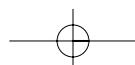# Monitoring and Evaluation of Adult Learning

Report on the Workshop Held at the
CONFINTEA V Mid-term Review Conference,
Bangkok, Thailand, September 2003

Edited by
Werner Mauch

UNESCO

UNESCO Institute for Education
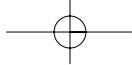
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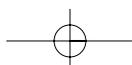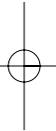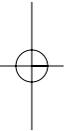
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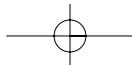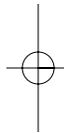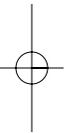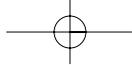
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Preface

Monitoring and evaluation play an essential role in improving the conditions and quality of adult learning, not only from the perspective of providers but also for learners. In CONFINTEA V it was stressed that:

> Monitoring adult learning is of essential importance provided that this does not limit creativity; a standardised module for adult education data collection, covering qualitative and quantitative elements, could be a precious tool for the community of adult educators and researchers. (UIE 1997a)

A thematic review workshop on monitoring and evaluation of adult learning held in September 2003 was organised as part of a series of pre-conference workshops to address emerging issues and explore future prospects for the role of monitoring and evaluation in adult learning. The objectives of this workshop were:

1. To review and assess the progress made in the area of monitoring in adult learning, paying special attention to the period since CONFINTEA V (1997) and to the recommendations and commitments made at this conference (new initiatives, lessons learned, good practices, changing patterns and directions, new methods and concepts, etc.);
2. To examine emerging issues and trends in this area;
3. To produce a set of recommendations as an input to the main conference.

The UNESCO Institute for Statistics (UIS), in collaboration with the UNESCO Institute for Education (UIE), prepared a thematic review report on "monitoring and evaluation of adult learning" as a reference document for the thematic workshop. The contributors to this report come from institutions with extensive knowledge and experience in the monitoring and evaluation of adult learning. They are: Abdul Hakeem (Asia-Pacific Programme for Education for All, UNESCO Bangkok); RikaYorozu (Asia/Pacific Cultural Center for UNESCO Japan); Dominique Simone Rychen (Definition and Selection of Competencies: Theoretical and Conceptual Foundations); Spyros Pilos (Statistical Office of the European Union); Aya Aoki, Maman Sidikou and Helen Abadzi (World Bank); Scott Murray (Statistics Canada); Patrick Werquin (OECD); and Juan Enrique Froemel (UNESCO Santiago).

During the workshop, speakers from different world regions gave short presentations on the status, issues and future prospects for monitoring and evaluating adult learning within different regional and global contexts. The speakers were: H. S. Bhola (United States of America), Nyi Nyi Thaung (UIS), Ivor Baatjes (South Africa), Bhaskar Chatterjee (India), Ruben Klein (Brazil), and Scott Murray (Canada). The summary report, which includes a set of recommendations resulting from the subsequent debate, was prepared under the guidance of Bhaskar Chatterjee. This publication includes a shortened version (without annexes) of the review report prepared by Nyi Nyi Thaung and Doug Lynd under the supervision of Denise Lievesley, Director, UIS. The UIE would like to thank all contributors for their great support.

Werner Mauch
UNESCO Institute for Education
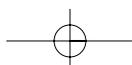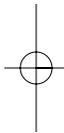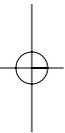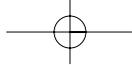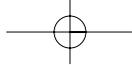
Monitoring and Evaluation of Adult Learning

By

Nyi Nyi Thaung and Doug Lynd
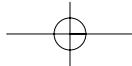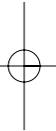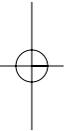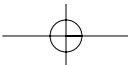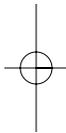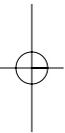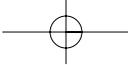
Introduction

As the world moves towards knowledge-based societies, rapid changes are taking place in people's everyday lives. These changes can entail new adult learning requirements. Examples of emerging needs in the realm of adult learning include the following: knowledge and skills for new kinds of labour markets; social and personal development for better social coherence; and literacy education as a fundamental human right and as a requirement for facing new challenges. Adult learning enables people to improve their livelihood and well-being. It also helps to reintegrate marginalised or disadvantaged segments of society. The role of adult learning in lifelong learning processes is now recognised as an imperative in today's world.

CONFINTEA V recognised that adult learning would be a key issue in the twenty-first century and stressed its importance for sustainable development, for promoting democracy, justice, gender equity and other aspects of development, and for building a better, more peaceful society. Moreover, a new vision emerged as a result of the shift in emphasis from adult education to adult learning. CONFINTEA V also recognised learners not as objects but as subjects in the learning process.

Monitoring and evaluation were also stressed as essential for improving the conditions and quality of adult learning, not only for providers but also for learners. CONFINTEA V concluded that it was necessary to improve the quality and transparency of information and to have a better information base for developing sustainable adult learning policies and programmes. It also stressed that:

> Monitoring adult learning is of essential importance provided that this does not limit creativity; a standardised module for adult education data collection, covering qualitative and quantitative elements, could be a precious tool for the community of adult educators and researchers. (UIE 1997a)

Since CONFINTEA V in 1997, many initiatives and activities have aimed to improve the quality of the monitoring of adult learning. The goal is not only to assess achievements and issues to be overcome but also to develop a methodological framework for measuring the outcome of adult learning, as well to promote the culture of monitoring and evaluation among different stakeholders.

Although the scope of learning activities ranges from adult education to adult learning, most monitoring efforts are still provisional in nature and ignore learners' demands and achievements. Non-formal education plays a significant role in adult learning, and yet very little information is available and monitoring efforts remain weak in this domain. This will be one of the most challenging issues for the future agenda on improving the monitoring of adult learning. Despite the difficulties inherent in monitoring adult learning, many countries are now working to develop approaches and projects to this end.

Scope and Objective of the Report

The objective of this thematic report is to review the state and progress of monitoring and evaluation activities in adult learning from an international perspective. It examines the practices used to collect data and information, focussing on the following key topics:

▸ The size and characteristics of target populations in adult learning;

▸ Previous and ongoing monitoring activities, especially developments over the past five years (since CONFINTEA V), data collection methodologies and practices, and indicators to assess adult learning participation, achievements and outcomes;

▸ Emerging issues and challenges for future monitoring and assessment activities;

▸ Action required to address key issues and concerns.

The objectives of adult learning range from eradicating adult illiteracy to providing opportunities for lifelong learning. Objectives also vary from one country to another depending on stages of socio-economic development, adult learning requirements and services.

This review was jointly prepared by way of contributions from various experts, networks, institutions and UNESCO offices. In collaboration with the UNESCO Institute for Education, the UNESCO Institute for Statistics consolidated and incorporated all the inputs and produced this final report, which was presented at the conference on the Mid-term Review of CONFINTEA V.

Reviewing the Need for Adult Learning: Analysis of Literacy and Participation in Adult Learning

People take part in adult learning for different reasons. Programmes and activities are designed to serve the different needs of adult learning. When reviewing various monitoring and evaluation practices, it is important to bear in mind both the demand for adult learning and the diversity of the target populations.

