought magic bullet that will deliver 'human development' worldwide?" (UNICEF's State of the World's Children Report 1999, Education. See UNICEF web site http://www.unicef.org/sowc99/).

4.8 UNDP

United Nations Development Program, UNDP's notion of Human Development is defined as follows:

> "Human development is about much more than the rise or fall of national incomes. It is about creating an environment in which people can develop their full potential and lead productive, creative lives in accord with their needs and interests. People are the real wealth of nations. Development is thus about expanding the choices people have to lead lives that they value. And it is thus much more than economic growth, which is only a means – if a very important one – of enlarging people's choices. Fundamental to enlarging these choices is building human capabilities – the range of things that people can do or be in life. The most basic capabilities for human development are to lead long and healthy lives, to be knowledgeable, to have access to the resources needed for a decent standard of living, and to be ABLE to participate in the life of the community. Without these, many choices are simply not available, and many opportunities in life remain inaccessible". (UNDP 2001:9)

The Human Development Index (HDI), as calculated by UNDP, includes three dimensions: a) a long and healthy life, b) knowledge, and c) a decent standard of living. *Knowledge* is strongly associated with education and with *literacy* in particular. *Knowledge deprivation* is defined as exclusion from the world of reading and communications, as measured by the *adult illiteracy rate*. Moreover, the adult literacy rate has a two-thirds weight in the definition of a country's Education Index, while the remaining one third corresponds to the combined primary, secondary and tertiary gross enrolment ratio.

4.8.1 HDI is calculated differently for "developed" and for "developing" countries

"Developed" and "developing" countries are measured with different parameters in relation to literacy and thus in relation to the Education Index. While literacy is taken as a HD indicator for *"developing"* countries, *functional literacy* is taken as a HD indicator for *developed* ones (box 10, below). This distinction between *literacy* and *functional literacy,* and between developed and "developing" countries in this regard, is debatable. *Literacy* must be *functional* (relevant and useful in every day life of people) to be considered such, anywhere.

Box 10. The Human Development Index (HDI). Calculated differently for developed and for "developing" countries.

THE HUMAN DEVELOPMENT INDEX (HDI)	
The HDI measures the average *achievements* in a country in three basic dimensions of human development:	
1. A long and healthy life	measured by life expectancy at birth.
2. Knowledge	measured by – the adult literacy rate (with two-thirds weight), and – the combined primary, secondary and tertiary gross enrolment ratio (with one-third weight).
3. A decent standard of living	measured by GDP per capita (PPP USD).

An Index is created for each of these dimensions: a Life Expectancy Index, an Education Index and a GDP Index. The Education Index results from the combination of the adult literacy index and the combined gross enrolment index.

THE HUMAN POVERTY INDEX FOR "DEVELOPING" COUNTRIES (HPI-1)	THE HUMAN POVERTY INDEX FOR SELECTED OECD COUNTRIES (HPI-2)
The HPI-1 measures *deprivations* in these *three basic dimensions* of human development:	The HPI-2 measures *deprivations* in *four dimensions* of human development:
1. A long and healthy life – vulnerability to death at a relatively early age, as measured by the probability at birth of not surviving to *age 40*.	1. A long and healthy life – vulnerability to death at a relatively early age, as measured by the probability at birth of not surviving to *age 60*.
2. Knowledge – exclusion from the world of reading and communications, as measured by the *adult illiteracy rate*.	2. Knowledge – exclusion from the world of reading and communications, as measured by the percentage of adults (aged 16–65) *lacking functional literacy skills*.
3. A decent standard of living – lack of access to overall economic provisioning, as measured by the percentage of the population *not using improved water sources* and the percentage of *children under 5 who are underweight*.	3. A decent standard of living – lack of access to overall economic provisioning, as measured by the percentage of *people living below the income poverty line* (50% of the median disposABLE household income).
	4. Social exclusion – as measured by the rate of *long-term unemployment* (12 months or more).

Elaborated by R.M.Torres. Source: UNDP 2001

4.9 European support: examples from Germany and Sweden

4.9.1 Institute for International Cooperation of the German Adult Education Association, IIZ/DVV – In the frontline

IIZ/DVV makes it clear that it is not a donor organization (Hinzen 2000). It is a highly specialized institution with extended, on-the-ground work in many countries in the South, and backed by a strong German adult education tradition and by consistent work at home. The eleventh German Adult Education Conference on *Volkshochschulen*, held in October 2001,

wanted "to demonstrate, after 20 years of expansion at home, that DVV sees its manifold activities as part of adult education throughout the world" (Dolff 2001:9).

IIZ/DVV has been in the frontline of adult education, in all its modalities and fields, and has been a strong lobbyist for it in international fora. The journal *Adult Education and Development*, initiated in 1973 and published in several languages, remains one of the most important knowledge and information instruments in ABLE worldwide. By translating articles from and into several languages, AE&D has helped South-North and South-South exchange, and especially to disseminate experiences and intellectual production generated in the South, which otherwise would remain unknown for many researchers in the North.

4.9.2 Swedish International Development Cooperation Agency, Sida – An example of good practice

Sida is one of the few international agencies that has retained a consistent role *vis-à-vis* adult education in its cooperation framework, providing technical and financial support within a broad, evolving and holistic vision of education where education is understood both as a Human Right and a Basic Need, contributing to and within the framework of democracy, citizenship and social development, and contributing to the overriding goal of poverty reduction, gender equality and sustainable development.

Sida's concern with basic education began with support for school construction, continued with teacher training and textbooks, and is today channeled directly into partner countries' own budgets for their overall education programs. Support focuses on basic education and literacy within a commitment to support the EFA agenda and to ensure lifelong learning, including formal and non-formal education, and all levels of formal education.

Sida's cooperation approach and record in the South is often provided as an example of good, even exemplary, practice in international cooperation. Sida believes that the central issue of development cooperation is to contribute to developing knowledge – in the partner country, in Sweden, and internationally, and that the long-term development of knowledge is important even in programs of humanitarian assistance which often appear on the surface to be of a short-term nature. Knowledge development is thus included in all goals of development cooperation and in all its programs. Sida also believes that development cooperation shall facilitate the participation of poor countries in this process, and that raising the general level of education can be of crucial importance for economic and social development, but that this is not sufficient unless other

important functions in society also work properly. Sida has learned that each region and country needs its own strategy, and that *"the process of generalizing the good examples was difficult, and the projects did not always survive when aid ceased."* (Sida 2001:2).

The Swedish role vis-à-vis ABLE in the South is framed within Swedish strong traditions in the field of adult and popular education. Sida, and Sida's professional staff, have contributed to the international research agenda and knowledge base in the ABLE field. In Africa, Sida has funded a large part of the adult literacy/ABE programs in Namibia, Botswana, Tanzania and Mozambique.

4.10 International networks linked to or specialized in ABLE

4.10.1 Important regional differences in roles and dynamics

Box 11 below shows the main regional networks focused on literacy or with a literacy component that existed in 1990. Over the past few years there have been major changes in the configuration, weight and role of international networks and institutes dealing with literacy and with ABE

Box 11. Regional Networks centered on literacy or with a literacy component by 1990

Region	*Affiliation*	*Date of creation*	*Objectives*
ASIA			
APPEAL	UNESCO	1987	Primary education, eradication of illiteracy, promotion of continuing education.
ACCU (Asia/Pacific Cultural Center of UNESCO)	UNESCO	1971	Materials for post- literacy
AFRICA			
AALAE (African Association for Literacy and Adult Education)	ICAE	1984	Literacy, women in adult education, and continuing education
BREDA (UNESCO Regional Office for Education in Africa)	UNESCO	1970	Literacy among young people and adults, primary education
ARAB REGION			
ARLO (Arab Literacy & Adult Organization)	UNESCO, ALECSO	1966	Literacy/adult education strategy & legislation
LATIN AMERICA AND THE CARIBBEAN			
REDALF	UNESCO	1985	Primary education, literacy, adult education
Literacy Network of CEAAL	ICAE	1984	Literacy and post literacy
CREFAL	OAS/UNESCO	1951	Literacy and post –literacy

Adapted from: Stromquist and Kouhanga 1990.

in general. Several of these have been deactivated; new ones have emerged; all of them have experienced important changes in their visions and missions. There continue to be important regional differences in the roles and dynamics of such institutes and networks.

In *Asia, APPEAL* and *ACCU* remain active in adult literacy, within the EFA framework. They have expanded their mandates and activities, and have strengthened collaboration in various fields, particularly the production of materials for literacy teaching, for neo-literates and for literacy personnel. APPEAL is engaged in training for local planning and management of NFE and literacy programs. There is a network of Community Learning Centers (box 16, chapter 7) operating in many countries in the region. ACCU implements various regional literacy programs in cooperation with UNESCO-Regional Office (*PROAP*), government agencies and NGOs (ALECSO web site).

In Africa, *BREDA* has expanded its scope and its role. Established in 1970 to address educational issues in South-Saharan Africa, BREDA covers now all UNESCO areas: Science, Social Sciences, Culture and Communication. *AALAE*, the NGO network, disappeared, after a prolonged crisis and conflict. The new association, *PALAAE* (Pan-African Association for Literacy and Adult Education), based in Dakar, is just taking off, with UNESCO and ICAE support. It involves 9 countries so far: Anglophone (Gambia, Kenya and South Africa), Francophone (Senegal, Niger, Congo and Seychelles), and Lusophone (Cape Verde and Guinea-Bissau). PAALAE has adopted the Dakar Framework of Action, and proposes to give a special focus to the literacy goal. External support and trust will be essential to the building of this new Pan-African network, as well as critical reflection on lessons learned from past experiences in Africa and in other regions.

The *Arab Region* introduced many changes in its education programming over the past decade. Although always stressing Arab unity and the need to *Arabize* strategies and activities, the once strong mention of a unified Arab Literacy Strategy and Arab Adult Education Strategy aimed at "emancipating the Arab world from both alphabetical and cultural illiteracy" (ALECSO 1993) has vanished in more recent plans.[28] In 1997 the Education Program became a Directorate, covering a wide range of programs: innovating Arab educational thought; universalizing basic education and literacy; developing general secondary, technical and vocational education; improving higher education; upgrading the teaching profes-

28. ALECSO's website. The English translation is poor, and an additional difficulty for Arabs for communicating with the outside world.

sion; Arabic language development in terms of teaching methodology and enhancing reading habits; encouraging pioneer Arab experiments; and the Arabization of information tools. The program of universalization of basic education and literacy includes: considering projects relating to preschooling in urban and rural areas; promoting traditional school efficiency as well as rural development centers and health care units; developing Quranic schools and articulating them to formal general education; integrating common scientific content of basic education curriculum in the Arab countries; raising efficiency and improving quality of primary school teachers and personnel and also of teachers involved in literacy activities; enhancing the contribution of basic education to serve the environment and the society; improving internal and external efficiency of basic education; fostering education of destitute groups, especially women, migrants and the handicapped; sustaining talented groups and developing creativity; supporting national campaigns related to literacy and adult education; approaching functional illiteracy as visualized in contemporary perspectives; evaluating national literacy campaigns developed in Arab countries, putting forward results that may benefit Arab countries with similar conditions; conducting follow-up studies in relation to illiteracy-liberated groups; and revising the overall Literacy Plan, on the basis of existing developments.

In *Latin America and the Caribbean,* REDALF, which was an active network during two decades, came to an end with the Major Regional Project on Education in Latin America and the Caribbean (1978–2000), co-ordinated by the Regional UNESCO Office (OREALC). In the new Regional Project of Education – PRELAC (2002–2017), Youth and Adult Education have a new place.[29] CREFAL, which used to be a key reference in the region and a hub for the training of adult educators, decayed with the overall decay of ABE and is now exploring distance education/training alternatives. CEAAL's Literacy Network that existed back in 1990 has been recently replaced by a Working Group on Literacy which still has low visibility.

ICAE (International Council for Adult Education), created in 1973 and based in Toronto, remains active as a major global NGO network focused on ABLE. It represents today more than 700 literacy, adult and lifelong learning associations; it has seven regional member organizations as well as national and sectoral members in over 50 countries.
ICAE's mission is currently defined as:

29. The Major Project was evaluated and its results presented at a Ministers of Education meeting in Cochabamba, Bolivia, in March 2001. For information on the Major Project and of PRELAC visit http://www.unesco.cl

> "to promote the use of adult learning as a tool for informed participation of people and sustainable development. In the emergence of knowledge-society the ICAE promotes lifelong learning as a necessary component for people to contribute creatively to their communities and live in independent and democratic societies. Adult and lifelong learning are deeply linked to social, economic and political justice; equality of gender relations; the universal right to learn; living in harmony with the environment; respect for human rights and recognition of cultural diversity, peace and the active involvement of women and men in decisions affecting their lives." (ICAE webpage)

Its current programs include: 1. Learning for Environmental Action, 2. Gender and Adult Education, 3. Peace and Human Rights Education, 4. International Literacy Support Service, and 5. Information and Communications. ICAE offers also three awards annually (the Robby Kid Award, the Dame Nita Barrow Award, and the Nabila Breir Award).

ICAE'shistory reflects part of the history and ups and downs of ABLE in these past three decades. After organizing the global network with seven regional networks operating by the late 1980s, ICAE went through a difficult period, particularly after CONFINTEA V. A donor evaluation conducted in 1999 concluded that *"ICAE has lost its momentum and its strategic focus."* (DANIDA-Sida 1999:i). ICAE is currently assisting the newly born regional associations in Africa – PAALAE – and in the Arab region – ANLAE (Arab Network for Literacy and Adult Education, based in Egypt). Its last World Assembly (Jamaica, August 2001) re-affirmed ICAE's commitment to adult learning and marked the beginning of what can be a new stage in the development of ICAE and its NGO network.

4.11 New international networks and initiatives

Facilitated by modern ICTs, networks, coalitions and movements of all sorts have mushroomed in recent years, many linked to education, and many transnational and global in scope. A few of them, relevant to the ABLE field, are mentioned below. *See also 3.1.2. The spread of ICTs.*

ADEA (Association for the Development of Education in Africa), established at the initiative of the World Bank in 1988, evolved from a "Donors to African Education" (DAE) organization into "*a* network *and a* partnership" of *African Ministers of Education, international agencies, education specialists and researchers, and NGOs active in education.* ADEA's eleven Working Groups are engaged in advocacy, analytical work, and capacity-building.

The Working Group on Non-Formal Education "seeks to improve learning and training systems in Africa by encouraging the development of a coherent vision and appropriate advocacy strategies that will enhance the role and status of alternative approaches and forms of learning." (ADEA/WGNFE web site). Adult education is one such "alternative" modality. In Africa, and in other parts of the world, adult education continues to be intimately linked to NFE, and both share the same fate of lack of resources, visibility and social prestige.

EFA – especially around and post-Dakar – has activated or recycled various regional and global networks. The *CCNGO/EFA* (Collective Consultation of NGOs on Education for All), organized by UNESCO initially as a Collective Consultation on Literacy and Non-Formal Education, evolved (July 2001) into a *"thematic partnership mechanism between the Education Sector of UNESCO and NGOs"* to work towards EFA goals. Also, to co-ordinate EFA follow up, regional networks led by UNESCO Regional Offices have been created in partnership with relevant regional actors in each case. *ARABEFA* is the network in the Arab Region and *ANCEFA* (African Network Campaign on EFA) the one in Africa.

Initiatives from civil society have multiplied in recent times, involving all types of organizations: NGOs, social and political movements, teacher organizations, academic and research networks, and virtual communities.

The *Global Campaign for Education,* launched in October 1999 by three international NGOs – ActionAid, Oxfam, and Global March on Child Labour – and Education International (the world's largest federation of educators), includes today OSCs from 80 countries. GCE is critical of the role of EFA partners and governments, it defends education as a fundamental human right that State/governments are responsible for providing and believes that only world-wide mobilization of civil society will force action. The campaign started with a strong focus on children, schooling and narrowly conceived UPE goals, but it appears to be developing a more holistic understanding and approach to EFA. (See appendix 8).

Finally, the *Latin American Statement for Education for All,* also initiated on the occasion of the Dakar Forum, is a Latin American initiative that networks over 4,000 people from all countries in the region and from all sectors: civil society, government and international agencies. This virtual community operates without financial resources, defends the need to make the "expanded vision" of EFA a reality, with a holistic understanding of education and learning that includes *all*, and with major changes in the current "international cooperation for development" model.

