

VI International Conference on Adult Education – CONFINTEA VI

SERBIA

**National report on the Development and State of the Art
of Adult Learning and Education**

Belgrade, April 2008

Introduction

Latest historical and social development in Republic of Serbia represents framework for Adult Education and offers a key to its understanding. This development can not be compared with development tendency between two CONFINTEA conferences in other countries, due to specific dynamic of changes in educational sector in Serbia. We can split these changes into three major periods:

- I. Until 2000
- II. 2000 – 2003
- III. 2003 - until today

Serbia belongs to the group of countries where transition is a simultaneous process on several tracks, and for the most part, transition began in 2000. Compared to other Eastern European countries, Serbia is 10 years behind them in process of reform. Within those 'missed' years some negative trends were noticed: GDP decrease from 2200\$ in 1989, to 840-990\$ in 2000 (World Bank's Strategy for help with transition, Report no.22090, June 2001); instead of integration processes, Country found itself in war based disintegration; instead of joining International Community institutions, Serbia was subject to sanctions and isolated; New societies and state communities are still forming; social stratification of population is changing on daily basis due to restructuration and economic impacts. From today's point of view, it's quite evident that those years were more that devastating then missed, devastating on levels, from basic infrastructure to human recourses.

Situation in Serbia in year 2000, when democratic parties took over responsibility for development of society, was almost catastrophic. There was no single social issue/problem without an urgent need for new solution. All socio-political systems needed serious reconstruction, and Education system was definitely one of the foundational issues. Significant number of reform limitation factors impelled Ministry of Education to design the Strategy for the reform of Education, and based on this Strategy, to define priorities and short-term, mid-term and long-term plans of actions and measures. Teams of experts designed series of Strategies, among them and Strategy for the development of Adult Education (Medić, S.; Despotović, M.; Popović, K.; Milanović, M.: Strategy directions for the development of Adult Education, in: High-quality Education for everyone – Journey towards developed Society, Ministry of Education and Sports, Belgrade, 2002). There, the key issues for Adult Education sector were identified:

- Non-adequate and negative policy and social terms towards Adult Education
- Restrictive financial support up to endangered minimum
- Shortage of law regulations and standards
- Absence of Adult Education sector in State administration
- Undefined status of teachers in Adult Education
- Absence of systematic-statistical follow up of Adult Education sector

Based on this analysis, series of Action Plans and measures have been designed and proposed for the most important steps in Adult Education reform. Significant number of International organizations gave their full contribution to these processes, encouraging first of all learning and education related to employment, development of democracy and civil society.

Period after year 2003 is designated by new crises. Disintegration of State Union of Serbia and Montenegro, separation and declaration of independence by Montenegro, crisis on Kosovo and declaration of independence diverted Society's attention to other issues leaving education, including the Adult Education, and its policy and law regulations, as well as its financing and institutionalization on margins of Society. Besides, in 2006, negotiations for Stabilization and

Association Agreement were suspended, which meant another delay of orientation towards European standards and achievements in Education Sector. *The Law on amendments to The law on the foundations of education and upbringing* (Official Gazette No. 58/04) putting back the accent on contents (who aren't flexible and adaptable), rather than on outcomes, was passed. In Education sector key issues were only education of children and young people, while the Adult Education was not considered as development potential and instrument of socio-economic development. Unsolved national matters have had an immense influence on dealing with problems in education, and low economic development disabled the economy to act as flywheel to development of Adult Education.

This is the period of diversified, sometimes even opposing changes. Economic growth was continued e.g. – GDP increased to 5, 7 % in 2006, inflation was brought down from 17, 7% in 2005, to 6, 6% in 2006, also it was recorded significant inflow of FDI, reaching an amount of 1.200 million € in 2003, around 4 billion euro (Strategy for Poverty Reduction, Belgrade, 2007). These data, however, are showing considerable variations depending on political changes, meaning that there is no sustainable growth rate of overall socio-economic indicators. These changes affected education and learning by creating an atmosphere of uncertainty, palliative measures, temporary solutions, moving away from European trends in accepting the concept of lifelong learning and overall marginalization of Adult Education. Society's indifference for education is after all linked to economic growth which is, although slow, encouraging establishment of new ways of learning and education of adults. This led to diversified picture and uneven, almost chaotic development of Adult Education – in terms of financing, providers, programs, participants etc, with lack of systematic approach, quality control, and almost impossible relevant data collection. By its nature heterogenous and dispersive, adult education is even harder to »catch« on systematic way (confirmed by statistical data) in these conditions.