Literacy learning as an aspect of adult learning

Literacy is a central concern of the international adult learning community, representing an essential condition for further adult learning. Considerable adult learning resources have been deployed to improve literacy levels. It is increasingly recognised that literacy skills and proficiency need to be improved to cope with today's ever-changing information society.

According to the latest UNESCO estimates (see technical note below), there were 860 million illiterate adults in the world in 2000, 857 million (98%) of whom live in the developing world. The average literacy rate in developing countries is 74%. Typically, fewer women from developing countries are literate than men, with respective figures of 66% and 81%. Women make up 64% of the total number of illiterate adults in developing countries (see Table 1). These statistical data indicate that there are barriers to women's education in many traditional societies in the developing world.

Improvements have occurred. The number of illiterate adults fell gradually, while the number of literate adults increased significantly between 1990 and 2000. There were 700 million more literate adults in the year 2000 than in 1990. However, globally, progress in eradicating illiteracy is less noticeable as the number of illiterate adults has fallen by only 17 million in the same period (see Figure 1). The existing educational systems and non-formal education programmes have not been able to cater to the learning needs of all children; many have been left out or have dropped out of school and will grow up to become the adult illiterates of tomorrow. At the same time, the provision of adult literacy programmes remains insufficient. Undeniably, there is a need for more and better adult literacy programmes, both for youths and adults, especially in developing countries. Given their disproportionate share in illiteracy, particular attention should be paid to adult programmes for women.

Most illiterate adults live in three regions: sub-Saharan Africa, South and West Asia, and the Arab states and North Africa. Adult illiterates in these three regions accounted for 70% of the world total. Despite the progress made over the last decade, high population growth in these regions has impeded efforts to overcome the problem. The situation is especially serious in South and West Asia,

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where the number of illiterate adults continues to grow. This region has the largest portion of the total number of illiterates with more than 400 million, representing nearly half of adult illiterates in 2000 (see Table 2).

The problem seems to be more pronounced in the least developed countries, where the number of illiterate adults has increased by 19 million over the last decade. Today there are around 185 million illiterate adults in these countries, more than 60% of whom are women. Slightly less than half of the total adult population (48%) and more than half of the adult female population (58%) in these countries are illiterate. It will be a challenging task for adult education stakeholders in those countries to solve this problem and drive development forward.

However, the overall objectives of adult learning should not be reduced to adult literacy and ways to improve literacy levels. Since the Jomtien World Conference on Education for All in 1990, adult basic education is understood to encompass the whole range of learning needed to respond to the basic needs of adults so that they can participate fully and effectively in daily life and work in an ever-changing society. This understanding of basic education was underlined by the CONFINTEA V documents. The *Agenda for Future* clearly stated the goal of ensuring the universal right to literacy and basic education (UIE 1997c). Similarly, the *Framework for Action* that emerged from the World Education Forum in Dakar (2000) articulated the goal of improving levels of adult literacy by 2015, especially for women, and of providing equitable access to basic and continuing education for all adults. Although the estimated number of literate adults has increased significantly over the last decade (by more than 700 million), there are still vast numbers of adult illiterates (more than 860 million) in the world. Adult illiterates outnumber children enrolled in primary education.

One of the problems in defining and measuring functional literacy[1] is the lack of reliable information. It is uncertain how many of those who are officially classified as literate are functionally literate and able to participate effectively in their respective societies. According to the 1998 International Adult Literacy Survey (IALS), which was carried out to measure the literacy proficiency of adults in certain industrialised countries, in 14 out of 20 participating countries at least 15% of all adults' literacy skills were only at the most rudimentary level (defined in IALS as prose literacy level 1), making it difficult for them to cope with the rising skill demands of the information age (see Table 3). Similarly, the findings from Bangladesh's Basic Learning Skills Survey (1992), "indicated that about 30% of the participants failed to master even the lowest competence level in any of the basic skills" (Greaney et al. 1998). The recent literacy assessment survey in Cambodia (1999) also found that only one in four people have reached the self-learning level defined as that of people who can study independently and who are willing to read all kind of materials in search of new knowledge (Cambodian Ministry of Education, Youth and Sports 2000). Inadequate literacy skills

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[1] A person is functionally literate who can engage in all those activities in which literacy is required for the effective functioning of his or her group and community and also for enabling him or her to continue to use reading, writing and calculation for his or her own and the community's development.

can limit an individual's participation in civic society and hinder their ability to benefit from the opportunities society has to offer.

Participation in adult learning

Adult learning encompasses all aspects of learning and training for adults. It is worthwhile to examine participation in adult learning before reviewing the monitoring process. It is very difficult to find comprehensive statistical data on adult learning since many are only available for selected programmes. Moreover, it is especially difficult to find data from developing countries since information is obtained from surveys that are not conducted regularly.

According to the results of IALS and the European Labour Force Survey (ELFS), 20–30% of adults are engaged in some form of training in most Scandinavian countries and in countries such as the United Kingdom, Switzerland and Canada (see Tables 4 and 5). Furthermore, young people in these countries are more likely to pursue training than older people. In most of the surveyed countries, the participation of adults in education and training was closely related to labour mar-

kets and the search for better skills and knowledge to employ in the workplace.

The picture is somewhat different in developing countries. Although some labour force and household surveys in developing countries have attempted to investigate the scale of adult participation in learning, much of the information is scattered. The issue of availability of useful and reliable data on adult education has long been recognised as crucial to the development of effective adult learning programmes.

Governments are now more aware than ever of the importance of having adult learning data for policy purposes and intervention measures. Countries cannot measure the progress on the Education for All (EFA) goals without information on adult learning, especially on the goals of improving literacy and lifelong learning. In preparing national EFA action plans, most countries have mentioned the need to set up a mechanism to collect and compile information on adult learning. However, many issues remain unresolved, such as what data to collect and how to collect it. Moreover, the collection and dissemination of internationally comparable data on adult learning for monitoring purposes will be a challenge.

An International Perspective on Monitoring Adult Learning: Activities and Practices

Monitoring plays an important role in the success and sustainability of adult learning activities. It has served not only in assessing activities and outcomes but also in identifying the issues to be addressed and in providing the necessary inputs for better policy formulation. This section reviews progress made in the monitoring of adult learning from an international perspective. An attempt has been made to highlight some of the major international and regional initiatives, especially following CONFINTEA V in 1997. Many of these initiatives can be traced to the Jomtien World Education Conference in 1990, at which adult learning featured prominently. Certain initiatives from individual countries and local partners may not be reflected here on the assumption that country reports will describe these activities in more detail.

Overview: Monitoring adult learning

Adult learning requirements are permanently evolving in response to changing learning patterns and in order to meet the demands of modern society. Reliable information is required to understand all these developments and to grasp the change taking place in adult learning. Policies and programmes reflecting these changes need to be developed.

Adult learning can be considered in diverse settings and dimensions, involving participation from a wide range of stakeholders. Learning activities range from formal to non-formal and informal learning; learning may vary from acquiring basic literacy skills to improving skills in a work environment, to learning for leisure. People learn not only for work but also to improve their personal and social situation.