4.12 The "NGO-ization" of Adult Basic Education

At the national level, adult basic education and training, and especially adult literacy, have increasingly been left in the hands of local communities and NGOs.[30] This trend varies from region to region and from country to country, as shown by several studies and by the survey conducted within this study. However, the "NGO-ization" of ABE – and of non-formal education in general, of children, youth and adults – is an identifiable trend in all developing regions, and is thus not a coincidence. While this may be seen as a positive trend towards wider civil society participation in educational provision, this is also and fundamentally the manifestation of a negative trend toward State/government de-responsibilization vis-à-vis citizens' rights to basic education and adults' rights specifically. Often, decentralization and (parental, community, civil society) participation means not only transfer of responsibility but also cost-sharing and even open privatization trends (in many countries, in Africa and elsewhere, it is reported that youth and adults are requested to pay for basic education delivery).

Productive State/NGO alliances are reported in some countries. Senegal's *"faire-faire"* scheme – operating since 1995, whereby State and CSOs distribute roles in the implementation of ABE at the local level (Wade et Rassaouloula 2001) – is mentioned in recent literature as a "success story" in the African context. A closer look at this and other experiences, by some of their own actors, shows not only the potential but also the complexities and challenges of the new State/NGOs/international agencies "partnership" schemes (Archer 2000). The *N* of *NGOs*, which used to indicate autonomy from national government, is currently under question both domestically – given NGOs' increased involvement as implementers of public social policies, and internationally – since the cost of such autonomy from national government is often increased dependency from international organizations and funders. (Coraggio 1994; Torres 2001d.)

30. For example, most (91%) of the NGOs that are members of UNESCO's Collective Consultation of NGOs on Education for All (CCNGO/EFA) and which submitted outlines of their activities in relation to EFA in the 1990s (23 NGOs in total) say they have been engaged with adult literacy: 14 are international NGOs, and the rest are national or regional NGOs from Africa and Asia (no NGOs from Latin America). (UNESCO 2000b)

Critical Issues in the International Development Cooperation

CHAPTER 5

5.1 Too many conferences, too many follow-ups

Fragmentation and lack of co-ordination are part of the ecology of international cooperation. The internationalworld operates through events, committees, task forces, reports and declarations. Specialization of "issues" and of agencies has led to multiple specialized conferences, each with its own route, declaration, plan of action and follow-up, and its own constellation of partners, publications, indicators, studies, and advocacy groups.

The 1990s started with the International Literacy Year. It was followed by a series of major international conferences held over the 1990s, which nurtured the Millennium Goals: Education for All (Jomtien 1990); Children (World Summit for Children, New York 1990); Environment and Development (Earth Summit, Río de Janeiro 1992); Population and Development (Cairo 1994); Social Development (Copenhagen 1994); Women and Development (Beijing 1995), Adult Education and Learning (CONFINTEA V, Hamburg 1997); and EFA II (Dakar 2000).

While CONFINTEA V is usually mentioned as the conference dealing with adult education, all these conferences were – and their follow-ups should have been – related to adult education and learning. The ABLE field and movement, both nationally and internationally, have some critical lessons to learn from the past decade and specifically from EFA (Jomtien 1990) and CONFINTEA V[31] (Hamburg 1997). Despite UNESCO's strong involvement in both world conferences, and despite the fact that both were related to adult education, their organization and respective follow-

31. All major international conferences and initiatives on education conducted since the 1990s have emphasized the need to expand and/or renew the vision. Four of them are directly related to ABLE: Basic Education (Education for All), Adult Education and Learning (CONFINTEA V), Technical and Vocational Education and Training (II International Congress on TVET) and Literacy (UN Literacy Decade). See box 12 below.

ups ran in parallel. From the point of view of EFA promoters, adult learning and the CONFINTEA platform are part of the EFA agenda; for CONFINTEA followers, the enlarged vision of adult learning adopted in the "Hamburg Declaration" and the "Agenda for the Future" goes beyond the one contemplated in Jomtien/Dakar and thus cannot be subsumed within the EFA agenda. Both are right, neither one can be subsumed within the other, and there are important common grounds between both. However, the fact is that the weak articulation between EFA and CONFINTEA and their respective follow-ups has contributed to debilitate the already weak ABLE agenda within the EFA framework.

Thinking of adult learners as related to a specific event and follow-up, reinforces isolation and marginalization of the ABLE field even if the "Hamburg Declaration" and the "Agenda for the Future" call for a broader understanding of adult learning. The mega event culture facilitates the building of territories and walls around each issue and each "follow-up", rather than the building of holistic visions and partnerships around a common strategy. Instead of insisting on separate initiatives and "follow-ups", what is needed is to articulate and give coherence to the various international initiatives, declarations and commitments, looking for synergy rather than for enhanced dispersion of efforts.

5.1.1 Broader visions, but narrower goals and circumstances

All major international conferences and initiatives on education conducted since the 1990s have emphasized the need to expand and/or renew the vision. Four of them are directly related to youth and adults: Basic Education (Education for All), Adult Education and Learning (CONFINTEA V), Technical and Vocational Education and Training (II International Congress on TVET) and Literacy (UN Literacy Decade). See box 12 below.

Such "expanded" and "renewed" visions, however, are in conflict with narrow (even narrower) visions, and with objective narrower economic and social realities and prospects in most countries in the South. Following the World Education Forum held in Dakar (2000), Education for All is once again being reduced to primary education and this to four years of schooling (Millennium Development Goals and World Bank's EFA "Fast Track" initiative). Also, the UN Literacy Decade (2003–2013), approved by the UN General Assembly in December 2001, tends to be associated with one specific EFA goal – reducing adult illiteracy by half – rather with the proposed "renewed vision" of literacy that runs across all six EFA goals. Literacy – and the viability and cost estimations related to illiteracy reduction – remains associated with minimum levels of literacy,

Box 12. Promoting broader and renewed visions: The 1990s and the early 2000s

"Expanded vision of basic education"	"New vision of adult learning"	"New vision of technical & vocational education and training"	"Renewed vision of literacy"
World Conference on Education for All – EFA (Jomtien, March 1990)	V International Conference on Adult Education – CONFINTEAV (Hamburg, July 1997)	II International Congress on Technical and Vocational Education and Training (Seoul, April 1999)	United Nations Literacy Decade (2003–2013) (approved in December 2001)
Basic education understood as education addressed to meeting basic learning needs of all – children, youth and adults – throughout life, within and outside the school system.	Adult education and learning include adult basic education and adult continuing education, vocational and technical education, and higher education.	Education & training must go together, TVET must be a component of lifelong learning, its content introduced in school curriculum and with training in the workplace, and be available for self-development.	Literacy throughout life and across diverse educational and learning institutions and settings.

Elaborated by R.M.Torres

with reducing or increasing rates, rather than with the quality and effective use of reading and writing.

There was no real commitment toward adult education in Jomtien (1990). Cost studies and estimates made in preparation for the EFA Conference referred only to primary schooling. EFA was interpreted as a worldwide commitment to *"universal access to, and completion of, primary education by the year 2000"* (Colclough and Lewin, 1993:11). In practice, since Jomtien *all* was reduced to *children*, *basic* education to *primary* education and *Universal Primary Education* (UPE)[32] to *enrolment* (Torres 2000a).

> "...The dominant impression is that, given the difficult conditions under which countries find themselves, the Jomtien objective has marked a return to massive schooling operations, without leaving much room to explore new avenues." (Deblé & Carron 1993: 69)

Jomtien acknowledged that illiterate adults are not the only adults with unsatisfied basic learning needs. It also acknowledged the important educative role of the family and other non-school institutions. Out of the six Jomtien goals, three were directly related to adults; however, all three goals were reduced to one: literacy. The same situation is now being repeated with the six Dakar goals, two of which are explicitly related to adults (box 13, p. 81).

32. The UPE crusade left little room not only for adults but also for innovation and experimentation in education (Deblé & Carron 1993).

Out of the 18 indicators proposed to countries by the EFA Forum for the Global EFA Decade Assessment, three (indicators 16, 17 and 18) referred to young people and adults, and all of them related to literacy only (Appendix 9). The other two goals got lost and were not even part of the final decade assessment, namely the *"expansion of provisions of basic education and training in other essential skills",* and the *"increased acquisition by individuals and families of the knowledge, skills and values required for better living and sound and sustainable development, made available through all education channels"*. Follow-up measures and indicators to evaluate this type of intervention have not been developed within EFA. Moreover, in the Dakar Framework for Action (2000), this final goal – which included the role of mass media in public information and mass education – was eliminated from the goals set for 2015.

5.1.2 Which set of goals is orienting the international community – EFA or Millennium Goals?

Until two o three decades ago, adult literacy used to be one of two or three main goals. Now, the menu of education goals has been increased and disaggregated, and adult literacy (and adults themselves) have become one of numerous goals. It seems long ago when national governments and the international community pledged to "eradicate illiteracy", acknowledging it as a major social problem. Today, goals speak at most of "reducing" illiteracy, and within certain age and gender parameters.[33] And even that much more modest goal – "reducing the illiteracy rate to half" or "achieving a 50% improvement in adult literacy levels" – has been successively been adopted and postponed: in Jomtien (1990, for 2000), in Dakar (2000, for 2015), and in New York (Special Session on Children, 2002, also for 2015). And it has disappeared altogether from the Millennium Development Goals (2000–2015). *See box 13 below.*

EFA's six goals, agreed in Jomtien in 1990 and reaffirmed in Dakar in April 2000, include children, youth and adult education, prior to school, in school and out-of school. On the other hand, the Millennium Summit Development Goals, adopted in 2000 by the United Nations (UN), the World Bank (WB), the International Monetary Fund (IMF) and the Organization for Economic Cooperation and Development (OECD), include two education goals: Universal Primary Education (UPE), understood as completion of grade 4, and progress towards gender equality and the empowerment of women, demonstrated by eliminating gender disparity in primary and secondary education by 2005.

33. Nobody would have said that we would once miss the pathological and bellicose terminology ("eradicate" "war", "battle") that so many of us criticized only a few years ago, and that has virtually vanished from international and national discourse.

Box 13. Comparison between Education for All and Millennium Goals (Education)

Education for All Goals (Dakar) 2000–2015 UNESCO/UNICEF/UNDP/UNFPA/World Bank	**The Millennium Summit Development Goals (2000–2015)** United Nations/OECD/IMF/World Bank
1. Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.	
2. Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality.	1. Achieve Universal Primary Education (UPE. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling. Indicators: – Net enrollment ratio in primary education – Proportion of pupils starting grade 1 who reach grade 5 – Literacy rate of 15 to 24-year-olds – "Literate" is someone who "can both read and write with understanding a short and simple statement on his or her everyday life." – It is assumed that "literacy in 15–24 year-olds" captures the recent education outcomes of primary and secondary education. "Given the age structure of the population and the cost of adult education, it would be more costly to redress the previous lack of education by targeting adult literacy more generally."
3. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programs.	
4. Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.	
5. Eliminating gender disparities in primary and secondary education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.	2. Promote gender equality and empower women. Eliminate gender disparity in primary and secondary education preferably by 2005 and in all levels of education no later than 2015.
6. Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.	

Source: Education for All Goals
http://www.unesco.org/education/efa/index.shtml

Source: Millennium Development Goals
http://www.developmentgoals.org/

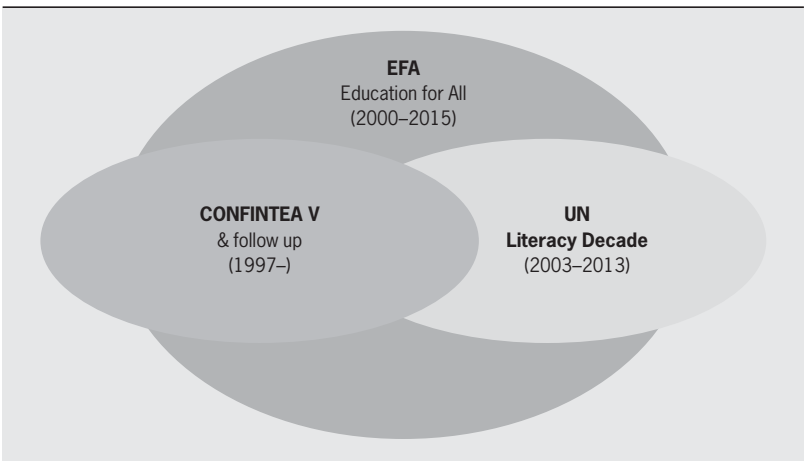
The Millennium goals report *"A Better World for All"* – requested by G-8 countries to monitor progress in the reduction of poverty worldwide and to orient their assistance to "developing countries" – was launched in June 2000 in Geneva at the opening of the United Nations General Assembly Special Session on Social Development, only two months after the Dakar Forum, which reaffirmed Jomtien's much broader EFA education goals.[34]

Which are the goals that are orienting the international community in relation basic education in "developing countries" – the (reduced) Millennium Goals, or the (broader) EFA goals? (See box 13 above).

5.2 Education for All, EFA, the overarching international platform for basic education in the South until 2015

The re-activation of Education for All in Dakar (2000) opened up a new opportunity for strengthening and expanding the adult learning agenda – and the overall "expanded vision of basic education" for all – from *within* EFA. EFA has been ratified as the overarching international platform for basic education in the South until 2015.

Box 14. EFA, CONFINTEA V, UN Literacy Decade



34. The World Bank's "EFA Fast Track" initiative (appendix 7), announced in June 2002, is a clear indication that EFA will once again be reduced to children and to primary education, and that Universal Primary Education (UPE) will be understood as four years of schooling. Explicit reference is made to the Millennium Goals and to the specific goal of "providing every girl and boy with quality primary education by 2015."

Box 15. Effort required to achieve the EFA adult literacy goal by the year 2015

	Required Literacy Rate for the EFA Target 2015 (in %)	*Implied increase in number of adult literates between 2000–2015*			*Ratio of required future effort to past effort*
		Annual absolute increase (in millions)	*Total absolute increase (in millions)*	*Implied % increase in total number of literates*	
World	89.7	92.2	1 382.9	41.7	1.29
Developed Regions *	99.4	4.5	67.3	6.8	0.63
Developing Regions **	86.7	86.1	1 291.3	55.2	1.37
Sub-Saharan Africa	80.7	14.0	210.7	95.9	1.69
Arab States	80.8	6.8	101.7	94.3	1.64
Latin America and Caribbean	93.8	8.3	124.9	40.2	1.11
Eastern Asia and Oceania	93.0	25.1	376.9	31.7	0.97
Southern Asia	77.8	31.8	477.1	91.6	1.85
Least Developed Countries	75.5	15.3	229.2	120.4	2.16
E-9 countries	86.2	56.1	841.7	52.1	1.36
Bangladesh	70.7	3.1	46.3	133.7	2.31
Brazil	92.6	2.5	37.5	36.4	1.00
China	92.1	16.1	241.7	29.9	0.98
Egypt	77.7	1.6	23.9	97.3	1.86
India	78.6	21.4	321.1	83.0	1.78
Indonesia	93.5	3.2	48.3	37.8	0.94
Mexico	95.7	1.6	23.6	39.1	1.02
Nigeria	82.0	2.4	35.9	88.4	1.36
Pakistan	73.0	4.2	63.4	151.1	2.43

** Including countries in transition.*
*** Excluding Malta, Turkey, Cyprus.*
Source: UNESCO EFA Monitoring http://www.unesco.org/education/efa/monitoring/pdf/table3.pdf

Articulating the various international initiatives addressed to meeting the Basic Learning Needs of children, youth and adults – Education for All (1990–2000–2015), World Summit for Children (1990–2000) and "A World Fit for Children" (2002–2015), Adult Learning (1997), Millennium Goals (2000–2015), the UN Literacy Decade (2003–2013) – and other regional and subregional initiatives, within one single comprehensive strategy and within a lifelong learning framework, is the best single way to co-operate with the advancement of education and learning in the South.

This is a challenge for the international community, for governments

and societies, and for education, training and learning systems. And it is a special challenge for the adult education community at all levels, from the local to the global.

In particular, finding a new and strong niche for adult literacy within the UN Literacy Decade – while avoiding its marginalization as a solitary goal, unrelated to children, to the overall EFA framework, to education systems and policies, and to local and human development – remains a key challenge (see box 15, p.81).

The Widening Gap – Lifelong Learning in the North, Primary Education in the South

CHAPTER 6

The expansion of ICTs coincides with the expansion of poverty. Declarations and realities often follow parallel routes. In fact, declarations and commitments must be continuously reiterated because they have little impact on decision and action. Prescribing and doing are two very different things, and prescribers and doers often belong to different groups of people. One has the impression that the gap between words and realities, between declarations and facts, is growing bigger, and that we are witnessing the crystallization of a dual education paradigm on a global scale – *Lifelong Learning* for the North, and Primary *Education* (narrowly understood) for the South.

In the current highly inter-related and asymmetrical world, and given the strong role of the North and of international agencies in the shaping of the educational agenda in the South, it is not possible to understand the situation, prospects and alternatives in the South without a macro and a world perspective. In order to introduce changes in the South, it is necessary to introduce important changes in the North, in the North-South relationship, and in the conventional "cooperation for development" model.