Working group of Ministry of Education Republic of Serbia, made in such way, to try to (through its representatives) collect data which will show, document or illustrate fluid and unevenly developed system of Adult Education in Serbia. Expert group was made of representatives from: Ministry of Education, Ministry of Economy and Regional Development, National Employment Service, Institute for Improvement of Education, Faculty of Philosophy–Adult Education department, Institute for Pedagogy and Andragogy of Faculty of Philosophy, NGO »Society for Adult Education«, along with consultant services from economy, financial and statistic sector.

Impossibility to involve more people in preparation of report, to perform series of necessary researches, as well as the lack of systematic and by standard methodology data collected on adult education, were limiting conditions for this report not to contain solid data on every single aspect of Adult Education. That is why, with all available data from different sources (census data, financial services reports, several institutions reports...), were given descriptions, experts estimations, results of researches and alike.

Although this report is mainly focused on period from CONFINTEA V, in majority of cases it was not possible to give data from before 2000, because difficult socio-economic and political situation, crisis and wars caused considerable reduction in all sectors, including education, and it's almost impossible to reach any reliable data regarding Adult Education. This is why the main focus of this report is situation in Adult Education and Learning in 2007; and where this was possible we gave data from previous years, with main objective to give illustrations of tendencies and trends. In geographical terms report is about the territory of the Republic of Serbia, because data regarding the Republic of Montenegro and Kosovo were not collected systematically since 2000. In any case, where those data were available, they were stated in report, along with special note.

In annexes of the report, relevant documents are included: Strategy for the Development of Adult Education 2006, and Strategy for the Development of Vocational Education 2006.

General Overview

BACKGROUND DATA

Territory	Area in km ²	No. of settlements	Population by census from 1991	Population by census from 2002
REPUBLIC OF SERBIA	88361 ¹⁾	6167 ¹⁾	7576837 ²⁾	7498001 ²⁾
CENTRAL SERBIA	55968	4251	5606642	5466009
VOJVODINA	21506	467	1970195	2031992

¹⁾ Data for Kosovo included

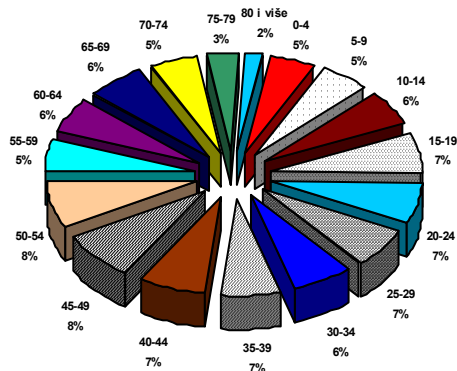
²⁾ No data for Kosovo

When using results from Census, it should be taken into consideration that there is no total comparison of definitions of permanent, e.g. total population in 2002 Census and previous ones. In censuses from 1971, 1981 and 1991, beside regular population, in total population were included also citizens of the Republic of Yugoslavia, who were part-time workers abroad, as well as their families.

According to international recommendations (Recommendation for the 2000 Censuses of Population and housing in the ECE region, New York and Geneva, 1998), in 2002 Census, beside population in country, in total population were included citizens of the Republic of Yugoslavia who are working abroad for less than one year, as well as foreigners working or living here for more than one year.

DEMOGRAPHIC INDICATORS

Serbia is one of the oldest countries in Europe. Percentage of involvement of those aged over 60 in the total population increased significantly in recent time and the number of children and youth is decreasing. According to 2002 census Serbia, without Kosovo and Metohia, had 7,498.0001 inhabitants with the following age structure:



Source: Census 2002, Review per settlements, (Republic Statistic Bureau of Serbia) Republički zavod za statistiku Srbije, Beograd

Natural increase in the population in 2006 (without Kosovo) was negative and around -4,3% (Source: Demographic statistics). Elderly people make 16% of population enlarged for 2% of refugees, and it is expected that in year 2021, they would make 21% of population. Above 50% of elderly people live in poor suburbs with their children, and 1/5 are single.