The concepts and terms used in adult learning vary from country to country and often even within countries. This lack of consistent definitions makes it difficult to find comparable data to draw a holistic picture of adult learning, not only at international but also at national levels. For a long time, adult educators have been striving to establish common concepts and definitions for adult learning and its measurement. There has been little response to the emerging concept of lifelong learning and the new changes brought about by the modern information society. As a consequence, the policymaking process does not have all the information it needs to develop appropriate interventions.

Information on most formal adult learning activities and programmes is integrated into formal administrative data collection systems, especially for government-run higher, vocational and technical education institutions. However, the programmes and activities of the private sector, non-governmental organizations (NGOs) and/or civil associations are often omitted from these mechanisms for collecting data. In developing countries, adult

education data tends to cover only the local programme level for two reasons: most adult education programmes are non-formal, and in many cases the regular systems for collecting administrative data at the national level are inadequate.

The task of monitoring adult learning activities in non-formal education is not straightforward. Several key issues affect the possibility of obtaining a comprehensive picture of non-formal adult learning, including the following:

▶ Difficulty in identifying relevant programmes/activities offered, since different providers are involved in different areas at different times and report to different authorities;
▶ Disagreement about who should be authorised to collect and consolidate the information from all these stakeholders;
▶ Difficulty in classifying and categorising all collected data in order to present information in a comparable and harmonised way;
▶ Problem of co-ordinating monitoring actions amongst all stakeholders so as to provide reliable data in a sustainable way.

For informal learning activities, concepts become more complicated, making it more difficult to identify activities and collect data. Consequently, surveys of individuals represent the only way to gather this kind of information.

Another key concern is how to monitor and measure adult learning activities from the learner's perspective. Typically, monitoring is restricted to programme achievement; it is not designed to examine the relevance of the learning structure for the learner's everyday life.

Like other education monitoring mechanisms at national and international levels, the state and progress of adult learning can be monitored in two principal ways: by collecting data from service providers and sponsors (the idea is to monitor programme activities, their performance and the participation of target populations), or by gathering the information through surveys and censuses of individuals. These tools aim at providing data from both the learner's and provider's perspective.

As a result of experience gained from using the Educational Management Information Systems (EMIS) in formal education and from new information technologies, there have been attempts to develop the methodology of management information systems to monitor non-formal education activities. Most of these systems have been set up at the local level to collect information from institutions. To date there does not appear to be any national information gathering system covering all adult learning activities in a country. In some instances, information on activities/programmes administered by government or well-established organisations can be collected and made available thorough their information systems, but generally there is no mechanism to gather and collate the information from all sources. Moreover, information on activities implemented by local organisations is often never reported to national systems.

Data collected through administrative channels only provides information on adult learning institutions, programmes, and people's participation in those programmes. In addition, the heterogeneous nature of adult learning from different stakeholders makes it difficult to obtain comparable and holistic information on adult learning through administrative channels. Most adult learning monitoring systems are designed for particular pro-

grammes and institutions and do not attempt to provide comparative data.

One way to obtain comparative information about adult learning is to collect the data through specialised surveys, assessing respondents' ability and skills by using testing instruments, such as literacy assessments. This may be accomplished by including a section on adult learning in household or labour force surveys. The advantage of this method is that it collects information not only on adult learning activities but also on other characteristics of the learner, and on the impact of the learning activity on everyday life. The problem with surveys such as this is that they are expensive to conduct. They cannot provide information about programmes or sub-populations unless the sample size is increased, which in turn raises the cost. However, surveys can provide important information on adult learning to the poli-cy-maker and programme practitioners that complement the information provided through administrative mechanisms.

Although the monitoring of adult learning is still in the developmental stage, improvements have been made and innovative approaches and practices are appearing in both industrialised and developing countries. Regional and international agencies, as well as organisations such as UNESCO, the World Bank, Organization for Economic Co-operation and Development (OECD), Statistical Office of the European Union (Eurostat), Association for the Development of Education in Africa (ADEA), and Asia/Pacific Cultural Centre for UNESCO (ACCU), are working towards improving the monitoring of adult learning. Most of them are still at the field-testing and research stage, but some have made significant inroads and achieved results.

International Efforts to Monitor Adult Learning

One recent initiative has been the development of a framework for the definition of competencies. This project, entitled "Definition and Selection of Competencies: Theoretical and Conceptual Foundation (DeSeCo)", is carried out within the framework of the OECD indicator project led by the Swiss Federal Statistical Office. Development work on defining a classification of adult learning activities has also been undertaken in other projects, such as UNESCO's Nonformal Management Information System and Eurostat's Adult Education Survey initiative. Furthermore, in collaboration with other concerned partners, UNESCO is planning to redefine the operational definition of literacy to reflect new literacy requirements and to facilitate a better assessment process.

UNESCO—particularly its concerned sectors, institutes, and regional and field offices—has initiated a number of programmes and activities to monitor adult learning activities within the framework of lifelong learning and in the context of the United Nations Literacy Decade. One such initiative is Literacy Assessment and Monitoring Programme, which was launched in 2002. It aims to measure a spectrum of literacy levels, especially in developing countries. There are similar initiatives in Asia and Africa with active involvement of UNESCO field offices.

Many adult learning initiatives, especially for lifelong learning, have been developed in the European Union (EU). The importance of lifelong learning for a knowledge-based society and economy was stressed by the heads of states and governments of the EU countries at the European Council meeting in Lisbon in March 2000 and has been underlined several times since then. Anticipating this policy need, Eurostat launched a task force for measuring lifelong learning in February 2000 (TF–MLLL: Task Force Measuring Lifelong Learning).

One of the priorities for the task force is to compile statistical data on learning. To monitor adult learning activities at regional levels, Eurostat is compiling data from the respective countries' statistical authorities as well as through established survey activities, such as the Continuing Vocational Training Survey (CVTS), the Community Labour Force Survey and the Time Use Survey. The Eurostat TF–MLLL recommendations issued in March 2001 urged the development of a specialised household survey as the ideal solution for monitoring adult learning.

Following these recommendations, a task force was launched in December 2002 to develop a harmonised European Adult Education Survey, aimed at gathering adult learning information from all 25 EU member and accession states. To develop a conceptual framework and indicators for measuring adult learning, various policy papers have been produced. These include a *Communication on Lifelong Learning*, the accompanying *Commission Staff Working Paper on Best Practice and Indicators*, and the EU report on indicators of quality in lifelong learning (2001).

The OECD has also carried out a very comprehensive thematic review of adult learning to improve the quality and effectiveness of its activities in member countries. Nine countries have participated in the review and a final report (OECD 2003) was produced. Furthermore, the OECD and Statistics Canada have implemented cross-national surveys such as IALS since 1994 to assess people's literacy scales; a final report was produced in 2000. A new survey called Adult Literacy and Life Skills (ALL), which seeks to profile the skills of adults in participating countries, is also underway.