6.1 International agencies play a critical role in perpetuating the asymmetry

The asymmetry and the one-way North-South relationship in the conventional "cooperation for development" model become evident in the ABE field. International agencies have played a critical role in shaping and strengthening, rather than debilitating, this type of relationship. All major international conferences on adult education, including the last one, held

in Hamburg in 1997 (CONFINTEA V), have been dominated by the North, its perceptions and proposals vis-à-vis development and the role of (adult) education in that context.

The North interested in assisting development in the South needs to learn together with and from the South, and assist the South to document, translate and disseminate its own knowledge production. This is also a contribution to the fundamental South-South exchange.

Lifelong Learning must be adopted as a paradigm for *all* countries, as a horizon and as an active principle for (re)shaping education and learning systems. Accepting dual standards and a dual education agenda such as the one that is currently being shaped – *lifelong learning* actively adopted in the North while *basic education* is promoted in the South – means consolidating and deepening the gap between North and South.

In the context of the renewed emphasis on *lifelong learning*, adult basic and continuing education and learning, and NFE in particular, are in increased demand and supply in the North. By 1997 it was estimated that between 15% and 50% of the adult population in developed countries were taking part in some type of organized learning (Belanger and Valdivieso 1997, in Hinzen 2000a).

6.2 Need to frame the *lifelong learning* concept from the perspective of the South

The modern *lifelong learning* discourse is also born in the North and is being shaped to meet its needs and possibilities vis-à-vis the emergence of the "knowledge-based economy and society." Promoting economic competitiveness, employability and citizenship appear as key aims linked to *lifelong learning*, although it is defined in different ways in different regional/national contexts. In the European context,

> "the driving force that brought lifelong learning back onto policy agendas in the 1990s has been the concern to improve citizens' employability and adaptability in the face of high levels of structural unemployment, hitting the poorest qualified hardest. The prospect of a sharply ageing population means that the need for up-to-date knowledge and skills cannot be met by relying mainly on new entrants to the labour market, as happened in the past – there will be too few young people and the pace of technological change is too fast, particularly the accelerating shift to the digital economy." (Commission of the European Communities 2000: 6)

Thus there is the need and the challenge to revisit and frame the *lifelong learning* concept from the perspective of the South, their realities, needs and possibilities.

In Europe, the European Council held in Lisbon (March 2000) concluded with an invitation to Member States, the Council and the Commission of the European Communities to "identify coherent strategies and practical measures with a view to fostering lifelong learning for all" and adopted a working definition of *lifelong learning* as an "all purposeful learning activity, undertaken on an ongoing basis with the aim of improving knowledge, skills and competence" (Commission of the European Communities 2000:1). As a next step, a European-wide debate was launched in 2001 around a "Memorandum on Lifelong Learning". In all, some 3,000 individual submissions were sent to the Commission and some 12,000 citizens participated in meetings and conferences organized as part of the process (European Commission/Lifelong Learning Consultation web site).

Nothing comparable is taking place in the South, where *lifelong learning* remains an uneasy topic for both international cooperation agencies and national governments, and for whom Non Formal Education (NFE) continues to be associated with remedial education for the poor and not with a lifelong complementary education path for all.

6.3 Uneven distribution of documentation, research and information resources

The Adult Network of Information and Documentation Network (ALADIN) (appendix 3), created in 1998 and co-ordinated by UIE-UNESCO in Hamburg, acknowledges the need to correct the uneven distribution of documentation, research and information resources in ABLE. Most ABLE documentation centers are located in Western Europe and North America. They collect, analyze, and disseminate predominantly mainstream knowledge from their regions, without reaching the indigenous and grassroots literature/media. (North-South) *dissemination* predominates over (North-South, South-South, North-North) *dissemination* and *exchange* (Giere *et.al.* 2000; ALADIN web site). The efforts to *disseminate* information and knowledge to the South are much bigger, and more costly, than the efforts addressed to support indigenous research and knowledge production in the South. (Gmelin, King and McGrath 2001; Torres 2001b; Coraggio 2001).

6.4 Regional differences

There are important regional differences in this regard. The Arab States have always stressed their unity and singularity. They developed their own Arab Literacy Strategy and Arab EFA Strategy. Latin America has also followed its own route and developed its own thinking vis-à-vis Youth and Adult Education; the CONFINTEA V follow-up was undertaken here by a coalition of national and regional institutions and networks, co-ordinated by the Regional UNESCO Office, with CEAAL (the regional network affiliated to ICAE), CREFAL, and INEA (National Adult Education Institute, in Mexico) as partners. Africa has been the region most exposed to donor influence in general and in ABE in particular, and also one of the most critical and outspoken about this relationship. The "Africanization" of Africa's education and culture is an increasing claim and reality throughout Africa. This is reflected in a number of studies and publications that have emerged in the past few years:

> "…for too long the continent has been exposed to Western thought and ideas without having its own established baseline by which to evaluate these. Indeed, many of the ideas from the North have been imposed to the peoples of Africa. Now it is time to develop African bodies of knowledge that reflect the culture of the South and evaluate and criticize the ideas from African thought" (Prof. Peter Javis, Foreword, in Indabawa *et.al.* 2000:vii).

> "Literacy programmes and campaigns undertaken in Africa in recent decades are numerous in number, but poorly documented. Most of our understandings of literacy in Africa are basic, based on scant information, and usually interpreted through donor lenses." (Walters 2001:3.)

6.5 The claim of "lack of documentation" in the South – both true and untrue

The insufficient and weak documentation, research and evaluation in ABE have been constantly repeated. This is true and untrue at the same time. This study shows that there is abundant production in the field, that much of it is produced in the South, but that it is ignored in international reviews on the subject or is dealt with in a superficial manner.

As mentioned, the problem is not so much the quantity but the quality and relevance of what is available and of what continues to be pro-

duced nationally and internationally, both in the South and in the North (*about* the South).

Educational research is underfunded in the South, particularly in relation to ABE, traditionally oriented towards action and associated with the poor. Lack of resources inhibits publication, translation into other languages for wider dissemination, and distribution of such publications. The expansion of the web has eased some of the problems related to dissemination, but this is no solution for most people and institutions engaged with action at the grassroots level and that are often hard to reach even with traditional printed materials.

Despite these and other limitations, the 1990s and early 2000s have seen some important studies and publications in all regions, especially around four major education events: the International Literacy Year (1990), the World Conference on Education for All – EFA (Jomtien, 1990), the Fifth International Conference on Adult Education – CONFINTEA V (Hamburg, 1997), and the World Education Forum (Dakar, 2000). In her review of worldwide trends in adult literacy between 1986 and 1996, Lind concluded that:

> "The systematic evaluation and documentation of some new programmes is impressive. Very interesting publications and research have been produced. Adult literacy is still under-researched, but it is much better documented than it was in 1985. Some recurrent themes of new publications have been the impact of literacy programmes, the uses of literacy in different contexts, women and literacy, and "post-literacy". However, comprehensive and in-depth research, involving longitudinal studies is still very rare." (Lind 1997a.)

All developing regions have conducted research and evaluative studies in ABE. The list of publications, and of future research envisaged, in the Arab countries is big, and its topics very diverse (ALECSO web site). In Latin America, important regional studies were developed in the 1990s, many of them by the Regional UNESCO Office (OREALC), including a regional comparative study on functional literacy in seven Latin American countries (Infante *et. al.* 2000). Production in or about Africa's ABE and NFE is abundant. In all developing regions, there is an interesting and common trend towards indigenizing – *Arabizing, Asianizing, Latinamericanizing, Africanizing* – educational thought, research, interpretation and analysis.

In revisiting the "lack of" documentation in and about education/ ABE in the South, it is important to remember that:

- claims of this type come from the ranks of academics/researchers/consultants at both national and international level, and increasingly from international agencies, many of who/which have little contact with realities and programs on the ground;
- the generalization about "developing countries" is often based on one or two regions, not on a knowledge base that is really global and takes into account the production of all regions;
- there is abundant intellectual production in education and in ABE specifically in the South, but much of it remains unpublished, circulated in photocopies and/or through informal means, which include today the web and the Internet;
- publications in the South, particularly in education and especially if related to ABE, generally have small editions and limited circulation, in sharp contrast with the intellectual production in the North, especially papers produced or commissioned by international agencies, which devote special efforts and budgets to ensure wide dissemination;
- much of what is written/published in the South is written in the official language(s) of each country and region. However, English remains the dominant – and often the only – language used in international reviews and in the documentation centers/networks consulted for such reviews, which include today the web and the Internet;
- international reviews and publications with conclusions and recommendations for the South are often produced in English only, thus reinforcing the weak feedback from and "control" of the South of intellectual production in the North about the South;
- there are corporate and competitive behaviors within the international community and within the education community at the various levels. Many agencies, institutes and networks give prominence to their own production, and avoid mentioning, giving credit to, or reviewing and commenting on, the production of others.

6.6 Regional imbalances, focus on Africa, and extrapolation of findings to other regions

International reviews and comparative studies on ABE – even when they aspire to speak for "developing countries" – have a strong focus on Africa. There is much less on Asia, little on Latin America and the Caribbean, and very little on the Arab region. The language issue is linked to such biases. Most of what is produced in the Arab world is in Arabic, and most of what is produced in Latin America is in Spanish and/or Portuguese. However, many reviews and reviewers work with documents predominantly available in English and in documentation centers located in the North.

Studies conducted in Africa or mainly about African realities tend to be extrapolated to other regions in the South, especially by international agencies. Studies on ABE conducted in recent times by the Africa Region of the World Bank acknowledge their limitations and the need for further research in each particular area and for each particular context.[35]

35. Recent World Bank publications on adult education include: *Adult Continuing Education: An Integral Part of Lifelong Learning* (Fretwell and Colombano 2000), *Engaging with Adults* (Lauglo 2001), *Including the 900 Million+* (Oxenham and Aoki 2001), *Adult Literacy Programs in Uganda: An Evaluation* (Carr-Hill. 2001), *Beloisya: Basic Education and Livelihood Opportunities for Illiterate and Semiliterate Young Adults* (World Bank 2001), and *Skills and Literacy Training for Better Livelihoods. A Review of Approaches and Experiences* (Oxenham *et. al.* 2002).

Elements for a Proposal Towards a Learning Society and Conclusions

CHAPTER 7

Lifelong learning implies an inclusive education and learning model that includes all – children, youth and adults, both as learners and as educators. At the same time, all actors have a role and a responsibility vis-à-vis a revised agenda for education in the South: governments, civil societies, the private sector, and international agencies.

Adopting *lifelong learning* as the new paradigm for education and learning in the 21st century implies defining, in each particular context, the framework, priorities and strategies to make it happen. Very different education and learning policies and programs result in the short- and medium-term, from long-term visions, expectations and goals. Goals formulated in terms of *"universal primary education", "improving the quality of education", "reducing illiteracy rates", "reducing school repetition", "reducing school dropout"* or *"preventing school failure"* activate very different mindsets, policies and expectations than goals formulated as *"universal basic education", "literacy for all", "improving the quality of learning", "ensuring retention in school", "ensuring school success"* and striving towards *"lifelong learning for all."*

Data, conclusions and recommendations are not "given"; they are built and they are not neutral. The same information may be interpreted in different ways and may lead to different conclusions and recommendations. This is often the case in the education field and in ABLE specifically. Overgeneralizations in diagnoses and recommendations must be avoided given the heterogeneity of realities and the complexity of the topics discussed here. One, because we still know little about them – (adult) *education* and *learning* –, and two, because part of the important knowledge and information needed to take proper decisions are in possession of the specific groups involved in each case: their ideas, proposals, traditions, wants, fears, expectations, needs and possibilities. That context- and moment-specific information and knowledge, also changing and evolving

over time, is critical for successful planning and implementation of any policy, program or project.

It is not possible to understand, and to effectively deal with, education policy and action at any level without looking at (*and* acting upon) the wider social and economic picture. Education – and consequently ABLE, NFE, etc. – is not and should not be treated as a sector or a subsector. Education is by nature "cross-sectoral." Learning is ubiquitous, lifelong and lifewide.

ABLE in the South continues to be trapped between overly ambitious expectations and meager attention and resources. Adult literacy is expected to produce miracles among the poor – self-esteem, empowerment, citizenship-building, community organization, labor skills, income generation, and even poverty alleviation. If governments and donors have high expectations of literacy they must invest more – not less – in literacy, and accompany it with major and broader economic and social reforms. While pedagogical, and specifically methodological, issues are important, innovativeness in this domain can do little in a hostile economic and social context for the poor and for the South as a whole. While literacy can indeed help break the poverty cycle, one must not forget that poverty is not the result of illiteracy but very much the contrary. The most effective way to deal with poverty is dealing with the structural economic and political factors that generate it and reproduce it at national and global scale.

7.1 Past lessons, new scenarios and future challenges

The world changed radically in the past decade. It became global. The international arena is today much more dense and complex. Modern ICTs have modified institutional arrangements, profiles and cultures, and are contributing to redefine the very nature and scope of activities such as dissemination, information, communication, and exchange. Knowledge and information abound, but remain unevenly produced and distributed, within a predominant "North-South dissemination" scheme. The ABE field has also become wider and more complex. Lifelong Learning is embraced in the North, but it remains distant for most countries in the South. In this context, what is the role of traditional and of new international networks and institutes vis-à-vis adult basic learning and education?

Most people consulted (surveyed and/or interviewed) in this study agree on the importance and the need of international institutes and networks. At the same time, many have critical remarks about their actual role and usefulness. In fact, observations and recommendations high-

lighted by interviewees in 1990, specifically on adult literacy (Stromquist and Kouhanga 1990, Appendix 6) remain valid today and are stressed by many of our respondents.

Today, international institutions and networks specialized in ABLE are more needed than ever before. However, in order to be useful and effective, they have to accept for themselves the need for major changes in the ways they think, work, operate and relate to each other, not only vis-à-vis present and future challenges but also past experience and lessons learned.

7.2 Negative repercussions caused by the international agencies' weaknesses

Given the strong presence of international agencies in the educational arena in the South, their own weaknesses have tremendous negative repercussions in such countries, often making international cooperation part of the problem much more than part of the solution (Torres 2001f). Agencies and networks operating at the international level must set the example in all those aspects that they demand from governments and civil societies in the South, such as cooperation, consultation, technical competence and responsibility, transparency, accountability, and efficiency in the use of scarce resources.

7.3 What is "good practice in international cooperation for development"?

"*Good practice* in international cooperation for development" in the South would include:

- Genuine cooperation rather than competition among "cooperation for development" actors at all levels.
- Basic agreements and common understandings on ABLE, its concepts and rationale, adopting wider and cross-sectoral approaches.
- Stronger and meaningful linkages with the formal education system and mainstream education policies.
- Clear and more focused mission statements, identifying niches and comparative strengths in order to ensure a rational division of labor, favor excellence in selected areas, and avoid overlapping.
- Enhance and upgrade their own professional competen-

cies, including those related to research, documentation, communication, education, training and learning, as well as those related to evaluation, accountability and transparency of concrete "cooperation for development" efforts.
- Review the 'event culture', minimize travel and international events, and take advantage of events organized by others, in order to reduce costs and ensure efficiency as well as coherence with their mission.
- Review the 'book culture', redefine publication and dissemination strategies, evaluate the use and impact of what is produced.
- Support and stimulate national, on the ground, research and research conditions in the South rather than conduct their own research *about,* and *disseminate it to*, the South.
- Use of both traditional and modern technologies, and combine them whenever possible.
- Full use of ICTs for information, communication, and capacity building purposes, and active promotion of their meaningful and context-sensitive use in programs and projects.
- Stronger linkages with countries, beyond intermediate levels.
- Special efforts addressed to the creation of a new generation of cadre with high professional competencies in ABLE, that is, with a holistic perspective and a systemic understanding of education, learning, community and human development.

It is critical to reverse the trend: from North-South to South-North. The North interested in assisting development in the South needs to learn together with and from the South, and assist the South to document, translate and disseminate its own knowledge production. This is also a contribution to South-South exchange, which is fundamental.

7.4 Adult (Basic) Education cannot continue to be viewed as a separate educational goal

Adult (Basic) Education cannot continue to be viewed in isolation, as a separate educational goal (as it remains, for example, in the world Edu-

cation for All initiative); it must be viewed as part of the overall education, training and learning system and policy at national and international level. It is essential to relate ABLE to child and youth education and learning, within a comprehensive framework that incorporates school and out-of-school learning, and all levels and modalities of the school system. Isolation, together with *non-* and *out-of-* notions, has contributed to marginalize and narrow the perspectives of ABLE in the past.