Structure of population by national and ethnic belonging – data from 2002

Total	Serbs	Montenegrin people	Yugoslavs	Albanians	Bošnjacs	Bulgarian people	Bunjevacs	Vlahs	Go-ranci	Hungarians	Macedonian people	Muslims	Germans
7498001	6212838	69049	80721	61647	136087	20497	20012	40054	4581	293299	25847	19503	3901
100,00	82,86	0,92	1,08	0,82	1,81	0,27	0,27	0,53	0,06	3,91	0,34	0,26	0,05

Roma people	Romanian people	Russians	Rosins	Slovakians	Slovenians	Ukraine people	Croats	Check	Others	Undeclared	Regional belonging	Unknown
108193	34576	2588	15905	59021	5104	5354	70602	2211	11711	107732	11485	75483
1,44	0,46	0,03	0,21	0,79	0,07	0,07	0,94	0,03	0,16	1,44	0,15	1,01

Constitution of the Republic of Serbia guarantees the right for education on mother tongue to all citizens. In practise, this is applied for the most part in primary education, and in secondary and higher education there are special groups for teaching of language of national minority, and it followed by corresponding learning books and other literature.

EDUCATIONAL STRUCTURE

In Serbia, there is a wrong assumption that educational structure of Serbia is affirmative, and this assumption is result of thinking that during socialistic regime in Serbia good foundation for education was created. It is true that this period made good result on improvement of educational structure (considering that after wars, population was barely literate), but today's situation is not even close to appropriate, nor suitable for needs of society in transition period.

Educational structure - age 15 and more, according to census:

	1991		2002	
	N	%	N	%
Total listed	7007422	100	6321231	100
Without formal Education	666819	9,5	357522	5,6
1-3 grades of elementary School	205744	2,9	126127	2,0
4-7 grades of elementary School	1439087	20,5	896847	14,2
Primary Education	1752672	25,0	1509462	23,9
Secondary Education	2255782	32,2	2596348	41,1
Higher Education	267226	3,8	285056	4,5
High Education	354610	5,5	411944	6,5
Unknown	65482	0,9	137895	2,2

Source: Statistical Yearbook of Yugoslavia 2000, Statistical office of the Republic of Serbia, Belgrade, 2000, and unpublished data of Statistical office of the Republic of Serbia.

By following the index of male/female educational ratio, it is visible that women are more uneducated compared to men. Difference between them is highest among population of uneducated people, especially in secondary education level.

Population of 15 years and older according to job and level of education (Census 2002)

	Gender	Total	Without formal Education	1-3 grades of elementary School	4-7 grades of elementary School	Primary education	Secondary education	Higher education	High education	unknown
Republic of Serbia	S	6321231	357552	126127	896847	1509462	2596348	285056	411944	137895
	M	3041667	76995	37517	374016	698692	1401683	150188	223097	79479
	Ž	3279564	280557	88610	522831	810770	1194665	134868	188847	58416
in %, total=100										
Republic of Serbia	S	100	5,7	2,0	14,2	23,9	41,1	4,5	6,5	2,2
	M	100	2,5	1,2	12,3	23,0	46,1	4,9	7,3	2,6
	Ž	100	8,6	2,7	15,9	24,7	36,4	4,1	5,8	1,8

ECONOMIC INDICATORS

GDP growth per capita in the Republic of Serbia in € from 2001 till 2006, according to data presented by Statistical office of the Republic of Serbia was:

2001.	2002.	2003.	2004.	2005.	2006.
1.757	2242	2407	2643	2837	3354

Some indicators (from the first report on the implementation of the Strategy for poverty reduction)

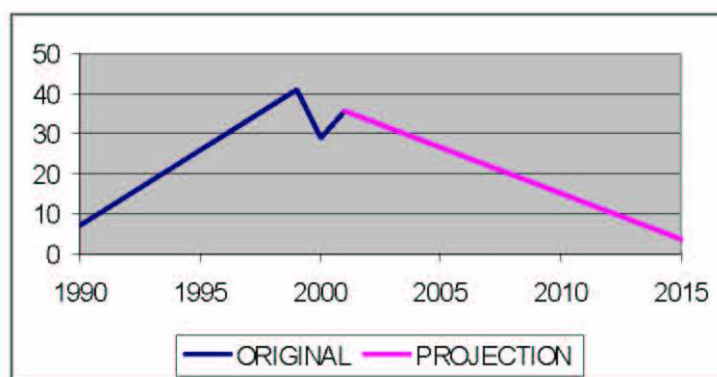
- BDP growth in 2004 was 8% (Strategy for poverty reduction economy growth of 4 - 5% per year) in 2005 was 6.5%
- Participation of investments grew from 12% in 2001, to 18% in 2004. and 21% in 2005
- Debt participation in GDP is reduced: in 2002 for 78, 6%, in 2004, 63,8% and 56% in 2005
- In privatisation process private owned share grew up to 75%