The World Bank assists member countries in improving adult literacy and non-formal education with various projects, each with monitoring and evaluation components. The monitoring functions of the World Bank partly focus on the extent to which inputs have been provided, but a number of country-level projects have studied outcomes as well. Since the late 1990s, the World Bank has produced a number of reviews and technical papers. A critical finding of these reviews was that the monitoring methods currently in operation for adult literacy projects are not sustainable. The research and evaluation capacity of organisations must be strengthened, but evaluation designs must also be simplified so that they can be implemented. Also, at international level, the World Bank is collaborating with other partner agencies to develop programmes focused on monitoring and evaluation.

Two future priorities for the World Bank in the field of monitoring adult learning will be to develop better techniques for assessing literacy levels (particularly lower level literacy) and basic education outcomes, and improving methods for monitoring and evaluation programmes. The World Bank is also reviewing and re-designing its policy in non-formal education to meet the needs of today's society.

Other organisations and international NGOs are actively involved in improving the monitoring and evaluation of adult learning. For example, the International Labour Organisation (ILO) is employing labour force and time using surveys to collect data on participation in adult learning, while the International Council for Adult Education (ICAE) is gathering global information on adult learning policy.

Monitoring practices: Some initiatives in Asia

In collaboration with UNESCO's Asia and Pacific Regional Bureau for Education in Bangkok, the Asia/Pacific Cultural Centre for UNESCO (ACCU) is developing a website called the Asia-Pacific Literacy Database (www.accu.or.jp/litdbase). This was started in 1997 to share information and exchange ideas on adult literacy programmes. Literacy facts and figures at national and sub-national levels were collected from various sources. This site has become one of the most comprehensive reference sources for adult literacy programmes in Asia.

To facilitate and strengthen the planning and management aspects of non-formal education in many countries in the region, the Asia-Pacific Programme of Education for All (APPEAL) produced four volumes of the APPEAL Manual for Planning and Management of Literacy and Continuing Education. More recently, in 1999, the APPEAL practitioners' manual on monitoring and evaluation of literacy and continuing education programmes

was published (UNESCO PROAP 1999). Several regional and national training workshops have been organised using this manual. Other Asian initiatives to monitor and evaluate adult learning include the following:

- ▶ The Research and Training Centre for Literacy Education at the Southwest China Normal University has developed China Literacy Online (www.chinaliteracy.org) to provide nationwide literacy information over the internet;

- ▶ In Bangladesh the Directorate of Non-formal Education (NFE), Primary and Mass Education Division, is now preparing a computerised monitoring system to monitor ongoing education projects. Other NGOs active in non-formal education have also developed monitoring systems for their activities;

- ▶ The Bureau of Non-formal Education in the Philippines developed a computerised monitoring system in 2000;

- ▶ The Northern Regional NFE Centre in Thailand is setting up a web-based monitoring system to shorten the time lag between reporting and feedback, as well as to allow NFE instructors to access information.

Monitoring practices: Some initiatives in Africa

In Africa adult learning information is mostly available at programme and project levels. Only a few countries, such as Tanzania, Zimbabwe and South Africa, have attempted to collect and consolidate data at national and sub-national levels. Regional efforts to develop systematic data collection on non-formal education, which covers most adult education programmes in Africa, were initiated by the Working Group on Non-formal Education at the Association of the Development of Education in Africa (ADEA-WGNFE; www.adeanet.org/wgnfe).

In 2000 a regional workshop on developing a statistical information system for non-formal education was organised in Kenya. Methodology development work and initial pilot projects have been started in Kenya and Zimbabwe, as well as in Tanzania. Zimbabwe plans to extend its current Education Management Information System (EMIS) to accommodate NFE monitoring systems. In Uganda the Functional Adult Literacy Programme (FALP) is collecting information from various districts.

Although these projects are in their initial stages, more African countries are expressing a desire to participate since the lack of data for policy formulation affects all stakeholders. At the recent Southern African Development Community (SADC) Regional Policy Forum on Quality Education for All (www.adeanet.org/wgnfe/Eve ntsandmeetings/recenteventsandmeetings.htm), it was recommended that regional governments establish or strengthen structures to support and monitor NFE.

Recent International Developments in Monitoring Adult Learning (since CONFINTEA V)

Development of UNESCO's NFEMIS[2]

To help provide data from the non-formal education sector, some international initiatives have begun pilot testing. One such initiative is the Non-formal Education Management Information Systems (NFEMIS), developed by UNESCO's Literacy and Non-formal Education Division in collaboration with the UIS. UNESCO and local partners in Cambodia, India and Tanzania are currently developing and field-testing a set of methodologies for establishing NFEMIS. It collects data on service providers and sponsors, their programme activities and contents, and on educators. By involving governmental agencies and NGOs in building a common NFE monitoring system and database, this programme helps to build partnerships and civil society involvement.

The strategy is to spread the basic NFEMIS system to a growing number of countries and local districts, while building operational capacities and gathering feedback to improve methodology and tools. This pragmatic, incremental approach will help promote interest, participation and co-operation. NFEMIS is also designed to handle local add-ons and links to other databases. The programme moved into the pilot implementation phase in 2002–2003 with a number of activities:

field-testing and capacity building in the pilot countries; revising the methodological manual based on preliminary field experiences; upgrading the district-level handbook; producing a guide to diagnostic studies in NFE; and finalising demonstration database software to use in advocacy and training.

Future planned activities include: forming an international network on the monitoring and assessment of NFE; setting up a working group to bring together pilot countries and experts; enriching the NFEMIS package with experiences from the pilot countries; upgrading the methodology and software tools; determining core NFE monitoring indicators at national and sub-national levels; and training local partners in their production, interpretation and use.

Map-based analysis for non-formal education goals and outcomes (MANGO)

In collaboration with UNESCO's Asia and Pacific Regional Bureau for Education, and within the framework of the Asia-Pacific Programme of Education for All (APPEAL), the Tokyo-based non-profit organisation Asia/Pacific Cultural Centre for UNESCO (ACCU) is developing a community-level management information system called MANGO for community learning centres and district-level personnel to monitor and design effective programmes (www.accu.or.jp/litdbase/mango/index.htm). Activities

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[2] Extracted from "Information Note on NFEMIS" prepared by Shiu-Kee Chu and Margaret Sachs-Israel, UNESCO.

include the development of software and a handbook on collection and analysis of NFE information at the community level.

Preparatory work was carried out in 1999–2000 and since 2001, and pilot projects were carried out by NGO partners in Bangladesh, Indonesia, the Philippines and India. Innovative features of MANGO will include monitoring for quality improvement of projects at the grassroots level; facilitation of participatory and learning processes in monitoring; monitoring action rather than statistics; facilitated production of routine reports and visual reports for non-specialists; creation of interactive and dynamic databases; and support for identification of community development needs (project generation at the grassroots level). Furthermore, the MANGO software, which includes a Geographical Information System (GIS) component, makes it possible to visually present comprehensive information on learning centres, such as socio-economic and education profiles of villages, facilitators' and learners' information, skills and enterprise development courses, and library service information.