The first and most direct beneficiaries of education and learning are learners themselves, in this case adults. There is abundant theoretical and empirical evidence confirming the multiple dimensions in which ABLE positively affects adult learners as well as children and youth under their influence. The very goal of Universal Primary Education cannot be attained unless sustained ABLE policies are in place, working with parents and the community at large. In fact, as we have argued elsewhere (Torres 1995a), the children's right to education should include the right to educated parents.

7.5 Education for All (1990) and CONFINTEA V (1997): critical lessons

The ABLE field and movement, both nationally and internationally, have some critical lessons to learn from the past decade and specifically from the Education for All and CONFINTEA V (Hamburg 1997) processes. Despite UNESCO's strong involvement in both world conferences and processes, and despite the fact that both were related to adult education, their organization and respective follow-ups ran in parallel. From the point of view of EFA promoters, adult learning and the CONFINTEA platform are part of the EFA agenda; for CONFINTEA followers, the enlarged vision of adult learning adopted in the "Hamburg Declaration" and the "Agenda for the Future" goes beyond the one contemplated in Jomtien/Dakar and thus cannot be subsumed within the EFA agenda. Both are right, neither one can be subsumed within the other, and there are important common grounds between both. However, the fact is that the weak articulation between EFA and CONFINTEA and their respective follow-ups has contributed to debilitate the already weak ABLE agenda within the EFA framework.

Thinking of adult learners as related to a specific event and follow-up, reinforces isolation and marginalization of the ABLE field even if the "Hamburg Declaration" and the "Agenda for the Future" call for a broader understanding of adult learning. The mega event culture facilitates the building of territories and walls around each issue and each "fol-

low-up", rather than the building of holistic visions and partnerships around a common strategy. Instead of insisting on separate initiatives and "follow-ups", what is needed is to articulate and give coherence to the various international initiatives, declarations and commitments, looking for synergy rather than for enhanced dispersion of efforts.

7.5.1 EFA: one comprehensive strategy within the Lifelong Learning framework

EFA has been ratified as the overarching international platform for basic education in the South until 2015. Articulating the various international initiatives addressed to meeting the Basic Learning Needs of children, youth and adults – Education for All (1990–2000–2015), World Summit for Children (1990–2000) and "A World Fit for Children" (2002–2015), Adult Learning (1997), Millennium Goals (2000–2015), the UN Literacy Decade (2003–2013) – and other regional and subregional initiatives, within one single comprehensive strategy and within a lifelong learning framework, is the best single way to co-operate with the advancement of education and learning in the South. This is a challenge for the international community, for governments and societies, and for education, training and learning systems. And it is certainly a special challenge for the ABLE community at all levels, from the local to the global.

7.6 Agreeing on a common terminology is essential

As mentioned (see Key Terms and Concepts, chapter 2), "cleaning" the education field, and agreeing on a common terminology is essential for communicational and operational purposes, for the advancement of theory and research, and for international comparability.

7.7 The Learning Community – towards the building of a Learning Society

This is not a *project* but a *policy* proposal, centered on a strategy for education and learning for economic and social development and transformation at the local level.

Education for All and Lifelong Learning for All are not objectives in themselves. They are means for personal, community and human development, for active citizenship building and for improving the lives of people. They are also part of an inclusive strategy towards the building of a Learning Society at local, national and global level.

The only possibility for achieving EFA and LLL for All in the South is by making education and learning a *need* and a *task* of all, by making education and learning useful and relevant for people's daily lives and struggles. This requires bringing education and learning close to the people, developing and synchronizing local community's learning potential and efforts within a comprehensive and integrated local development strategy, with financial support (also synchronized) by intermediate and central levels in order to ensure feasibility, quality and equity. While the State and national and local governments have the main financial responsibility, other national and international partners are necessary to make this happen.

The term *Learning Community* (LC) has expanded in recent years with different interpretations and applications, in the North and in the South (Faris and Peterson 2000; ERIC Digest 2000; Coll 2001; Torres 2001e). The term is often applied to *community schools,* or to *community learning centers* operating outside the formal school system and thus categorized as NFE. It is also applied to the *school,* or to the *classroom.* Others use the term to refer to a *territory* (a neighborhood, a city, a district or municipality, a rural village, etc.) or to a *virtual community* (networks of people, schools, educational institutions, professional communities, etc.).

7.7.1 "Learning Community": Examples from Asia, Latin America and the Caribeean

Examples of regional programs adopting the LC concept as a *community learning center* (Asia) and as a *territory* (Latin America and the Caribbean) are presented in box 16 below.

The concept of Learning Community proposed here revolves around the notion of *community* as *territory:* an organized urban or rural human community that constitutes itself as a "learning community", defines and implements its own collective learning strategy to meet and expand the Basic Learning Need of all its members – children, young people and adults – in order to ensure personal, family and community development. This way of organizing education and learning is often close or familiar to indigenous groups and organizations, in many cultures and countries, and in some cases is now being revitalized by the modern notion of *network.*[36]

36. In Ecuador, the whole subsystem of Bilingual Intercultural Education (BIE) – co-ordinated by the National Division of Bilingual Intercultural Education (DINEIB), an autonomous body within the Ministry of Education run by the coalition of indigenous organizations in the country – is being organized in networks: of schools, of education and learning centers at the community level, etc. The *Red de Centros Educativos Comunitarios Interculturales Bilingues* (Network of BIE Community Education Centers) operates at four levels – local, zonal, provincial and national – >

Box 16. "Learning Community":
Examples from Asia and Latin America and the Caribbean

Asia: Community Learning Centers (CLCs) – UNESCO APPEAL

UNESCO APPEAL (Asia-Pacific Program for Education for All) defines CLCs as *"local institutions outside the formal education system for villages or urban areas usually set up and managed by local people to provide various learning opportunities for community development and improvement of people's quality of life."* CLCs are for every citizen and are adapted to the needs of all people in the community through active community participation. The CLC is often located in a simple building. Its programs and functions are flexible. The main beneficiaries of a CLC are people with few opportunities for education, especially pre-school children, out-of-school children, women, youth, and the elderly.

CLCs are presented as a model for community development and lifelong learning. They are currently operating in 16 countries: Bangladesh, Bhutan, Cambodia, China, India, Indonesia, Iran, Lao PDR, Malaysia, Mongolia, Myanmar, Nepal, Pakistan, Papua New Guinea, Philippines, Thailand, Uzbekistan, and Vietnam. CLCs adopt different characteristics in each country. Partners include governments, ministries, national and international NGOs, UN Agencies (such as UNICEF and UNDP) and the Asia/Pacific Cultural Centre for UNESCO (ACCU).

Sources: APPEAL and ACCU web sites; INRULED2001.

Latin America and the Caribbean: The "Learning Community" Basic Education Initiative

This regional program was launched in 1997 by the W. K. Kellogg Foundation. It includes 14 projects in 9 Latin American countries: Argentina, Brazil, Chile, Ecuador, Haiti, Mexico, Peru, Uruguay, and Venezuela. The framework proposed for project presentation included among others: projects had to be area-based and be organized in human communities with an ongoing community participation and organization process; include all people in the community with unmet basic learning needs (children, youth and adults); include both in school and out-of-school education; focus on learning and provide great importance to pedagogical aspects and to the renovation of teaching and learning processes and relationships; build partnerships, alliances and networks among the various agents and institutions acting at the community level in each case. It was also expected that projects in the various countries would conform as a Learning Community at the regional level.

Source: Torres 2001e; Fronesis portal http://www.fronesis.org/comunidades_aprendizaje.htm

> and comprises all educational institutions in the community: day care centers, primary and secondary schools, graded and multigrade schools, adult literacy and adult education centers, etc. Students, teachers, parents and community members integrate the Community Education Government. In 2001 an agreement (Ministerial Agreement Nº 1086) was reached to expand such networks to the entire system. The process is being supported by GTZ and UNICEF.

A Learning Community values, articulates and engages:

1. *All learners:* children, youth and adults with unsatisfied Basic Learning Needs.

2. *All potential educators:* children, youth and adults, parents, students and teachers, community educators and promoters, communicators, professionals, masters and apprentices, social workers, civil servants, the unemployed, the retired, the elderly, all citizens.

3. *All learning means and modalities:* education and training; formal, non-formal and informal education; peer learning and inter-generational learning; residential and distance learning; self-directed and experiential learning; real-time and virtual resources.

4. *All basic needs ("sectors"):* learning for community development implies working with and through all sectors: habitat, health, nutrition, education, production, work, social services, security, environment, sanitation, etc.

5. *All organizations:* all public and private organizations operating at, or with linkages to, the community: families; school system (from early childhood to tertiary institutions); governmental and non-governmental entities; mass media; teachers', workers', women's, youth and other social organizations; ethnic, religious, civic and philanthropic organizations.

7.7.2 Features of a Learning Community

- Is area-based and community-based. It springs from the need to articulate efforts to meet the *basic learning needs* of all people in the community – children, youth and adults. It operates in a given territory, rural or urban.

- Assumes that all human communities possess learning resources, agents, institutions and networks that need to be identified, valued, developed and articulated so as to ensure the learning needs of all in the community are met.

- Sees State/government as having a key supporting role, and a specific compensatory role vis-à-vis the disadvantaged communities so as to enhance their educational and learning opportunities and ensure equity.

- Adopts a *broad vision of education* and puts *learning* at the center, embracing all education, training and learning environments.

- Places great value and emphasis on intergenerational and peer learning, acknowledges that all – children, youth and adults – have something to teach and something to learn, not only from peers but also from the older and the younger generation. In particular, it highlights the educational potential of young people and of the elderly.

- Is based on the premise of *solidarity, cooperation* and *alliances* between home and school, in-school and out-of-school education, and public and private institutions, coupled with full use of all the human and material resources availABLE in each community, around a shared community development and transformation strategy.

- Accepts and encourages *diversity,* acknowledging that each community has its specific resources, needs and realities, and thus the need for community participation and ownership. It encourages consultation, exploration and experimentation rather than the adoption of ready-to-use models.

- Seeks to demonstrate the importance of *developing learning systems* generated and developed at local level, based on cooperation and the synergy of efforts, with an organized system of supports at intermediate and central level, both governmental and non-governmental.

- Focuses on *groups and institutions, relationships and networks* rather than on isolated individuals. The education/learning units are the family group, the school institution, the youth club, the women's group, the community library. The key dynamics for learning and for change lie in the

relationships within and between groups, organizations and institutions. Individuals are viewed as members of a group, not as isolated learners or teachers.

- Proposes a *bottom-up, inside-out* model of educational development and change, one capable of influencing and challenging conventional ways of conceiving (education, social, economic) policy and the conventional "international cooperation for development" model.

The moment is ripe. There is a renewed need and a renewed acknowledgement of the importance of *education, basic education for all* and of *lifelong learning* in the shaping of the new, highly contradictory world that is emerging. Within that context, there is a renewed interest in youth and adult education and learning worldwide, together with an improved information and knowledge base, and better instruments to disseminate it, discuss it and develop it further, reaching both the grassroots and top level decision-makers. This is thus a new opportunity to make the case for a vibrant resurgence of education and learning for all – children, youth and adults – and especially for the poor, making sure their Basic Learning Needs are met, not as remedial and minimalist concessions but rather as part of a renewed strategy for community and human development and social transformation with equity in today's global world.

Appendix 1

A Mosaic of Experiences

Below is a brief description of a few selected experiences related to Adult Basic Education and Learning (ABLE) in the various regions. They were provided by respondents of the survey conducted for this study in 2001, through a questionnaire that was sent by e-mail. Respondents were requested to select one "inspiring experience" in adult education. The term "inspiring" – that is, showing desired trends or desired change in operation – was preferred to "successful" or to "best practice".

ASIA: Community Learning Centers (CLCs) – UNESCO APPEAL

APPEAL is working closely with various partners to promote the Community Learning Center (CLC) as a model for community development and lifelong learning. These partners include Governments, ministries, national NGOs, international NGOs (such as the National Federation of UNESCO Associations in Japan [NFUAJ]), UN Agencies (such as UNICEF and UNDP) and the Asia/Pacific Cultural Centre for UNESCO (ACCU). CLCs, home grown and based on a grassroots approach to meet the genuine identified needs of communities, will promote sustainable development and improve people's quality of life.

CLCs are conceived as grassroots-based institutions for the delivery of literacy, basic and continuing education and other community development activities. The purpose is to promote the creation of a grassroots-based network of centers in the participating countries linked to existing local development activities and facilities.

UNESCO APPEAL (Asia-Pacific Program for Education for All) defines CLCs as: local institutions outside the formal education system for villagers or urban areas usually set up and managed by local people to provide various learning opportunities for community development and improvement of people's quality of life. CLCs are for every citizen and are adapted to the needs of all people in the community through active community participation. The CLC is often located in a simple building. Its programs and functions are flexible and adapted to the needs of the community in that they cater to the needs of adults as well as young people, and in particular to disadvantaged groups.

UNESCO APPEAL under the Japanese and Norwegian Funds-in-Trust is currently supporting sixteen countries in implementing CLCs: Bangladesh, Bhutan, Cambodia, China, India, Indonesia, Lao PDR, Malaysia, Mongolia, Myanmar, Nepal, Pakistan, Papua New Guinea, Thailand, Uzbekistan, and Vietnam. CLCs are different in every country.

Functions of the Community Learning Centers

- Education and training: Literacy classes, Provision of education and skills training activities, Promotion of lifelong learning, Training of non-formal education personnel, Community information and dissemination of resources, Community information and library services, and Advisory and counseling services.
- Community development: Community development projects and Participatory future planning.
- Co-ordination and networking: Linkages between Government and NGOs, and linking traditional village structures with official administrative structures.

Brief descriptions of the projects in each participating country

Bangladesh: The project is implemented by Dhaka Ahsania Mission (DAM), an NGO, in co-operation with the Department of Non-formal Education, Ministry of Education. DAM is implementing the Ganokendra (community-based learning center) project in 764 villages in 5 districts, providing reading materials and basic information for daily life. The CLC project under APPEAL will upgrade the functions of Ganokendra, particularly focusing on income-generation activities and quality of life improvement in such areas as health and nutrition.

Bhutan: Bhutan has been implementing basic literacy programs, including the APPEAL-supported Pilot Project on Literacy for Youth and Adults, since 1992, starting with 10 pilot centers. There are currently 88 NFE centers, with more than 3,000 learners. Some centers are attached to formal schools, others are in community halls or individual homes. Two CLCs are in Bhutan, one in Lhuentse District in the Eastern Region and the other in Zhemgang District in the Central Region. The CLCs aim to provide people in the local communities with literacy and continuing education programs. Two additional CLCs are being constructed in Rangjung and Khurunthang Districts.

Cambodia: There are two CLCs, in Takeo and Kompong Speu Provinces. The Non-formal Education Department, Ministry of Education, Youth and Sports, in collaboration with the local government and community, is the implementing agency. The project aims to promote human development through literacy classes for women, skills training and libraries. There will be opportunities for life-long learning by all people in the communities. The project plans to expand activities and number of centers and link with other organizations involved with community development in Cambodia, such as the National Federation of UNESCO Associations in Japan (NFUAJ.

China: The activities of CLCs focus on literacy integrated with income-generating programs. The CLCs have been established by local communities in Gansu Province and in Guangxi Zhang Autonomous Region. Primary schools in Gansu are the main focal points of the community, providing activities for rural people, whereas three learning centers attached to farmers' training centers have been set up in rural areas in Guangxi Zhang Autonomous Region. Training courses have been organized for farmers and villagers.

India: The Indian Institute of Education (IIE), Pune, collaborated with two communities in Pune to set up CLCs. The center in Shindewadi village is located in the compound of the temple where community people worship regularly, whereas in Matalwadi village the CLC is at the Community Gymnastics Centre where children and young people come every day. Community members have initiated various activities at the CLCs such as short courses in skills training, health and the environment.

Indonesia: Two NGOs are implementing the project, one in Jakarta Bay and another in Siberut, Sumatra, in co-operation with the Directorate of Community Education, Ministry of National Education. The focus of the project in Jakarta Bay is on education and is related to ecological problems specific to the coastal zone area. The CLC in Siberut is located on a remote offshore island, and the focus here is on basic education and community development for poverty alleviation and for the empowerment of the Mentawai ethnic group. Also, there is a government project called PKBM, which commenced in 1998 with 307 learning sites (484 in March 1999) distributed throughout the country.

Lao PDR: CLCs are one of the priorities of the National Education Policy adopted in 1999 and the Rural Development Policy. Over 170 centers established since 1990 are promoting literacy, continuing education and vocational training to empower women and other disadvantaged people. The APPEAL project is supporting to improve the quality of personnel and activities related to CLCs. Orientation workshops for each region have been organized for community leaders, volunteer teachers and district/provincial NFE officials. The project is supporting two CLCs in Saysomboune Special Zone, where most of the population has been relocated from mountainous areas and 43% are illiterate.

Malaysia: Cyber Putra CLC was set up in the compound of the Kelantan Poverty Alleviation Foundation (KPAF), an NGO in Kelantan State. The CLC promotes job creation for community people who live below the poverty line, trains the poor in computer applications for income-generating programs, and is adapting the ATLP-CE programs and approaches for carrying out the center's activities for the disadvantaged population. A university and a computer company are partners in the project.

Mongolia: The Government authorized the Information Resource and Training Centre (IRTC), an NGO, to implement the CLC project. There are CLCs in three regions: one in Ulaanbaatar; one in Gobi at the provincial level, using an existing library; two in the Middle region, using closed down school buildings at the district level; and a mobile (horseback) resource and training unit in rural nomadic areas. The programs focus on continuing education in areas such as income generation, civic education, health and family planning, gender, environmental protection and equality programs.

Myanmar: CLCs have been an integral part of the Human Development Initiative (HDI), supported by UNDP and UNESCO, since 1995. In the pilot phase, seven centers were established in different townships. The project is expected to expand to

31 new centers, covering 96 village clusters in 11 townships. The main target groups are dropouts, out-of-school youths, adult illiterates and under-privileged groups. Literacy and other basic education activities are implemented together with income-generating programs. The local communities contribute materials and labor for the establishment of centers.

Nepal: APPEAL has supported the Pilot Project on Promotion of Literacy for Youth and Adults in Sarahi District since 1992. Also, it has supported the Centre for Education for All (CEFA) which has implemented a CLC in Banepa Municipality. A National Committee on CLCs was formed in April 1999. The Committee decided to continue the CLCs in Sarahi and Banepa with support from APPEAL as well as the Government. Another three communities were identified as pilot project sites to be supported under the project – Ward 18 of Kathmandu, Pithuwa in Chitwan District, and Baitadi in the Far Western Region.

Pakistan: UNESCO APPEAL works with the UNESCO Office in Pakistan in helping two NGOs, the Bunyad Foundation based in Lahore, and the Malik Maula Bakhsh Memorial Trust (MMBMT) based in Islamabad, to set up CLCs together with community people. Both NGOs strengthened and upgraded the existing learning institutions to serve as the CLCs of the community. The activities of the CLCs focus on skills training combined with literacy and savings and credit schemes. The CLCs in Lahore called BERTI (Basic Education Resource Training Initiatives) are using Internet to co-ordinate their own centers and with other organizations.

Papua New Guinea: The Government proposed to implement the project in Ularina village, Wewak District, East Sepik Province. The village is located in the foothills where villagers rely on subsistence agriculture. Most children go to the community school, but more than half the adults, particularly women, are illiterate. Health is also another serious problem in the village. There have been development programs in the village by Christian missionaries since the late 1980s. The proposed CLC will be implemented by local NGOs based on the resources developed under the ongoing programs in the community. At the national level, the project will be co-ordinated by the PNG National Commission for UNESCO. The CLC building is under construction by the village under the supervision of the project co-ordinating committee.

Thailand: The Department of Non-formal Education in co-operation with the Rajabhat Institutes designed tertiary non-formal education curricula and textbooks specially tailored for community people, in particular local community leaders or Tambon Administrative Organizations (TAO), which now play a key role in community development. The Government decentralized funds and authority to the TAOs, which along with the village committees are promoting CLCs. Learning courses, such as micro-planning and community development, are relevant to the work and daily lives of community leaders. The activities of the CLCs are mainly related to income generation. Some CLCs operate in primary schools to provide lifelong learning for all age groups in the community, including early childhood education, primary education, youth and adult equivalency programs and income-generating programs.

Uzbekistan: The CLC is a new initiative in Uzbekistan. As there is a highly literate population (99%), CLCs concentrate on improving access to information via the Internet and on parent/teacher training in preschool education. CLCs are located in two regions, Syrdarya, which is an agricultural area, and Namangan, which is a suburban area. The CLC in Syrdarya is named Istiqlol, which means "independent knowledge." It is located in the compound of the UNESCO Associate School Project school to provide computer classes for villagers and schoolchildren. The Republican Education Centre, a Government research and textbook production organization, co-ordinates the project with technical support from the Ustoz Foundation, a national NGO for teachers, and other organizations.

Vietnam: The CLC project started in 1998 with two pilot centers in Hoa Binh and Lai Chau Provinces, and was expanded in 1999 with two new centers in Thai Binh and Bac Giang. The project is the responsibility of the Research Centre for Literacy and Continuing Education under the National Institute for Educational Sciences, Ministry of Education and Training, in collaboration with the Vietnamese National Commission for UNESCO. Simple buildings have been constructed with the use of local materials and labor. Education and income-generating activities targeting various groups in the communities are under way, including literacy classes for women, equivalency programs for youths and skills training. There is a strong focus on community participation and involvement in order to create sustainable centers that can serve as models. The CLC project also involves collaborative partners, such as UNICEF and the National Federation of UNESCO Associations in Japan (NFUAJ).

In the start-up phase, CLCs need continued support from Governments at national and local levels, as well as from NGOs and international organizations. When communities have become experienced and confident enough to feel a sense of ownership, they will completely take over management of the centers. The main role of APPEAL is to help develop the management capacity of community people as well as local professionals through various training programs. The CLC project will continue to be supported by APPEAL with technical and financial assistance at both national and local levels.

Source: Self-presentation of the project: APPEAL web page: www.unescobkk.org/education/appeal/topic01.htm

BANGLADESH: Community Learning Centres – Ganokendras

Dhaka Ahsania Mission (DAM) is an NGO that has been working on non-formal education for more than two decades. From its experience at the field level gained from implementation of massive non-formal education programs, it has developed this adult education program, which is implemented through a system of Ganokendras (Community Learning Centres-CLCs).

- In Bangladesh there is a need for developing a system and an institution that is visible, belongs to the people and takes care of the needs of the community as a

whole. This is Ganokendra. The program was initiated in 1995 and is ongoing. It is being implemented throughout Bangladesh.

- The general objective of organizing Ganokendra is to create facilities for lifelong learning and community development. Specifically, Ganokendra is organized to facilitate institutionalized support for the people in the community towards improvement of quality of life, their social empowerment and economic self-reliance.

- The curriculum covers basic literacy and numeracy, family, environment, society, religion, values, health, nutrition, gender, women's development, institution building, income generation and employment.

- Ganokendra is accessible to all people in the area, not limited to the neo-literates from literacy centers only. The illiterates, out-of-school children, people with limited reading skills, local school students and youths are allowed to participate in various activities.

- The literacy support is not time-bound. It addresses learning needs of the participants for an indefinite period and offers scope for lifelong learning.

- The members and other local agencies use Ganokendra as an information and an issue-based discussion and training center. To serve as an information center, newspapers, periodicals, newsletters, information and communication materials of government and non-government organizations and agencies are made available there.

- Socio-economic and environmental programs and services of various agencies are linked with Ganokendra activities towards peoples' empowerment and community development.

- In the Ganokendras the learners not only enhance their literacy skills but also solve their social problems and address the needs of the community such as child immunization, pre-school education for the children or literacy classes for the adults. Cultural activities as well as skills training are arranged.

- Women members of Ganokendras have formed groups of 25 for initiating income generation activities. DAM helps them to get vocational and technical skills training and provides credit to the group members for undertaking such activities.

- The people around the Ganokendra are involved at various stages of its implementation and management. One facilitator, recruited from the community, works as Community Worker. She or he initiates the activities and looks after smooth functioning of the Ganokendra. The overall management of the Ganokendra is the responsibility of the Management Committee formed by the people of the locality. There is regular communication between the Facilitator, Management Committee and Dhaka Ahsania Mission field staff, all of who attend Monthly Management Meetings at the Ganokendra.

- The management committee works voluntarily and the running costs are also provided by the community. They collect contribution froms the members of the Ganokendra and the community including seasonal contributions at the time when various crops are harvested. The well-to-do people in the community give special grants for running the Ganokendra. So the Ganokendras are emerging to be a sustainable institution in the long run.

External funding sources include CORDAID of the Netherlands, UNESCO and several other donors.

Sources: Self-presentation of the experience: Kazi Rafiqul Alam, reply to survey.

Rahman n/d. http://www.adeanet.org/wgnfe/publications/rahman.pdf

COLOMBIA: District Computing Centre (Centro de Informática Veredal-CIV) "El Tablazo"

By the end of 1999, the local conflict of interests led to the idea of allocating some financial resources to create a communal area that would give people access to modern technologies, especially as tools applied to education. The local government asked Universidad EAFIT (EAFIT University) for assistance to put the project Centro de Informática Veredal (District Computing Centre) "El Tablazo" in place through its social plan Modelo Conexiones (Connections Model), aimed at integrating ICTs into the school environment.

This program started off by calling the community leaders – municipal authorities, the church, educational institutions, the sports committee, the youth group, the third age group, the country estate owners in the area and the researchers at Universidad EAFIT – to share the initiative with them. The creation of this center aroused the community's interest. They saw it as an opportunity to strengthen teacher training, to provide families with training, to get access to technology and, above all, to improve their quality of life.

There is a varied range of participants. Housewives, farmers, workers, students, children, youths, foremen, those who run plots of land and the local people are the center's suppliers, while schools together with the University and the Fundación Diego y Lía co-operate as external agents.

The Centro de Informática Veredal "El Tablazo" is a communal area where families and six schools from five districts get an opportunity to learn. The program offers activities to people of all ages, irrespective of their gender or age.

The initiative is being co-ordinated by an ad honorem general committee whose members are a local family, in charge of keeping track of the process and identifying the needs; the Fundación Diego y Lía, which provides the financial resources and infrastructure for the activities; the Universidad EAFIT, represented by researchers on educational computing, and four members of the community as suppliers of the center in various activities.

Funds come from the Fundación Diego y Lía, and from the monthly fee each family pays to the community as members of the center, which entitles them to take all the courses and participate in the activities carried out in the center. Optionally, those who are not registered as families, but require special services, pay

reasonable amounts of money to get them. The monthly fee per family in 2001 is about USD 7, which sometimes is a bit too high for them to afford. On a case-by-case basis they may get a discount, determined according to the interest shown by the family and their participation in the different activities. The infrastructure and its maintenance are provided by Fundación Diego y Lía, the Universidad EAFIT, and by donations from the private sector. The infrastructure and additional resources need updating in order to strengthen the development of community projects, which have already been planned, but are still searching for funding.

The computing infrastructure of the center is used by the students as part of their work with the Modelo Conexiones; for collaborative network projects; for communicating via e-mail with other children, youths, schools; for searching the Internet; for creating and using web pages related to their work, institution and community. It is also used by teachers for special courses aimed at implementing the Modelo Conexiones, and by the people in general to learn how to use specific tools such as text processors, spreadsheets, web pages development, Internet search, e-mail, electronic newspaper development, etc. At the end of every year there will be an open exhibition to share that year's achievements. For those who actively and permanently take part in a course, the center issues a certificate.

The project believes that the learning opportunities provided, through and about technologies, can enhance the opportunity of young people to find a job. Adults have started to find sense in the use of technology, as a way to network with others and to participate in the globalization of information. Students have started to show a greater self-esteem, as well as skills to investigate and to manage their own learning process, improving the teacher-student relationship. The active role of women in making sure their children's learning process is a dynamic one, has been outstanding. The mother-child relationship has become more communicative, and has improved by their taking active part in the learning activities and using technologies that are familiar to the younger generation. On the other hand, collaborative teamwork, both educational and communal, is making it possible for the population of the community and the areas around it to share concerns and common interests. This is the case with agriculture, a main concern for the community since it is one of the main resources of the economy in the area.

The center stimulates collaborative work, thus showing the importance of values such as respect for each other's opinions and a positive attitude. As an extracurricular strategy, the computing clubs in the area train social agents and leaders according to their role in the cultural context and the needs of their environment. Those clubs bring the members of a community together to carry out environmental and social work.

Although the center has not been working for long, its achievements are important. However, great difficulty has been met in the integration of the different civil servants, town and government authorities into the initiative due to the cultural characteristics of the region, which for years has been aiming at standing out by itself, thus losing the sense of community. In addition, there are continuous requests to get better and more up-to-date technological infrastructure as a way of standing up for one's rights, which sometimes generate deviations in the processes of acquiring and managing the resources efficiently. The holiday workshops, in which age groups ranging from 5 to 15 share their experiences, have given these groups the opportunity of bonding and making the most of their free time.

All of this is achieved thanks to the local young people, who take active part in the center. Eventually, the center will become a place for everybody.

Sources: Self-presentation of the experience: www.conexiones.eafit.edu.co/civ

Bettinho Prize, Brazil: www.apc.org/english/betinho/2001/bet_app_full.shtml?sh_itm= 4cae955dfbcfadd6dfef5a0f1c9f2b05

ECUADOR: National Literacy Campaign "Monsignor Leonidas Proaño" (1988–1990)

This national literacy campaign, launched by the government in 1988, engaged secondary high students (16–18 year olds, in the last two years of high school) as literacy teachers. Participating in the campaign was a requisite for graduation, replacing the conventional monograph required.

The announcement brought about widespread skepticism and resistance from various sectors of society, particularly the urban middle and upper classes. Critics argued that high school students were functional illiterates themselves, irresponsible, unprepared for the task, and would face many risks in their contacts with the poor in marginal urban neighborhoods and isolated rural communities. However, the plan proceeded and trusted students' capacities to learn and to prove they were responsible.

Nearly 300,000 literacy learners enrolled in the 4-month campaign, nearly 200,000 completed the process (with a 30% dropout rate that is comparatively low at the international level and for this type of campaign), and 85% of them reached a satisfactory level of literacy, based on the final test and the indicators set up for the campaign. Also, impact evaluation indicated the relevance of Human Rights as the overall theme for the campaign, and important effects on learners' self-esteem as well as on their families and communities.

Nearly 70,000 high school students (58% girls and 42% boys) participated in the campaign, organized in school brigades. An 8-month training program was organized for them, combining face-to-face and distance modalities, so that they gained self-confidence and felt prepared for the task. The young people did a wonderful job, both as literacy instructors and as community developers, beyond adult expectations and beyond their own expectations. In the final evaluation of the campaign, 90% of the youth involved said the experience had helped them learn about their own capacities, 66,1% about other youth's capacities, 85% about their country and national reality, and 85% about education; 81% said they liked to teach, 81% admitted they were glad to have participated in the campaign instead of writing a monograph, and 76% said they would repeat the experience again.

The campaign culminated with a Literacy National Congress attended by 1,000 youth literacy instructors, selected by their own brigades as being the best. Here, the youth were asked to reflect on their experience as students and teachers, to critically analyze the Ecuadorian school system and to give the President and Ministry of Education authorities concrete proposals for change.

The campaign was not homogeneous. Diversity was acknowledged and specif-

ic answers to such diversity were explicitly planned and encouraged. In fact, the campaign included two differentiated campaigns: one addressed to the Spanish-speaking population, and one addressed to the Quechua-speaking population. Each had its own modalities of work, calendar, training strategy, materials, etc. The latter was directly under the responsibility of the National Division of Bilingual Intercultural Education (DINEIB), created in 1988 under the responsibility of indigenous organizations. Also, while the initiative was taken by the State, a specific line of work was opened for NGOs, community and social organizations, a special training strategy was organized for them, and they were encouraged to use their own materials if they wanted to.

Two evaluation processes were conducted along and upon completion of the campaign: an internal one (conducted by the Pedagogical Department and financed by UNICEF) and an external one (a team organized and led by UNESCO-OREALC, from Santiago). The final evaluation report integrates and summarizes both (Ministry of Education/UNICEF, 1990).

Both evaluations – internal and external – included an impact evaluation of the literacy campaign for both literacy learners and literacy educators, at three levels: personal, family, and community. In both cases, a survey was conducted (by the UNESCO-led team for literacy learners, and by the Pedagogical Department, for the young literacy instructors) as well as interviews with key informants.

The evaluation reports, as well as other publications related to this campaign, are in Spanish. A few short or journalistic articles have been translated and published in other languages especially by IIZ-DVV's Education and Development. A box is also included in UNESCO's 1997 Status and Trends. This may be a reason why this experience has been little known internationally, since most international literature reviewers and researchers do not read Spanish.

The Ecuadorian National Literacy Campaign was one of the three literacy experiences invited to the World Conference on Education for All (Jomtien, 1990), at a special panel organized on adult literacy. It was given an award in 1990 by the Latin American Association of Human Rights (ALDHU).

Sources: Ecuador 1990; PNUD/UNESCO 1990; Torres, 1990a,b. Fronesis portal: http://www.fronesis.org/ecuador.htm

INDIA: National Literacy Mission and Total Literacy Campaigns

There is not a formal evaluation of India's National Literacy Mission, but there are a number of materials that make possible an "evaluative account" of NLM: census data; national, state, and district level statistics on literacy coverage and enrolment; annual and other periodical reports on literacy issued by the central and state governments; and evaluation studies conducted by universities and specialized institutions as well as from NGOs, often with the support of international agencies.