International Adult Literacy Survey

The International Adult Learning Survey (IALS; www.hrsdc.gc.ca/en/hip/lld/nls/Surveys/ialsintro.shtml) was launched in 1994 with participation from seven countries, mainly OECD member states. It was carried out in three stages (1994, 1996 and 1998) and was gradually extended to other countries. At present, there are about 30 member countries, both OECD and non-OECD members.

The main objective was to compare, across cultures and languages, literacy performance among people with a wide range of abilities. In the surveys, literacy proficiency is measured at different levels and on many different scales. IALS provides a systematic and scientific methodology for measuring literacy in an ongoing fashion. It employed a unique combination of household survey methods and educational assessment to derive valid, reliable and comparable profiles of the distribution of individual literacy and numeracy skills, and respondent's participation in formal and informal adult learning in multiple countries.

The data gathered in this survey provided the following information: a differentiated profile of adult literacy and numeracy skills; an identification of the social and economic factors associated with higher and equitably distributed proficiency; the degree to which social and economic outcomes at multiple levels depend on the observed skill level; the practical application of literacy and numeracy at work and at home; and the degree to which participation in adult education and training is mediated by literacy skill level. The results showed that many adults lack literacy skills, even in industrialised countries. Improving literacy skills remains a large challenge for educational policy-makers. The success of this programme led to a new initiative called the International Survey on Adult Literacy and Life Skills (ALL; www.ets.org/all), in which countries will gather more comprehensive data on literacy and especially life skills.

Recent literacy assessment surveys (Cambodia and Lao PDR)

Within the context of the EFA assessment, in collaboration with UNDP, UNESCO Cambodia and UNESCO Regional Bureau for Education (Bangkok), the Department of Non-formal Education at the Cambodian

Ministry of Education and Youth carried out a literacy assessment survey in 1999. The objective was to provide the government and various stakeholders with baseline information for planning, implementing, monitoring and evaluating literacy programmes and thus to enable them to employ resources more effectively in order to reach the EFA goals and eradicate poverty. The results of this survey were published in 2000 and showed that only 37% of respondents had basic literacy. Furthermore, only 24.7% were capable of studying independently and were able to read all kinds of materials to access new knowledge (Cambodian Ministry of Education, Youth and Sports 2000).

A similar literacy assessment survey was carried out in Lao PDR in 2001 by the Department of Non-formal Education at the Ministry of Education with support from UNESCO Bangkok and UNICEF Lao PDR. The final report being prepared; its results will provide precise information on the state of literacy and greatly aid the national adult learning policy.

Literacy Assessment and Monitoring Programme (LAMP)

Evidences from earlier initiatives indicates that the measurement of literacy should go beyond the traditional definitions of illiteracy or literacy, and needs to take into account functional aspects of how people use literacy to effectively participate in society. Unlike traditional ways of collecting self-reported literacy data, the new demands of literacy data require appropriate assessment tests and this in turn calls for the use of surveys other than a census. Such data collection strategies need to take into account the cultural and social contexts and policy issues in each country. In order to implement such activity in developing countries, the methodology should be affordable and transferable.

In response to these needs, in 2003 the UIS, in collaboration with other partner agencies, launched a programme called the Literacy Assessment and Monitoring Programme (LAMP), which aims at measuring literacy skills more comprehensively, especially in developing countries. The ultimate developmental aim of LAMP is to improve the understanding of literacy in the world through providing literacy assessment methods and data of sufficient quality to inform decisions made by international development agencies and national policy-makers.

The first phase of this programme covers methodological development and pilot implementation. It aims to help a few selected developing countries to adapt and apply existing literacy assessment methodologies to directly measure functional literacy among samples of their population. In the second phase, the experiences of the countries involved in the pilot tests will form the basis for fine-tuning the methodologies and rendering them more adaptable and meaningful for wider application in the developing world.

LAMP will start as a survey of adults in a small number of developing countries, ensuring capacity building throughout. Once the methodology has been refined, the aim is to make this the standard survey for gathering literacy data across the world. LAMP is now in its infancy and will have to meet many challenges, such as ensuring that test questions are compatible with local socio-cultural and linguistic circumstances; maintaining international comparability; and ensuring the transfer of knowledge. LAMP will provide information about the distribution of literacy by providing estimates of literacy rates

by age group, gender, level of education, and other variables. Such information is of prime importance to those in charge of developing literacy programmes.

Adult education and training statistics in the EU

Besides the International Adult Literacy Survey (IALS) and other literacy assessment surveys, another type of cross-national survey has been carried out with the specific aim of gathering information on adult learning activities. The Continuing Vocational Training Survey (CVTS) is an enterprise survey designed to collect information on continuing enterprise-based vocational training, financed by the enterprises themselves. The survey has been carried out twice so far—in 1994 and in 2000. It is expected to become a regular survey, to be repeated every five years in EU countries, starting in 2006 (forum.europa.eu.int/Public/irc/dsis/edtcs/library?l=/public/publications/statistics_focus).

The EU Labour Force Survey is another important household survey that mainly collects information on employment characteristics of the labour force. Since 1992, the EU countries have been using this survey to gather information on participation in education and training. The Labour Force Survey is a source of information on adult learning and enables participation in education and training to be analysed in relation to labour market variables.

Led by Eurostat, the EU statistical community (the European Statistical System) is preparing to conduct a cross-national survey on adult education. This is part of a proposed system of adult education statistics that is based on two pillars: CVTS and the planned Adult Education Survey. Eurostat created a task force composed of various adult education experts and statisticians, both from the EU member states and other countries with experience in the field (such as Estonia, Switzerland, Canada) as well as concerned international agencies, in order to develop the Task Force for the Adult Education Survey (TF-AES). One of the task force's goals is to develop a methodology for collecting statistical information on learning through a harmonised, dedicated European Adult Education Survey (EU-AES). The task force started its work in December 2002. The proposed contents of a European Union Adult Education Survey would include information on the individual; participation in cultural/social/civic activities, participation in learning activities and the characteristics of learning activities in which the person has participated. This information should cover all types of learning activities (formal, non-formal and informal) that fit within the EU definition of lifelong learning of all adults. The target year for beginning fieldwork is 2005.

The Definition and Selection of Competencies project (DeSeCo)

The DeSeCo project (www.portal-stat.admin.ch/deseco/index.htm) was undertaken in response to an increased interest in information on learning and teaching outcomes and their effects. DeSeCo was initiated by the OECD at the end of 1997 and was carried out under the leadership of Switzerland. It is embedded in the OECD's long-term programme on education indicators (INES), which aims to provide measurements on the functioning, development and impact of education and lifelong learning. Its main mission was to build a broad, overarching conceptual frame of reference for developing key competencies and for their assessment in an international setting.

The work programme consisted of four complementary activities and two international symposia. The first activity was an analysis of studies related to indicators of education outcomes conducted during the 1990s in OECD countries. A main activity in DeSeCo's work programme was the determination of theory-grounded sets of key competencies through expert opinions. A country-specific consultation was organised within the OECD to review national experiences regarding the definition and selection of key competencies and issues related to the development and assessment of competencies. The two international symposia, which took place in 1999 and in 2002, provided important opportunities for debate, exploration and reflection among a wide range of countries, stakeholders and interest groups. Prepared in conjunction with the second symposium, the contributions were published in the symposium report.