The 1991 census indicated a literacy rate of 52.21% in India (64.13% males, and 39.29% females). There was dissatisfaction with results of centralized mass literacy efforts. The National Literacy Mission (NLM) emerged as a national scale 'never-before' effort, a hybrid approach that was a program at the center level and at the

level of states, but became a medley of campaigns at the level of districts. Each district shaped its own campaign, according to its possibilities and needs. The NLM depended upon every individual citizen and organized groups of citizens to respond to the call and volunteer their co-operation in terms of time and effort.

The NLM model was inspired in models available elsewhere in the world. However, it was found that India could not readily import a model in toto and needed create a model of its own, and develop and perfect it along the way.

The NLM was launched in May 1988, embracing the 'Total Literacy' concept – 'total' in terms of both the intended coverage of learners and of their literacy competency). The NLM aimed at imparting functional literacy to 80 million adults by 1995; and to 100 million by 1997. By 'functional literacy' the following was meant:

- achieving self-reliance in literacy and numeracy (the NLM defined the desired levels of competencies in the three R's);
- becoming aware of the causes of one's deprivation and moving towards its amelioration through organization and through participation in the process of development;
- acquiring skills to improve one's economic status and general well-being; and
- imbibing the values of national integration, conservation of environment, women's equality, and observance of small-family norm.

Between 1989 and 1980, a successful literacy campaign was conducted in the district of Enrakulam, in the State of Kerala. The district administration decided to campaign for literacy, with people's participation in all stages of planning and implementation. The campaign was eventually adopted all over Kerala. Since then, literacy campaigns have been launched in many districts and States in India. The story of each Total Literacy Campaign is unique and interesting in its own way.

Orissa was a pioneer district for launching and completing the TLC, and Sundergarh was the first district to initiate a campaign of this type, in 1990, coinciding with the International Literacy Year. Sundergarh is a tribal district, with 68% of its population belonging to scheduled castes and tribes. The Tribal Community had taken a lead in the struggle for Independence. Here, there was a strong mass mobilization and environment building, starting with the identification of the learners and potential volunteers. Literacy was viewed as a Social Action Programme and a Programme for People's Empowerment. Slogans and messages were transformed in local dialects, poetic forms, and tribal languages. The campaign here took one and a half years – instead of the stipulated time period in the TLC of six months.

By 1997, literacy rates in India were claimed to have reached 62.00 % (73% males, and 50% females). Claims include also: an overwhelming impact of literacy on women; positive impact on caste and communal relations; increased demand for primary education at the community level; enhanced concern for developing a just and humane society; sensitization of bureaucracy; and literacy placed emphatically on the national education and culture agenda.

However, quality remains a key issue and a key challenge. And so does the need to conduct evaluation studies and accounts of the NLM after more than ten years of consistent and cumulative results of the NLM movement, which has attracted sustained international attention.

ASPBAE (Asian South Pacific Bureau of Adult Education – regional association of ICAE) is engaged since 1999 in a project aimed at "understanding" the literacy

campaigns in India. A first book has been produced and a Phase II of the "Project on the Total Literacy Campaign in India" is being conducted.

Sources: Bhola 2001, n/d; Bordia, survey and personal interview; India n.d.; Karlekar 2000; National Literacy Mission 1994; Siwasmany 1993; Agnihotri and Siwasmany 1993; ASPBAE: http://www.aspbae.org/

KENYA: The Kenya Post-Literacy Project (KPLP)

Within the African context, Kenya is considered a country that has devoted considerable energies to ABLE in recent times.

Adult education in Kenya operates at this point within the institutional framework of the Ministry of Labour and Human Resource Development, through the Board of Adult Education (BAE), created in 1966, and the Department of Adult Education (DAE), set up in 1979. The KPLP is being implemented by the DAE with the assistance of GTZ.

The KPLP has been designed to consolidate and expand basic literacy, numeracy and thinking skills among newly literate adults.

Achievements of the project:

- Review of the Board of Adult Education Act of 1996, and formulation of NFE policy guidelines, with the collaboration of many partners including CIDA and UNICEF.
- Institutionalization of the collaboration among agencies doing post-literacy and NFE programs in the country. To this end the project set up a National Steering committee and also an Inter-sectoral Committee which brings together governmental and non-governmental organizations.
- Capacity development in non-traditional areas such as training of adult education teachers in participatory integrated development, using participatory tools and techniques.
- Development of a competency-based post-literacy curriculum in eight thematic and subject areas.
- Establishment of Community Learning Resource Centers.
- Development of learner-generated materials, tapping indigenous knowledge. Under the name "Talk a Book" it is expected to help learners document indigenous knowledge in a variety of areas.
- Production and distribution of post-literacy materials (23 titles).

Lessons learned:

- There are value-added benefits, which emerge from the adoption of an integrated approach to meeting the learning needs of adults and out-of-school youth.
- Issues related to basic needs, especially of food and general economic security, are more important for people than literacy. Therefore, literacy should emerge from the processes of meeting other priority basic needs.
- Recognition of system dynamics and the creative use of cultural, strategic, technical and political systems are critical prerequisites for sound project management.

- It has not been established that recognition and utilization of the wealth of learners' previous knowledge and experience, perceptions and expectations, facilitate learning, and enhance learner-centeredness and process-oriented project management. They also catalyze reflection on learning.
- Strategic formation of partnerships helps to overcome resistance to collaboration. Experiences indicate that some organizations do not really want to collaborate for reasons of individual visibility, recognition and material gains.
- Management of the process of unlearning old models and the creative facilitation of the process of learning new models reduces threats and possible risks to established institutional reputations and images.
- An integrated development approach that is inclusive of the social, economic, cultural and political needs of the adult learners ensures effective management of change processes.
- Resistance to change at both the individual and organizational levels should be expected. However, if it is not addressed creatively, it has the potential to stifle innovation.
- Consultation and democratization of the project implementation process facilitate faster and more acceptable achievement of project results.
- Establishing a project and operating it as an integral part of a civil service structure has many advantages, including the existence of a code of conduct that facilitates discipline and accountability in task performance.
- The project has helped to show the need of rethinking adult education policies and programs, acknowledging local contexts and changing realities, beneficiaries' needs, and reflection on action.

Source: Self-presentation of the project: Thompson 2001.

NAMIBIA: The National Literacy Programme in Namibia (NLPN)

Two years after its independence from South Africa (March 1990), Namibia launched its comprehensive National Literacy Progamme (NLPN). With an estimated adult illiteracy rate of 60% and an estimated 35% of the Namibian population with less than four years of schooling (1991 census), the government decided to make education, and adult literacy in particular, a national priority. One-quarter of the national budget was set aside for education, and 3% was earmarked for adult literacy, basic and continuing education (most countries, at that time, allocated 1% or less to adult literacy). The overall program NLPN goal was to reach around 400,000 Namibians and achieve 80% literacy by the year 2000.

Under the leadership of the Ministry of Education and Culture, the NLPN operated nationally, in 7 regions, 94 districts and 2,162 localities. The program was organized in four stages: the initial stage was based on primers in ten local languages, the second stage used readers in nine languages, and the third stage used readers in English. The fourth stage consisted of follow up classes. Mathematics texts were also used in all stages. All texts were available free of charge to the learners. The content of the texts, especially after Stage 1, covered a wide range of topics – e.g. health, home management, and government – and some of them were too complicated for the learners, something that has been a rather common

and reiterated problem in adult literacy education programs and campaigns everywhere in the world.

By the end of 1994, around 37,000 learners were enrolled in the four stages of NLP: 37% were in Stage 1, 36% in Stage 2, 21% in Stage 3, and 5% in Stage 4. Women constituted around 80% of the learners enrolled. Success and completion rates of women were in general better than those of men. Also, 70% of the literacy promoters were women. Promoters received a three-week pre-service training course and an honorarium for their work (ten hours of work a week), which meant for women promoters a source of empowerment and economic independence. (70% of literacy promoters had no other income than that coming from their literacy work).

NPLP's evaluation effort and process merit special mention. The decision to conduct a major evaluation after the first three years of implementation of NPLP was taken one year after the launch of the program, by the NLPN management at the Ministry of Education and Culture (MEC). The evaluation took place between September 1994 and April 1995, and was implemented by the MEC with support from Sida and UNICEF.

Thousands of people took part in the evaluation exercise, at all levels: learners, promoters, and technical staff at local, district, regional and national level. In total, seven different sub-studies were conducted, including a national survey of literacy promoters, a tracer study of learners who had enrolled in 1992 (conducted by Regional Literacy Officers), case studies of four selected literacy groups (conducted by District Literacy Organizers), an evaluation of the implementation of NLPN at district level (conducted by Head Office staff members), a community impact study in Northern Namibia (by a team of the University of Namibia), a policy analysis and program evaluation (by international specialists), and a specific case study in Caprivi Region (by a post-graduate student of Stockholm University).

Special attention was given, within the evaluation, to understanding the learners' situations and perceptions vis-à-vis literacy, enrolment or drop-out from NLPN. The learners' evaluation included questions about motivation and need for literacy, literacy environment, internal and external factors contributing to irregular attendance, non-attendance and drop-out, among other things.

A draft report of the evaluation findings was presented and discussed at a national seminar in June 1995, followed by other meetings and seminars.

The objective of this thorough evaluation was to enable the Namibian government to document and evaluate the effectiveness of NLPN during its first phase in order to explore its future potential and to introduce corrections when needed.

Sources: Lind 1996; Tegborg 1996; Fiske 1997.

PERU-BOLIVIA: "Bi-literacy" for indigenous adolescents in Latin America

The World Council of Indigenous Populations (WCIP) and the International Fund for the Development of Indigenous Populations in Latin America have seen their plan of action strengthened in close relation with UN agencies. These actions have taken place in the Latin American and Caribbean region, given the existence of

over four hundred indigenous populations, ethnically heterogeneous, surviving under extreme poverty and social marginality. A major issue is the high illiteracy rate amongst the female indigenous population, especially adolescent girls.

UNFPA and ECLAC (Economic Commission for Latin American and the Caribbean) piloted a methodology on bilingual literacy, reproductive health and gender equality. The project, first tested in Peruvian Quechua communities, is being implemented on a much larger scale in Bolivia. The governments of Mexico, Guatemala, Peru, Paraguay and Chile have expressed interest in replicating and expanding the initiative, adapting the methodology to other indigenous languages.

The methodology provides women and especially adolescents (girls and boys) in indigenous communities with the opportunity to learn to read and write in their native language, while learning about human rights, economic development, environmental protection, self-care, self-esteem, gender relations, and reproductive health and rights.

This methodology for action has been termed 'biliteracy': teaching to read and write in two languages simultaneously means that symbols, words and sentences which are thought-provoking can be highlighted within the everyday context of the family life of indigenous adolescents in a non-school environment. Those learning to read and write discuss human and civil rights, productive organization, environmental protection, family and community organization, child-rearing, comprehensive health care and reproductive health, especially prevention of the so-called poor diseases and sexually transmitted diseases, among many other issues, analyzing them in the light of their specific age and socio-cultural experience.

The method is easy to apply by specially trained young members of the community and is presented in an entertaining manner, which makes it possible to learn to read and write within six months. Requests have been received at biliteracy centres (non-school adult education programs) for training in various areas ranging from technical assistance in agriculture, preventive health care and violation of rights, but there is always an awareness of the importance of self-management, the development of a business culture based on private entrepreneurship, increasing productivity and strengthening traditional community organizations, especially women's organizations. Gender equity deserves special consideration in this methodology, since mechanisms for community work are defined to produce a break with the traditional subordinate role played by women and girls.

Audio-visual recording of educational (reading-writing) and sensitization (sexual and reproductive health and rights) processes is an innovation in itself. Also, a high quality video has been produced for cultural television channels in Latin America, Europe, Canada and the USA. Keeping film records of the activities underway in the bilingual literacy centers, as well as of the various activities carried out by women's organizations, and showing these to the adolescent girls to facilitate a reflection process, constitute an innovation.

- The ultimate goal of the project is to contribute to the quality of life and to improve the reproductive health of 50,000 rural indigenous populations, particularly adolescent girls, in the poorest areas of Mexico, Guatemala, Peru, Paraguay and Chile.

The immediate objectives are:

- basic literary skills in autochthonous languages and Spanish of 50,000 indigenous people in the rural and poorest areas of seven countries, thereby increasing awareness of their sexual and reproductive heath and rights.
- an adapted and validated literacy methodology based on integral or crosscutting topics and a training program based on this methodology.
- 200 community young leaders trained – daughters of traditional birth attendants, health promoters, teachers, and other community members – as bilingual literacy tutors.
- 5,000 local health personnel in the project areas with updated reproductive health knowledge and skills, and strengthened awareness of the specific needs and wishes of the ethno-cultural group they serve.
- greater awareness in rural communities (indigenous and non-indigenous) on gender aspects and sexual and reproductive health.
- design, apply and evaluate the film Integral Bilingual Literacy Programme with a focus on Adolescent' Sexual and Reproductive Health and Rights in each of the areas selected.
- sensitize a large number of people on the living conditions of indigenous adolescents in the selected provinces in Mexico, Guatemala, Peru, Paraguay and Chile.

The primary (direct) beneficiaries are 50,000 rural indigenous adolescents from very poor areas of Mexico, Guatemala, Peru, Paraguay and Chile. Three quarters of them are women and adolescent girls, mostly young women, 11–20 years old. They will learn to read and write, thus strengthening their ability to manage, from a position of empowerment, personal, socio-cultural and economic matters. They will be consulted throughout the project and will identify the themes of highest relevance to them. They will then become the focus of the literacy process.

The secondary (indirect) beneficiaries of the project include:

- 200 young bilingual literacy trainers trained in the methodology of bilingual literacy for reproductive health. The trainers will be mostly part of the community where they work;
- 2,500 local health personnel trained in adolescent attendance, ethno-cultural and gender aspects of service provision and receiving refresher training in sexual and reproductive health.
- 2,500 community-based facilitators trained in bilingual literacy based on gender and sexual and reproductive health and rights.

Sources: Self-presentation of the experience: Hernandez 2001; ECLAC web page: http://www.eclac.cl/cgi-bin/getProd.asp?xml=/celade/noticias/noticias/7/8267/P8267.xml&xsl=/celade/tpl-i/p1f.xsl&base=/administracion/includes/top-bottom-i.xsl

SENEGAL: The "faire-faire" strategy

"Faire-faire" (make do) is the term used, in the Senegalese context, to refer to a strategy, started in the country in 1995, whereby the State and civil society organizations distribute roles in the implementation of adult literacy and basic education

programs at the local level. The main principle is to allow each partner to contribute from its own strengths and comparative advantages.

Certain characteristics or rules are considered essential for such division of labor, namely:

- Separation between the roles of orientation, monitoring and evaluation of programs by the Ministry, and the roles of implementation of literacy programs by the implementing organizations;
- Contracting the literacy services provided by the operating agencies with public funds from the Ministry;
- Equal access to funds by all operating agencies, while ensuring that eligibility criteria are accepted by all partners;
- Impartiality and transparency of the allocation mechanisms;
- Expediting payments to operators.

The government has two missions:

1. Orientation: definition of policies and plans of action, and development of strategies to put them in place in a concerted manner; and
2. Co-ordination, including three roles: promoting a concerted framework for the diagnosis and development of mobilization strategies, and ensuring the research and the resources needed; planning, through the implementation of an integrated action plan and an information system on the state of the art and the evolution of the sector; and monitoring and evaluation, through the implementation of an Observatory of the evolution of the sector and of the strategic review mechanism of policies and plans of action.

The evaluation of the "faire-faire" experience in Senegal shows the following distribution of operators by 2001:

GIE: 35.5%
Associations: 33%
NGOs: 11.29%
Public service: 1.5%
Para-public service: 0.82%
Private service: 0.41%
Religious institutions: 1.53%
Trade unions: 0.14%

The number of operators has been growing steadily, from 94 in 1995 to 500 by the end of year 2000. Also, while in 1995 NGOs represented 37.3% of literacy operators and GIE 18.3%, now NGOs represent 11.29% and GIE 35.5%. This is interpreted as "professionals of literacy being substituted by the new trends with a logic that can generate dysfunctionalities." GIE's mission is to develop economic activities.

In the same period, unitary costs per students have risen from 22,750 F to 37,000 F.

The evaluation shows certain strengths and weaknesses of the faire-faire strategy, as applied in Senegal, as follows:

Strong points

Coherent vision.
Political will.

Autonomy of selection committees.
Transparency and equity in the access to funds.
Satisfaction of demand and expansion of access.
Systematization of the partnership approach.
Coherence of the government role.
Reinforcement of the capacities of the different actors involved.
Better understanding of the issue and practice of literacy.
Reinforcement of communities.

Weak points

Lack of evaluation of faire-faire.
Limited capacities of the operating agencies.
Weak adoption of the "Integrated Approach to Adult Education."
Motivation of actors based more on economic than on philanthropic reasons.
Plethora of concerted structures.
Decentralization and deconcentration not achieved. Insufficient appropriations for the programs by the communities.
Weak autonomy by beneficiaries in access to financial resources.
Heterogeneous groups of learners (9–15 year olds together with adults in many centers visited).
Political, institutional and individual changes.
Focus on quantity (number of persons made literate). Functionality of programs not always achieved.

Source: Wade Diagne et Rassaouloula AW Sall 2001.

VARIOUS COUNTRIES: REFLECT Approach

REFLECT (Regenerated Freirean Literacy Through Empowering Community Techniques) was developed by Action Aid UK as a new approach to adult literacy between 1993 and 1995 through field practice in Uganda, Bangladesh and El Salvador. Since then it has spread rapidly. In 2000 there were over 350 organizations working with REFLECT in over 60 countries, led by national and international NGOs, local and district governments, community based organizations and social movements.

Groups develop their own learning materials by constructing graphics (maps, calendars, matrices, diagrams) or using forms of drama, story-telling and songs, which can capture social, economic, cultural and political issues from their own environment. In this process the development of literacy and other communication skills becomes closely linked to the engagement of people in wider processes of development and social change.

There is a 'renewed' definition of REFLECT that goes further than that given in the 1996 Mother Manual. It is currently defined as:

> "…a structured participatory learning process, which facilitates people's critical analysis of their environment, placing empowerment at the heart of sustainable and equitable development. Through the creation of democratic spaces and the construction and interpretation of locally generated

> texts, people build their own multi-dimensional analysis of local and global reality, challenging dominant development paradigms and redefining power relationships in both public and private spheres. Based on ongoing processes of reflection and action, people empower themselves to work for a more just and equitable society." (Phnuyal, Archer and Cottingham, 1998)

This broader definition comes at a time when some international development agencies are reconsidering their earlier abandonment of adult literacy programs on grounds of inefficiency and ineffectiveness.

The 'renewed' definition presents an evaluation challenge that goes beyond testing the achievement of basic literacy and numeracy. It also crosses several disciplinary boundaries that package different types of outcomes such as literacy and numeracy, empowerment, development, democratization, poverty alleviation, etc.

ActionAid is currently facilitating the creation of an International REFLECT Circle (CIRAC) of leading practitioners from diverse organizations across 20 countries, to promote the evolution of REFLECT, consolidate learning and develop international publications based on practice.

Through 1999 and early 2000 a series of external evaluations were carried out which looked at the outcomes and impact from REFLECT programs in 11 countries. Some elements highlighted by such evaluations include:

- There is an inherent tension between a successful REFLECT program and its being scaled up with large state involvement. The role of the state was an issue in several of the evaluations, not only in terms of contrasting state-run literacy programs with REFLECT but also in terms of establishing partnerships between different stakeholders.
  There is an overriding concern about the need to foster a 'culture' of evaluation within the programs. However, the expected outcomes of many REFLECT programs remained fuzzy, not sufficiently well defined for indicator development. Similarly, the output or outcomes of several programs remain unassessed, making it difficult to develop feedback loops related to positive behaviors. The purpose of participatory evaluation where it has been used, has often been left vague, and in other cases, it has not been invoked.
- For any outcomes where there are diverse groups whose needs are to be met, it is important to distinguish adequately between these groups. Unless it is possible to hold certain factors constant (because one has collected data on them), it may be that the variation being explained is spurious or the attribution to particular factors is erroneous. Evaluations intended to inform potential up-scaling need to pay especial attention to such data gathering. On the other hand, the monitoring of a program for an implementing organization with limited scope may not require such data collection. This underlines the importance of clarifying the purpose of an evaluation and whom it is meant to serve, and matching the data collection with the purpose.

A set of pointers emerges from the evaluations for improving REFLECT programs:

- To nurture the creativity and commitment of the facilitators (which involves seeing to their incentives and materials)
- To ensure the system of supervision works, especially if the program is upscaled to national level

- To integrate REFLECT with community development – do not isolate it in education
- To provide regular refresher courses that meet the facilitators' needs
- To provide other courses of importance
- To organize meetings and exchanges between facilitators
- To resolve the literacy vs. empowerment issue in situ
- To define outcomes and develop measures and indicators of progress as well as documentation guidelines
- To provide for feedback loops from evaluations
- To facilitate the monitoring of evaluations
- To ensure inter- and intra-agency co-ordination and co-operation
- To pay special attention to language issues
- To provide guidelines for constructing a baseline survey as well as testing in literacy and numeracy
- To strive toward the integration of REFLECT in PRSP designs and within larger programs, i.e. not literacy alone

The report concludes that REFLECT has much more promise than has been demonstrated in the set of evaluations reviewed.

Source: Self-presentation of REFLECT, Action Aid web page: http://www.reflect-action.org/, Nov 2001.

http://www.actionaid.org/ourpriorities/education/adultlearning/adultlearning.shtml

Appendix 2

Youth education: Some current trends and challenges

- From programs for youth to programs with youth.
- Making sure positive discrimination adopts an inclusive approach and does not become negative discrimination.
- Dealing with youth, their families and communities.
- From youth as beneficiaries to youth as social and change agents.
- Learning from adults, but also from peers.
- From focus on education to focus on learning.
- Concern not only with the whats but also with the hows of education.
- Adapting while transforming: critical learning and learning for transformation.
- From preventing or correcting negative conducts to identifying and developing positive conducts, talents and assets.
- From concern with employability to concern with workability – not limited to employability.
- Beyond the immediate and the local, to the national and the global.
- More holistic approaches and cross-sectoral interventions.
- Going back to school, but to a different school.
- Complementing formal and non-formal education.
- Beyond project implementation: the importance of documenting and evaluating.

Source: Torres 2001c.

Appendix 3

ALADIN: A Network of Adult Learning Documentation and Information Services

During CONFINTEA V (1997), a workshop was held that focused on adult education and documentation. The participants concluded that an international network of Adult Learning Documentation and Information Services was needed and that UIE's documentation center should lead and co-ordinate an initiative of this type.

ALADIN has currently 90 members from 41 countries in all continents. Since 1999 ALADIN has its own website.

ALADIN's objective is to facilitate informed policy-making, research and program development by making accessible relevant documentation and continuously updated information on adult education. In particular, the Network aims at:

- serving as information broker between researcher-practitioners and policy-makers by preparing and disseminating analytical descriptions-bibliographies of good adult education knowledge management,
- preparing and disseminating publications on significant practices in adult education knowledge management,
- disseminating in multi-format to reach the population without advanced technology (only 20% of ALADIN members so far have data bases accessible via this homepage),
- providing training in adult education knowledge management,
- correcting the uneven distribution of adult education documentation and information resources, including laying groundwork for new centers and staff development,
- intensifying existing and developing new networking mechanisms,
- promoting the information flow between industrialized and developing countries, and bringing in those centers that are not linked electronically.

In 1998 a worldwide survey was implemented and the directory "Developing a Network of Adult Learning Documentation and Information Services" was published. This analytical and annotated Directory of Mem-

bers of the Network of Networks serves as a reference tool for both information seekers and providers.

Source: ALADIN website.

Appendix 4

The Simputer (India) and the Volkscomputer (Brazil): Dealing with the digital divide and with illiteracy

The Simputer

The Simputer (Simple, Inexpensive, Multilingual, People's Computer) is described as an internet device that will bring local-language IT to the masses and that even non-literate users can use. It uses a touch screen interface. The cost is around USD 200. Users do not have no read English or even to be literate in order to use it. Currently the device supports Hindi, Kannada and English. It reads texts in these languages, for those who cannot read.

The Simputer project was conceived during the organization of the Global Village, an International Seminar on Information Technology for Developing Countries, conducted during Bangalore IT.com event in 1998. The Simputer Trust is a non-profit entity that will license the device for manufactures by commercial companies.

Source: Self-presentation of Simputer at Simputer's web page: http://www.simputer.org/

The Volkscomputer

The Volkscomputer is Brazil's version of the Simputer. It is also Linux-based and therefore it is free. The machine is modular so that schools can link a series up to a regular PC that would act as a server. It was created by the Federal University of Minas Gerais at the request of Brazilian federal government. Brazil hopes to manufacture the device for USD 4,600 and sell it to individuals on an installment plan for USD 15 per month. Installing the Volkscomputer in schools will include access to Internet to 7 million students. Brazil is looking for a local manufacturer that can produce the device massively.

Source: Tecknowlogia http://www.techknowlogia.org/TKL_active_pages2/CurrentArticles/main.asp?IssueNumber=11&FileType=PDF&ArticleID=270

Appendix 5

Some overarching and contradictory trends related to basic education in the South

Broader and renewed visions	
FROM	***TO***
State	State and civil society: Education for All by all
Non-Governmental Organizations (NGOs)	Civil society and Civil Society Organizations (CSOs)
basic education as compulsory or primary education for children	basic education as meeting the basic learning needs of children, youth and adults within and outside the school system (Education for All –EFA, proposed in Jomtien)
access to education	access with quality and equity
UPE (Universal Primary Education) as primary school enrolment	UPE (Universal Primary Education) as primary school completion
literacy acquisition	literacy acquisition, development and effective use
educating for (work, production, citizenship)	educating for and in the practice of (working, producing, exercizing citizenship)
uniformity	diversity: No one-size fits all
supply-driven	demand-driven
donor-driven	country-driven
centralized	Decentralized
top-down	top-down and bottom-up
formal education	a diversified education system (formal + non-formal + informal)
face-to-face	face-to-face and distance modalities
traditional media	traditional and modern media
fragmented	holistic: Building bridges and debilitating "either/or" mentalities
separating education and training, general and vocational education	integrating education/training, general/vocational education, within a holistic lifelong learning system
sequence education and production/work	alternation between education/production/work
project	program and sector-wide approach
sector	inter- or multi-sectoral
education (adult education)	learning (adult learning)
lifelong education	lifelong learning
adult (education/training/learning)	youth and adult, and the elderly

Between broad and restricted visions	
FROM	***TO***
education as a right	education as an opportunity
public and free education	cost-sharing schemes for the poor (and in the name of equity)
equity in education as public policy, framed within economic and social policy	equity in education as ad-hoc compensatory programs and projects
basic education	primary education
Education for All – EFA (basic education of children, youth and adults within and outside the school system)	UPE (Universal Primary Education) for children
Universal Primary Education (UPE)	completion of Grade 4 5?
primary education	primary school enrolment
literacy	adult literacy
literacy	initial literacy (minimum level of literacy)
eliminating illiteracy	reducing illiteracy (by half)
the poor	the poorest (the most disadvantaged and at risk)
all	Children
children	Girls
adults	Women
adults	youth and/or young adults
(education for) development	to (education for) poverty alleviation
education	Training
education to promote change	education to adapt to change
education for emancipation	to education for integration
conscientization and critical thinking	livelihoods and life skills
modern and traditional media	Modern media
Information and Communication Technologies (ICTs)	computers and the Internet
"knowledge society"	"information society"

Source: Compiled by R. M. Torres.

Appendix 6

Conclusions of a feasibility study for the creation of an International Literacy Center (1990)

Excerpts:

- In general, there seemed to be more consensuses among people from the North than from the South regarding the need for a World Literacy Center.
- A Center was also favored by respondents who thought coordination and uniformity in such areas as terminology, definitions, evaluation methods, literacy measurement, literacy statistics, and progress monitoring were urgently needed.
- The Center should have a mission in the linkage of literacy to national policies for economic and social development of regions, particularly to policies of agrarian reform.
- People with considerable experience in adult education were opposed to the Center, fearing that it would consume resources best used at the local level, a level which they considered the most pertinent for literacy efforts. They also feared that the Center would become a large, self-justifying bureaucracy, demanding high international salaries and involved in "lavish" travel. Another reason for not welcoming the Center was the belief that it would control communications, and that it would compete with existing documentation centers. A fourth group, by far the smallest, felt that UNESCO was conducting its work effectively and that it simply needed more money.
- Our view is that is necessary to have visibility at the global level in order to direct more work and attention to lower levels. In reviewing the failure of many literacy programs in the Latin American region, REDALF acknowledges various factors: the discontinuous character of literacy campaigns, the inadequate training of literacy teachers, the lack of literacy materials, and limited articulation between literacy and post literacy.
- But we also firmly believe that an agency is needed to pull all of these efforts together.
- The Center would not replace direct activities that are best

conducted at the national or local levels but would strengthen their work by providing technical support, financial assistance, and public visibility.

- The three developing regions exhibit significant differences in terms of the activities carried out in literacy, which reflects in part the level of development of their educational systems and the degree of modernization these regions have undergone.
- There is a generalized perception that governments give priority to formal education and that their literacy programs emphasize too much national unity and do not acknowledge local differences.
- In literacy work we have the paradoxical situation that little work is taking place in proportion to the urgency of the problem and, on the other hand, a significant duplication of effort is occurring.
- The system of delivery is extremely fragmented, lacking the co-ordination formal education receives.
- Most respondents, including those in UNESCO regional offices, were not enthusiastic about encouraging existing institutions such as IBE and UIE to assume the leadership for the promotion of literacy in developing countries. Their view is that those institutions would not be sensitive to the main issues of literacy and that their necessary linkages with local level programs and NGOs would be extremely problematic. UIE was strongly endorsed by German agencies, but several other respondents felt it did not have the expertise of outreach necessary to work with developing countries.
- Some of the respondents who feared an increasingly diminished educational role for UNESCO believe that one of the reasons UNESCO has been unsuccessful in its literacy efforts (in addition to the high costs of its consultants) had been the lack of support from donor agencies.

Some recommendations

- The center should work to minimize "overlapping" efforts.
- We need a center of excellence and vigor, capable of identifying a well-structured program of research and training. We need also a Center devoted to working with small but committed groups to making literacy a more universal human heritage.

– The World Literacy Center we recommend would go beyond clearing house functions. We recommend a Center that would play multiple functions because there must be a constant interplay between research, training, the production and dissemination of literacy materials, and advocacy. An active Center is needed so that it may play simultaneously the role of the expert and the advocate.
– The funding of the Center would come in its initial years from development agencies of countries which have high levels of social consciousness and future vision. (p.89)
– Therefore, we propose that the responsibility for Center funding be taken in its first decade by the Scandinavian agencies.

Source: Stromquist and Kouhanga 1990

Appendix 7

World's Bank "EFA Fast Track" Initiative

The World's Bank "EFA Fast Track" initiative, launched in June 2002, aims at accelerating completion of primary education (grade 4) in 'developing countries' and takes the Millennium Goals as reference for this goal.

A first group of 23 countries were selected for the "fast track" initiative: Albania, Bangladesh, Bolivia, Burkina Faso, Congo Dem Rep, Ethiopia, Gambia, Ghana, Guinea, Guyana, Honduras, India, Mauritania, Mozambique, Nicaragua, Niger, Nigeria, Pakistan, Tanzania, Uganda, Vietnam, Yemen, and Zambia. Five of these countries – India, Pakistan, Bangladesh, Congo, and Nigeria – are those with the largest numbers of out of school children. Together these 5 countries account for nearly half of the estimated worldwide total of 113 million children out of school.

These 23 countries are part of a larger group of 88 low-and middle-income countries which are estimated to need special efforts and assistance in order to meet this goal by 2015.

In order to qualify for financing under the Fast Track, countries must meet two fundamental criteria: (a) a full Poverty Reduction Strategy (PRSP) in place; and (b) an education plan agreed with the donors that prioritizes primary education and that is implemented effectively.

The World Bank announced that it will identify the (data, policy, and capacity) gaps in each country and that it will intensify its work to try to fill them so that all countries become eligible for financing under the Fast Track.

Source: World Bank web site, http://web.worldbank.org/WBSITE/EXTERNAL/NEWS/0,,contentMDK:20049839~menuPK:34463~pagePK:34370~piPK:34424,00.html

Appendix 8

The Global Education Campaign, GCE

GCE stands for:

- Free and compulsory, quality public basic education for all children, for at least eight years, and a second chance for adults who miss out;
- Increased provision of quality early childhood education and care;
- Increased public expenditure on education to at least 6% of GNP, and new resources through aid and debts relief for the poorest countries;
- An end to child labor;
- Democratic participation of, and accountability to civil society, including teachers and their unions, in education decision-making at all levels;
- Reform of International Monetary Fund and World Bank Structural Adjustment policies to ensure they support rather than undermine free, quality public basic education;
- Fair and regular salaries for teachers, properly equipped classrooms and a supply of quality text books;
- Inclusive and non-discriminatory provision of services for all;
- A global action plan for basic education to mobilize political will and new resources in support of national education plans to realize the 2015 targets.