DeSeCo can add meaning and conceptual depth to the notion of adult or lifelong learning. A number of key competencies have been identified—within a threefold categorisation—as necessary for each individual to cope in multiple areas of life with complex global challenges and demands. DeSeCo highlighted nine key competencies as potentially relevant for all individuals in OECD countries, and possibly also in transition and developing countries.

The findings of DeSeCo have considerable implications for international assessments (OECD 2002; Murray 2003; Schleicher 2003) and competence development (Ouane 2003; Oates 2003; Gonczi 2003; Rychen and Salganik 2003). The OECD is currently developing a long-term strategy for international assessments. DeSeCo's work provides a conceptual basis for developing a coherent assessment programme to address the issue of competencies for both young people and adults.

Emerging Issues and Challenges

New and old issues concerning the monitoring of adult learning are drawing the attention of all stakeholders, from policy-makers to programme practitioners. These issues and challenges are outlined below.

The technology gap

Globalisation and technological improvement have given rise to an information and knowledge-based society. This has brought many benefits to human society while also creating gaps between those who can enjoy the benefits and those who cannot. New adult learning requirements have been generated, stressing the acquisition of basic literacy skills on the one hand and an effective strategy for handling new labour market requirements and improving skills on the other. It will be a major challenge to monitor and capture information on these wide-ranging requirements.

International and national indicators for adult learning

Since lifelong learning is the key concept in the modern adult learning context, there is a need to develop suitable measurement indicators to reflect this concept at national and international levels. Such an initiative should take into account the new requirements of lifelong learning in both industrialised and developing countries.

Appropriate use of technology

To improve the monitoring of adult learning programmes, available technology can be utilised. Thanks to recent innovations in information technology, the sharing and exchange of information is easier than ever. However, the transfer of appropriate technology and its best use in a cost-effective fashion for monitoring adult learning will be a challenge.

Capacity building at all levels

Unfortunately, most programme practitioners do not pay enough attention to building capacity at all levels. While considerable resources at international and national levels are allocated to primary schooling, adult education receives scarce resources. For capacity building for adult learning is a low priority for policy-makers and programme practitioners.

Creating better co-operation among stakeholders

Collaboration among the broad spectrum of stakeholders is lacking. Sometimes local actors may recognise the benefit and importance of having a monitoring system in their programme but may not have the capacity or knowledge to set it up. Learning from those with experience means that resources are shared effectively and ties strengthened with other local practitioners. Informing and sharing information is made easier with modern technol-

ogy; however, transferring these advantages to people without the respective capacities or sufficient resources represents a challenge for most adult educators in the developing world.

Importance of government support and commitment

Government support and appropriate guidelines are central to establishing a monitoring culture in adult learning programmes. Various types of stakeholders are involved in adult learning programmes, often with different monitoring objectives, capacities or operations. Lack of government support and guidance may discourage or hamper monitoring measures, which can compromise standardisation and results.

Improving data quality and feedback mechanisms

Generally, organisations involved in adult learning have tended to collect more and more data on the assumption that more data will provide more information. However, there are fewer resources and less capacity available for adult learning than for other types of education, especially for monitoring. Furthermore, the variety of participants and learning programmes makes the monitoring of adult learning programmes more complex than other

types of monitoring. Greater data sensitisation is therefore required at all levels.

Transparency and accountability of information

Last but not least is the issue of transparency and accountability of information. Many stakeholders involved in various types of adult learning programmes and their monitoring operate as individuals. The lack of appropriate centralised measures to verify monitoring standards means that information on adult learning is often unaccountable and non-transparent. Furthermore, the diversity of programmes and the involvement of various stakeholders makes it difficult to obtain a comprehensive overview of adult learning even in specific contexts. While collecting information through surveys and research may give some information, it is rather expensive and only provides partial information.

Other issues will emerge in the future while some existing issues will remain unaddressed. At the same time, new tools and methodologies will become available and experience and lessons will be drawn from the past. Adult educators will need to be ready to face new challenges and try to overcome them with the available resources. The next and final section outlines some recommendations for tackling existing and future issues.

Conclusions and Recommendations

While adult learning has become a key component in education, many issues remain unresolved. One out of five adults worldwide is illiterate; and even among the nominally literate, evidence shows that many have inadequate literacy skills to participate effectively in their society. Training and skills improvement are required everywhere to cope with rapidly changing socio-economic circumstances. Thus there needs to be greater general awareness of the fact that education is not a once-off effort but an ongoing endeavour.

Many new initiatives are emerging in different areas. In the realm of formal adult learning, monitoring is generally conducted as part of established systems for collecting formal education data. By contrast, the monitoring of non-formal education is still at a developmental stage. Moreover, since adult learning has varied objectives, target groups and learning structures, it is difficult to build up a comprehensive picture of any country's adult education and training system.

Nonetheless, every effort should be made to clarify all aspects of adult learning so the entire system can be improved for the benefit of society as a whole. Monitoring activities should not neglect key issues such as gender disparities, differences between urban and rural settings, special needs and marginalised groups, knowledge gaps and major international concerns such as globalisation and the AIDS pandemic.

Specific recommendations for addressing emerging issues and challenges are set out below.

1. Development of international frameworks for adult education statistics

As a fundamental cornerstone of adult learning, the concept of lifelong learning needs to be understood better in order to develop suitable programmes and policies. At an international level, it is essential to develop a framework for defining the classification of appropriate indicators and measures. With this tool, countries will be able to develop their own specific monitoring and measurement mechanisms for lifelong learning. Some attempts to create such tools have already been made in industrialised countries (including Eurostat's classification of adult learning activities and the OECD's DeSeCo project), but initiatives also need to take into account the contexts of developing countries.

2. Development of innovative and efficient monitoring systems

New waves of economic, social and cultural changes are creating new adult learning requirements. At the same time, there is still demand for traditional adult learning. The concept of lifelong learning and the need to adapt to new labour market demands have placed adult learning high on the current agenda. However, resources for adult learning still lag behind those of other education sectors. Proper monitoring and effective utilisation of resources is a key factor in successful and sustainable programme planning and

policy formulation because it helps measure inputs, processes and outputs, in addition to providing knowledge to expand and enhance the process.

Innovative methodologies aimed at improving existing monitoring systems for adult learning should be explored. Such approaches and practices should be cost effective, should meet users' needs and be feasible to implement, even with limited resources and capacity. At the same time, existing, successful programmes should be reinforced.

A monitoring mechanism should be built into adult learning activities to ensure that resources are effectively used and outcomes delivered on time. Finally, lessons and experience need to be drawn so that programmes and policy planning can be improved and need-based programmes can be designed.

3. Better use of new technologies in monitoring adult learning

Information technologies have evolved considerably and now affect all aspects of human life. New technologies can be incorporated into the monitoring of adult learning to obtain better, more efficient and more reliable information in a timely manner. Technological applications could range from assessing the programme itself to disseminating information to potential learners and the general public. Most of the more important innovations in information technology are economical and feasible to implement, even in developing countries. Although it may appear too ambitious to use these technologies for monitoring adult learning, especially in the de-

veloping world, immediate opportunities should be explored. Research should be carried out into the most cost-effective uses of various technologies under different circumstances, and into the best ways to integrate and utilise local knowledge and needs.

4. Capacity building and efforts to establish a monitoring culture

Appropriate capacity-building is a key factor. It is essential to promote awareness of the importance of monitoring and to instil a culture of monitoring in adult learning. Without such awareness, monitoring will not be given the attention it deserves and consequently effective programmes and policies will not be designed. A monitoring culture should be fostered and consistently supported at all levels. An adequate statistical infrastructure should also be established at all levels to ensure smooth information flow and feedback mechanisms.

All these efforts would require strong collaboration among stakeholders at all levels (from international to local). Stakeholders involved in monitoring efforts need to share experiences with one another and to build a network to share and pool the resources and make the best use of modern advances in technology. Furthermore, substantive government support and appropriate guidelines will be essential for establishing a sustainable monitoring culture at all levels and for making information accountable. Finally, programmes would benefit from cross-country studies and surveys on monitoring adult learning activities and participation.

Technical Note

Literacy is defined here as the ability to write and read, with understanding, a short, simple statement related to one's daily life. Literacy involves a continuum of reading and writing skills, sometimes extending to basic arithmetic skills (numeracy) and life skills. Literacy reflects the cumulative achievement of primary education and adult literacy programmes in imparting basic literacy skills to the population, thereby enabling people to apply such skills in daily life and to continue learning and communicating using the written word.

The data referred to in this booklet is drawn from the latest literacy estimates and projections as assessed in July 2002 by the UNESCO Institute for Statistics (UIS). These estimates have been derived based on data from national population censuses that usually take place every ten years, together with results from some household surveys. The methodology used for the estimation is summarised in the following publication: *Methodology Used in the 1994 Estimation and Projection of Adult Illiteracy* (UIS 2002).

The population estimates of the United Nations Population Division (revised version, 2000) were used as the basis for estimating the illiterate population. Since the latest literacy statistics from the most recent population censuses (2000) have not yet been released by most countries but are already in use internally in some countries, some of the estimates given here may differ from those in national documents. Furthermore, as there are some variations in the definitions and methods used in collecting and presenting literacy statistics, one must be cautious in drawing comparisons across countries.

Unlike other education data, which are mostly collected through annual administrative records or household surveys, literacy data are gathered from population censuses and specific literacy surveys. The question most frequently posed to assess literacy is whether each individual within a household is able to write and read, with understanding, a simple statement about his or her daily life.

Some countries neither include questions on literacy in their censuses nor conduct special surveys, but instead use a person's educational attainment level to determine his or her literacy status. A common practice is to consider those with no schooling as illiterate, whilst defining those who have attended Grade 5 of primary school as literate. The latest UN Principles and Recommendations for Population and Housing Censuses clearly advises countries against adopting this proxy measurement based on educational attainment. It recommends instead that literacy tests be administered either as part of national censuses and household surveys or as part of a post-census sample enumeration. However, it must be recognised that surveys are expensive and censuses very infrequent.

Most of the available data on literacy are based on reported literacy rather than on tested literacy and are in some cases derived from other proxy data. Literacy data are also frequently expressed only as a dichotomy between 'illiterate' and 'literate', rather distinguishing between levels of literacy and their functionality in daily life.

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Appendix: Figure and Tables

Figure 1. **World literate and illiterate populations, 1980–2000**

WORLD literate and illiterate population 1980 to 2000
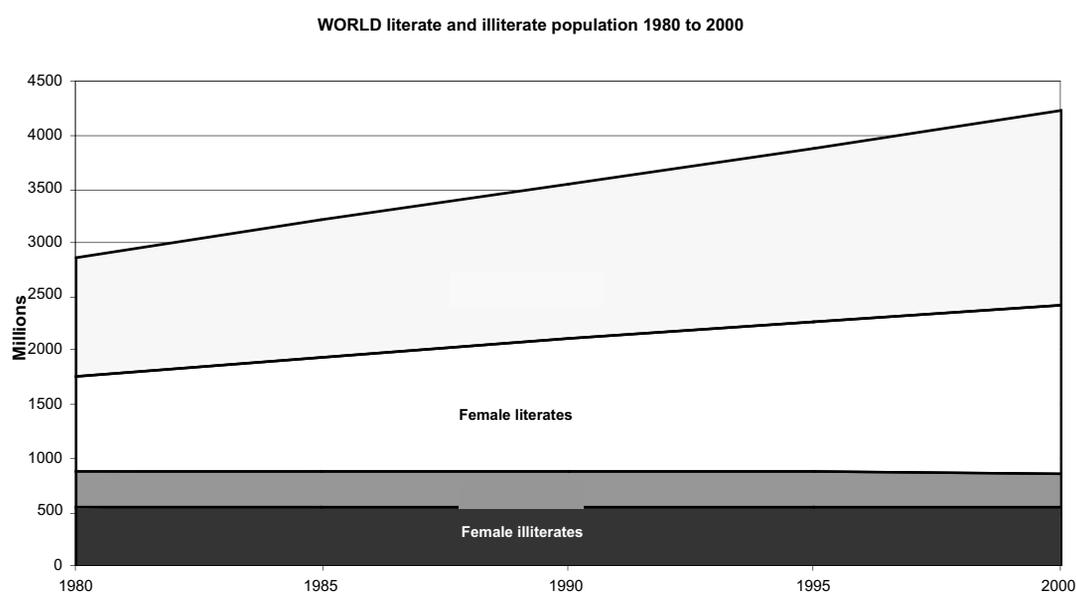
Source: UNESCO Institute for Statistics, July 2002 Assessment

Table 1. **World illiteracy rates by region**

Country or territory	Adult literacy rate (%) (15 years and older					
	1990			2000		
	Total	Male	Female	Total	Male	Female
World	75.3	81.7	68.9	79.7	85.2	74.2
Developing countries / countries in transition	97.7	98.5	96.9	98.6	99.0	98.1
Developing countries	67.0	75.9	57.9	73.6	81.0	66.1
Arab states and North Africa	50.2	63.8	35.8	60.1	71.7	47.8
Central and Eastern Europe	94.6	97.3	92.1	96.2	98.1	94.3
Central Asia	98.9	99.5	98.3	99.6	99.7	99.4
East Asia and the Pacific	80.3	88.1	72.2	86.6	92.5	80.6
Latin America and the Caribbean	85.1	86.8	83.4	88.9	89.9	87.9
North America and Western Europe	97.9	98.4	97.3	98.6	99.0	98.3
South and West Asia	47.5	59.7	34.5	55.3	66.4	43.6
Sub-Saharan Africa	49.2	59.3	39.5	60.3	68.9	52.0