Source: Global Education Campaign website.

Appendix 9

Indicators for the EFA Global Assessment (1990–2000)

Out of the 18 indicators proposed to countries by the EFA Forum for the Global EFA Decade Assessment, three (indicators 16, 17 and 18) referred to young people and adults, and all of them related to literacy only (see box below). The other two goals got lost and were not even part of the final decade assessment, namely the "expansion of provisions of basic education and training in other essential skills", and the "increased acquisition by individuals and families of the knowledge, skills and values required for better living and sound and sustainable development, made available through all education channels". Follow-up measures and indicators to evaluate this type of intervention have not been developed within EFA. Moreover, at Dakar, this final goal – which included the role of mass media in public information and mass education – was eliminated from the goals set for 2015.

INDICATOR	DESCRIPTION
Indicator 1	Gross enrolment in early childhood development programs, including public, private, and community programs, expressed as a percentage of the official age-group concerned, if any, otherwise the age-group 3 to 5.
Indicator 2	Percentage of new entrants to primary grade 1 who have attended some form of organized early childhood development program.
Indicator 3	Apparent (gross) intake rate: new entrants in primary grade 1 as a percentage of the population of official entry age.
Indicator 4	Net intake rate: new entrants to primary grade 1 who are of the official primary school-entrance age as a percentage of the corresponding population.
Indicator 5	Gross enrolment ratio
Indicator 6	Net enrolment ratio
Indicator 7	Public current expenditure on primary education a) as a percentage of GNP; and b) per pupil, as a percentage of GNP per capita.
Indicator 8	Public expenditure on primary education as a percentage of total public expenditure on education.
Indicator 9	Percentage of primary school teachers having the required academic qualifications.
Indicator 10	Percentage of primary school teachers who are certified to teach according to national standards.
Indicator 11	Pupil-teacher ratio.
Indicator 12	Repetition rates by grade.
Indicator 13	Survival rate to grade 5 (percentage of a pupil cohort actually reaching grade 5).
Indicator 14	Coefficient of efficiency (ideal number of pupil years needed for a cohort to complete the primary cycle, expressed as a percentage of the actual number of pupil-years).
Indicator 15	Percentage of pupils having reached at least grade 4 of primary schooling who master a set of nationally defined basic learning competencies.
Indicator 16	Literacy rate of 15–24 year olds.
Indicator 17	Adult literacy rate: percentage of the population aged 15+ that is literate.
Indicator 18	Literacy Gender Parity Index: ratio of female to male literacy rates.

Source: EFA Forum 2000a.

Appendix 10

List of persons surveyed and interviewed for this study

Name	Survey (questionnaire)	Conversation, interview	Country	Institution
1 Kazi Rafiqul Alam	X		Bangladesh	Dhaka Ahsania Mission
2 Maria Lourdes Almazan-Khan	X		India	ASPBAE -Asian South Pacific Bureau of Adult Education
3 Guillermo Alonso Angulo	X		Mexico-Yucatán	IEPAAC
4 Aya Aoki	X		Japan/USA	The World Bank
5 David Archer	X		UK	Action Aid
6 José Pablo Arellano	X		Chile	ECLAC/CEPAL
7 Alfredo Astorga B.	X		Ecuador	GTZ, German Cooperation-Ecuador
8 Mamadou Bagayoko	X		Kenya	UNICEF Kenya Country Office
9 Luis Barnola	X		Venezuela/Canada	IDRC – International Development Research Centre
10 Paul Bélanger	X		Canada	ICAE – International Council for Adult Education
11 Julia Betts	X	X	UK	DFID
12 Harbans Bhola	X		India/USA	Indiana University
13 Bettina Bochynek	X	X	Germany	UIE – UNESCO Institute for Education
14 Kolumba Boly		X	Burkina Fasso	Bureau de Cooperation de l'Ambassade de Suisse
15 Anil Bordia	X	X	India	
16 Gisela Burckhardt		X	Germany/Ethiopia	DVV
17 Jose Joaquin Brunner	X		Chile	Fundación Chile
18 Lene Buchert	X		Denmark/France	UNESCO/HQ
19 Jean-Marie Byll-Catarya	X	X	Togo/Switzerland	Swiss Cooperation
20 Lola Cendales	X		Colombia	Dimensión Educativa
21 Anna Lucia D'Emilio	X		Italia/Kosovo	UNICEF
22 Jose Luis Coraggio		X	Argentina	Rector, Universidad Nacional de General Sarmiento (UNGS)
23 Tania Maria De Melo Moura	X		Brazil	UFAL – Universidade Federal de Alagoas
24 Ana Deltoro Martínez	X		Mexico	INEA – Instituto Nacional para la Educación de los Adultos
25 Aicha Bah-Diallo		X	Guinea/France	UNESCO/HQ, BasicEducation Division
26 Maria Clara Di Pierro	X		Brazil	Ação Educativa
27 Boubacar Diarra	X		Madagascar	UNICEF
28 Marion Döbert	X		Germany	Bundesverband Alphabetisierung e.V.
29 Rosa María Falgàs Casanovas	X		Spain (Catalunya)	ACEFIR – Associació Catalana per a l'Educació, la Formació i la Recerca

Name	Survey (questionnaire)	Conversation, interview	Country	Institution
30 Sonia Fernánez-Lauglo		X	Uruguay/France	UNESCO/HQ, Documentation Center
31 DanielGarcía	X		Argentina	Fundación SES – Solidaridad, Educación y Sustentabilidad.
32 Juan Eduardo García-Huidobro	X		Chile	Ministry of Education
33 Estela Gonzalez Astete	X		Peru	TAREA, Asociación de Publicaciones Educativas
34 Pep Aparicio Guadas	X		Spain (Valencia)	CREC – Diputación de Valencia
35 Sun Gui Hua		X	China	Chaoyang Community College, Beijing
36 Ulrike Hanemann	X		Germany	Consultant
37 Marilú Hernández Estrada	X		Guatemala	Ministry of Education – Dirección General de Educación Extraescolar
38 Heribert Hinzen	X	X	Germany	IIZ/DVV – Institute for International Cooperation of the German Adult Education Association
39 Wim Hoppers	X	X	The Netherlands/ South Africa	Netherland Development Cooperation/ S.Africa
40 María Isabel Infante R.	X		Chile	Ministry of Education
41 Jim Irvine	X		Australia/Thailand	UNICEF-EAPRO, Bangkok
42 María Luisa Jáuregui de Gainza	X	X	El Salvador/ Chile	UNESCO-OREALC
43 Mammo Kebbede Shenku	X		Ethiopia	Adult & NFE Association in Ethiopia
44 Ingrid Jung		X	Germany	DSE, Bonn
45 Kenneth King	X		UK	University of Edinburgh
46 Florence Kiragu Nyamu	X		Kenya	FAWE – Forum for African Women Educationalists
47 Cecilia Kolic	X		Argentina	Escuela Enseñanza Media para Adultos 1147
48 Peter Krug	X		Germany	Ministerium für Bildung Wissenschaft und Weiterbildung Rheinland-Pfalz (MBWW)
49 Wolfgang Küper	X		Peru/ Germany	GTZ (PROFORMA)/Ministry of Education
50 Colin Lankshear	X		Australia/ Mexico	UNAM – Universidad Nacional Autónoma de México/Faculty of Education and Creative Arts, Central Queensland University.
51 Jon Lauglo	X		Norway/ USA	World Bank
52 Marty Legwaila	X		Botswana	Ministry of Education
53 María Eugenia Letelier	X		Chile	Ministry of Education
54 Henry M. Levin	X		USA	Teachers College, Columbia University
55 Wang Liangjuan	X		China	BAES – Beijing Academy of Education Sciences
56 Agneta Lind	X		Sweden	SIDA
57 Suwarsih Madya		X	Indonesia	State University of Yogyakarta
58 Chango Mannathoko		X	Kenya	UNICEF
59 Werner Mauch	X	X	Germany	UNESCO Institute for Education (UIE)
60 Carolyn Medel-Anonuevo	X	X	Philippines	UNESCO Institute for Education (UIE)

Name	Survey (question-naire)	Conversa-tion, interview	Country	Institution
61 Daniel Merven	X		Mauritius	College de la Confiance
62 Jedidah Mujidi		X	Kenya	Ministry of Education, Department of Non-Formal Education
63 Josef Müller	X	X	Germany	formerly DSE-German Foundation for International Development
64 Joseph N. Ngu	X		Ethiopia	UN Economic Commission for Africa
65 Fagerli Oddvar		X	Norway	
66 Michael Omolewa	X		Nigeria	Permanent Delegation to UNESCO
67 Adama Ouane		X	Mali/Germany	UIE Hamburg
68 John Oxenham	X		UK	WB consultant
69 Jane Paiva	X		Brazil	UERJ – Universidade do Estado do Rio de Janeiro and UFF – Universidade Federal Fulmínense
70 Hans Persson	X	X	Sweden	Sida, Education Division
71 Enrique Pieck		X	Mexico	El Colegio Mexiquense
72 Ana María Quiroz		X	Chile	Ministry of Education (ex ICAE)
73 Nydia Quiroz	X		Ecuador/ Panama	UNICEF
74 Lalita Ramdas		X	India	Pratham Raigad, Raigad, Maharastra
75 Fray Angelo Regazzo		X	Italy/ Eritrea	Salesian Community, Dekemhare
76 José Rivero	X		Peru/Chile	
77 Clinton Robinson	X		UK	UNESCO-OREALC
78 Alan Rogers	X	X	UK	Consultant
79 Luis Roggi	X		Argentina	Uppingham Seminar
80 Diana Rotman	X		Argentina	Fundación Educambiente, Centro Nueva Tierra, ANDAMIOS
81 Michèle Sato	X		Brazil	Ministry of Education
82 Ernesto Schiefelbein	X		Chile	UFMT – Federal University of Mato Grosso
83 Jorge Sequeira	X		Kazakhstan	CIDE
84 Chu Shiu-Kee	X		China	UNESCO
85 Sara Silveira			Uruguay	UNESCO Institute for Statistics
86 Madhu Singh	X	X	India/Germany	CINTERFOR/ OIT
87 Miguel Soler Roca	X	X	Spain	UNESCO Institute for Education
88 Brian Street	X		UK	King's College London, KCL
89 Ekundayo J.D.Thompson	X		Kenya	GTZ – German Technical Co-operation
90 Ana Torres	X		Argentina	CRESCOMAS – Centro de Recursos Especializado en Sordera, Ceguera y Otras Múltiples Discapacidades en América del Sur
91 Inayat Ullah	X		Pakistan	PACADE (Pakistan Association for Continuing/Adult Education) and LANGOS (Lahore Association of NGOs)
92 Charl Walters		X	South Africa/UK	Education & Development
93 Shirley Walters	X		South Africa	UWC – University of Western Cape

Name	Survey (questionnaire)	Conversation, interview	Country	Institution
94 Roy Williams	X	X	South Africa/UK	Education for Development
95 David Wilson	X		Canada	OISE, University of Toronto
96 Yola Wissa		X	Egypt	Effective People
97 Fred Wood	X		USA	Save the Children/USA
98 Cream Wright		X	UK	Commonwealth Secretariat
99 Leonardo Yánez	X		Venezuela/The Netherlands	Bernard van Leer Foundation (BvLF)
100 Tiedao Zhang	X	X	China	BAES – Beijing Academy of Education Sciences

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Web sites

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ACTION AID/REFLECT, Regenerated Freirean Literacy Through Empowering Community Techniques: *http://www.reflect-action.org*

ADEA, Association for the Development of Education in Africa: *http://www.adeanet.org/*

ALADIN, Adult Learning Documentation and Information Network: *http://www.unesco.org/education/aladin*

ALECSO, Arab League Educational, Cultural and Scientific Organization: *http://www.slis.uwm.edu/ALECSO*

ANLAE, Arab Network for Literacy and Adult Education: no web site

APPEAL, UNESCO Asia-Pacific Regional Bureau for Education/Asia-Pacific Programme of Education for All: *http://www.unescobkk.org/education/appeal/index.htm*

ARLO, Arab Regional Literacy Office: no web site

ASPBAE, Asian South Pacific Bureau of Adult Education: *http://www.aspbae.org*

Bernard van Leer Foundation: *http://www.bernardvanleer.org*

BREDA, UNESCO Regional Office in Dakar: *http://www.dakar.unesco.org/bureau_reg_en/breda.shtml*

CARCAE, Caribbean Regional Council of Adult Education

CEAAL, Consejo de Educación de Adultos de América Latina: *http://www.ceaal.org*

CREFAL, Centro de Cooperación Regional para la Educación de Adultos en América Latina y el Caribe: *http://www.crefal.edu.mx*

ERNWACA, Educational Research Network for West and Central Africa: *http://www.ernwaca.org/*

European Commission: *http://europa.eu.int/comm/index_en.htm*

European Commission/Europe-wide Lifelong Learning Consultation: *http://europa.eu.int/comm/education/life/consultation_en.html*

ICAE, International Council for Adult Education: *http://www.web.net/icae/index.html*

IIZ/DVV, Institute for International Cooperation/German Adult Education Association: *http://www.iiz-dvv.de*

ILI, International Literacy Institute: *http://literacy.org/index.html*

Instituto Fronesis: *http://www.fronesis.org*

IRA, International Reading Association: *http://www.reading.org/*

Millennium Development Goals: *http://www.developmentgoals.org/*

Millennium Goals, A Better World for All: *http://www.paris21.org/betterworld/*

NAAPE, North American Alliance for Popular and Adult Education

PAALAE, Pan-African Association for Literacy and Adult Education: no web site

REPEM, Red de Educación Popular entre Mujeres: no web site

Sida, Swedish International Development Cooperation Agency: *http://www.sida.se/*

The Commonwealth of Learning: *http://www.col.org/programmes/capacity/collit.htm*

The Consultative Group on Early Childhood Care and Development (CG-ECCD/GC-CDI): *http://www.ecdgroup.com/*

UIE, UNESCO Institute for Education: *http://www.unesco.org/education/uie/*

UNESCO: *http://www.unesco.org*

UNESCO Institute for Statistics, UIES: *http://www.uis.unesco.org*

UNESCO/Education for All: *http://www.unesco.org/education/efa/index.shtml*

UNESCO – Monitoring Report on EFA:
http://www.unesco.org/education/efa/monitoring/monitoring_rep_contents.shtml

UNESCO-OREALC, Regional Office for Latin America and the Caribbean: *http://www.unesco.orealc.cl*

UNICEF: *http://www.unicef.org*

University of Stirling, UK; Scutrea 2002, Annual Conference on University Teaching and Results in the Education of Adults: *http://www.scutrea.ac.uk/AnnualConference.html*

WB, World Bank/Adult Outreach Education: *http://www.worldbank.org/education/adultoutreach/*

Glossary

AE	Adult Education
ABE	Adult Basic Education
ABET	Adult Basic Education and Training
ABLE	Adult Basic Learning and Education
ACCU	Asia-Pacific Cultural Centre for UNESCO
ADEA	Association for the Development of Education in Africa
ALADIN	Adult Learning Documentation and Information Network
ALECSO	Arab League Educational, Cultural and Scientific Organization
ANLAE	Arab Network for Literacy and Adult Education
APPEAL	UNESCO Asia-Pacific Regional Bureau for Education/ Asia-Pacific Programme of Education for All
ARLO	Arab Regional Literacy Office
ASPBAE	Asian South Pacific Bureau of Adult Education
BLN	Basic Learning Needs
BREDA	UNESCO Regional Office in Dakar
CEAAL	Latin American Council on Adult Education
CREFAL	Regional Cooperation Center for Adult Education in Latin America and the Caribbean
CSO	Civil Society Organization
EFA	Education for All
ECCD	Early Childhood Care and Development
FE	Formal Education
ICAE	International Council for Adult Education
ICT	Information and Communication Technology
IIZ/DVV	Institute for International Cooperation/German Adult Education Association

ILI	International Literacy Institute
NFE	Non-Formal Education
LC	Learning Community
LLE	Lifelong Education
LLL	Lifelong Learning
MOE	Ministry of Education
NGO	Non-Governmental Organization
OREALC	UNESCO Regional Office for Latin America and the Caribbean
PAALAE	Pan-African Association for Literacy and Adult Education
Sida	Swedish International Development Cooperation Agency
SWAP	Sector-wide approach
TVET	Technical and Vocational Education and Training
UIE	UNESCO Institute for Education, Hamburg
UIS	UNESCO Institute for Statistics, Montreal
UPE	Universal Primary Education
WB	World Bank

Notes on the Author

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