Source: UNESCO Institute for Statistics, July 2002 Assessment

Appendix

Table 2. **World illiteracy populations by region and gender**

Country or territory	Number of adult illiterates (15 years and older) (in thousands)			
	1990		2000	
	Total	% Female	Total	% Female
World	879,130	63%	861,966	64%
Developing countries and countries in transition	21,970	70%	14,895	67%
Developing countries	857,159	63%	847,071	64%
Arab states and North Africa	62,400	63%	67,473	64%
Central and Eastern Europe	16,519	77%	12,518	77%
Central Asia	480	80%	222	67%
East Asia and the Pacific	232,904	69%	186,404	71%
Latin America and the Caribbean	41,932	56%	39,254	56%
North America and Western Europe	11,363	65%	7,873	63%
South and West Asia	382,151	60%	412,242	61%
Sub-Saharan Africa	131,380	61%	135,980	61%

Source: UNESCO Institute for Statistics, July 2002 Assessment

Table 3. **Results of International Adult Literacy Survey for literacy**

Percentage of population aged 16–65 at prose literacy level, 1994–1998				
Country	Level 1	Level 2	Level 3	Levels 4/5
Canada	16.6	25.6	35.1	22.7
Germany	14.4	34.2	38.0	13.4
Ireland	22.6	29.8	34.1	13.5
Netherlands	10.5	30.1	44.1	15.3
Poland	42.6	34.5	19.8	3.1
Sweden	7.5	20.3	39.7	32.4
Switzerland (French)	17.6	33.7	38.6	10.0
Switzerland (German)	19.3	35.7	36.1	8.9
United States of America	20.7	25.9	32.4	21.1
Australia	17.0	27.1	36.9	18.9
Belgium (Flanders)	18.4	28.2	39.0	14.3
New Zealand	18.4	27.3	35.0	19.2
United Kingdom	21.8	30.3	31.3	16.6
Chile	50.1	35.0	13.3	1.6
Czech Republic	15.7	38.1	37.8	8.4
Denmark	9.6	36.4	47.5	6.5
Finland	10.4	26.3	40.9	22.4
Hungary	33.8	42.7	20.8	2.6
Norway	8.5	24.7	49.2	17.6
Portugal	48.0	29.0	18.5	4.4
Slovenia	42.2	34.5	20.1	3.2
Switzerland (Italian)	19.6	34.7	37.5	8.3

Source: International Adult Literacy Survey, 1994–1998

Monitoring and Evaluation of Adult Learning

Table 4. **Results of International Adult Literacy Survey on adult learning**

Percentage of population 25–64 years old in adult learning by gender (IALS)			
Country	Participation in past year (IALS)		
	Total	Male	Female
Canada	36.7	37.0	36.0
Denmark	56.2	53.7	58.8
Finland	58.2	54.4	62.0
Norway	48.4	49.1	47.7
Portugal	13.0	14.0	12.0
Spain	–	–	–
Sweden	54.3	52.6	56.0
Switzerland*	41.5	43.6	39.6
United Kingdom	44.9	45.7	44.2

Source: International Adult Literacy Survey, 1994–1998

Table 5. **Results of EU Labour Force Survey on adult learning**

Percentage of population 25–64 years old in adult learning by gender (ELFS)			
Country	Participation in past 4 weeks (ELFS)		
	Total	Male	Female
Canada	–	–	–
Denmark	20.8	17.9	23.8
Finland	19.6	17.7	21.6
Norway	13.3	12.8	13.8
Portugal	3.3	3.2	3.4
Spain	4.9	4.4	5.4
Sweden	21.6	19.2	24.1
Switzerland*	34.7	40.0	29.4
United Kingdom	21.0	17.9	24.4

Source: European Union Labour Force Survey (2001), Eurostat

* Note: Period of reference is one year in both surveys.

Summary Report

Bhaskar Chatterjee

CONFINTEA V acknowledged that economic, social and cultural imperatives involving profound structural changes across the globe drive the new concern for lifelong learning. Compelling economic, social and political changes engendered by the forces of globalisation and technology, as well as by demographic factors, are rapidly creating conditions where more self-reliant participation, more informed decisions, more autonomy and more skills are required from youths and adults. If the challenges of accelerating change are to be met and, at the same time, individual autonomy and creativity are to be fostered, there is a distinct and vital need for a type of learning that is fostered and sustained throughout an individual's lifetime, from early childhood to old age.

For adult and lifelong learning practices around the world to be recognised, and information about them be systematically collected and their quality improved, CONFINTEA V stressed the need to put in place an effective monitoring and evaluation framework. The implementation of that framework is a critical element in the support and achievement of the goal of lifelong learning. The framework must focus on providing policy-makers and other stakeholders (including learners) with suitable information to assist them in making appropriate choices and decisions. To this end, specific recommendations were made:

▸ Emphasise the importance of improving the national and international knowl-edge base, and the statistical infrastructure of adult learning;

▸ Endorse the development of a standardised adult learning data collection process;

▸ Recommend the further development and extension of the International Survey on Adult Education Participation;

▸ Urge UNESCO to strengthen its functions and programme of work connected with the collection of data on adult learning;

▸ Stress the importance of using a wide range of methodologies, including an appropriate balance of quantitative and qualitative methods.

The *Dakar Framework for Action* (UNESCO 2000) represented a renewed commitment to achieving Education for All. Specifically, Goals 3 and 4 require "that the learning needs of all young people and adults are met through equitable access to appropriate learning" and that "a 50% improvement in levels of adult literacy, especially for women, and equitable access to basic and continuing education for all adults [be achieved] by 2015". This commitment calls for effective tools to assess further development and improve the quality of adult and lifelong learning practices.

While noting that there has been some progress both nationally and internationally in terms of the development and implementation of methodologies to monitor and evaluate adult learning since 1997, the workshop group was of the

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opinion that not enough had been done to realise the objectives envisioned in these recommendations. Hence, the group felt that the recommendations now need to be modified and focused in the wake of post-CONFINTEA V developments and of advances that have been made in both the collection of data and the tools and techniques of analysis. After an in-depth discussion, the group decided that the recommendations of CONFINTEA V with regard to monitoring and evaluation should now be suitably modified. The group strongly urges that:

- ▶ Monitoring and evaluation of adult learning be made a central and cross-cutting theme of CONFINTEA VI;
- ▶ Two-way flow of monitoring and evaluation information between local, district, national and international levels be consistently ensured;
- ▶ Consistent and coherent standards be used, allowing for comparability and consistency while ensuring that local needs are satisfied;

- ▶ Qualitative and quantitative data be compiled and analysed to present a more comprehensive and realistic picture;
- ▶ Capacity building be rigorously undertaken at national and sub-national levels for development of statistical, analytical and interpretive capability;
- ▶ The use of ICT for monitoring and evaluation be vigorously implemented;
- ▶ Vigorous efforts be made to locate resources for the development of methodologies and national monitoring and evaluation efforts;
- ▶ Data be collected in disaggregated form allowing comparisons to be made in terms of gender, social/economic groups, regions, etc.;
- ▶ Monitoring and evaluation exercises consider the perspective of the learner;
- ▶ International monitoring and evaluation efforts already under way be further strengthened, and initiatives such as LAMP (UNESCO's Literacy Assessment and Monitoring Programme) strongly supported.

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