Poverty by education in Serbia in 2002 – population older than 15 years

	%MNO	% poor	Relative risk of being poor	Structure of total population older than 15 years	Structure of poor people	Deepness of poverty	Acuity of poverty
without finished elementary school	36,1%	21,5%	102,5%	17,5%	35,4%	5,1%	1,8%
elementary school	25,4%	14,3%	33,9%	23,3%	31,2%	3,1%	1,0%
secondary school	15,1%	6,9%	-35,1%	47,5%	30,8%	1,2%	0,3%
Post-secondary school	7,8%	2,9%	-72,8%	5,1%	1,4%	0,4%	0,1%
Faculty	5,6%	2,0%	-81,4%	6,6%	1,2%	0,4%	0,1%
TOTAL	20,0%	10,6%	/	100%	100%	2,2%	0,8%

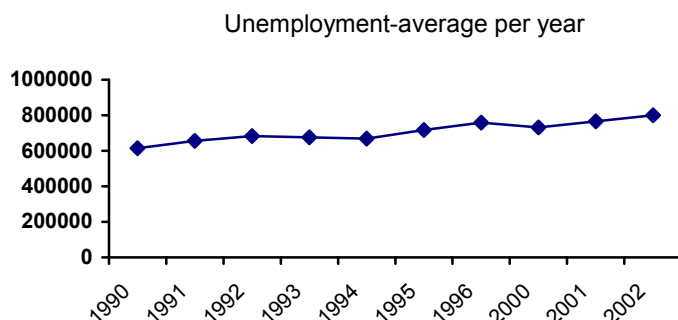
Source: Study for measuring of life standard, Ministry of Social Affaires, 2002.

Millennium Development goals report on Serbia 2002 gives an insight into proportion of population living with less than \$1 a day: “The share of poor population in total in 1990 was only 7,3%. But during 1990s the share of poor population increased dramatically and reached 40,9% in 1999. In 2000 the situation improved slightly. Still, in 2000 approximately one third of population of Serbia (2,8 million) was poor (with average monthly income lower than 30 USD). Among them, more than 18% (1,4 million) lived in extreme poverty with less than 20 USD per month. The situation is even worse as almost 700.000 refugees and IDPs are not included in these data. The poverty index increased from 14,1% to 36,5% in 2000. In the same period the poverty gap ration increased from 1,0% to 3,1% in 2000.” (The Millennium Development Goals - How Much is Serbia on Track, 2002)



EMPLOYMENT

For the past decade in the Republic of Serbia, unemployment increased (data provided by Statistical office of the Republic of Serbia and National Employment Service)



Unemployment rate increased in time scale 2001-2005 and now it's very high (it moves from 21% to 30%, depending calculation methodology). In structure of unemployed people participation of youngest people is dominant- 44, 83%, which is three times more than average unemployment rate for people this age in EU.

Unemployed people by age structure and level of education:

Табела 4.1.7 Незапослена лица према старости и школској спреми⁹⁵

	Незапослена лица (15-64)						
	Укупно	Без школе	Непотпуна основна школа	Основна школа	Средња школа	Виша школа	Факултет, академија или висока школа
Укупно	691879	4601	14444	131472	480918	31947	28497
15-19	55249	478	1387	11234	42150	0	0
20-24	113891	239	1184	17340	86610	6131	2387
25-29	101287	374	2111	12273	70022	7745	8763
30-34	93119	697	412	16472	68337	2429	4772
35-39	73068	584	2237	15071	48974	4316	1886
40-44	77608	727	1510	16285	55699	2269	1118
45-49	73934	1503	2342	14029	49395	4226	2439
50-54	69435	0	1986	16530	42877	2637	5405
55-59	30040	0	837	10763	14985	2194	1261
60-64	4249	0	437	1475	1869	0	467

According to the latest data of National Employment Service from 2008, 859.684 people are looking for a job, out of which 796.040 are unemployed and 427.054 are women.

Majority of unemployed people are those with finished secondary school, which could be explained by the fact that this group makes the majority professionally active people, but also with inadequate and non-adjustable system of secondary education in Serbia for the needs of the economy. In percentage, the group with the lowest unemployment rate is higher/high educated people group. Unemployment rate is highest among population of young people (15-24 years).

Qualification structure of employees and job-seekers (National employment office, data from 2007)

	Unemployed 792 992	Employed 1 127 226
Without qualification	294 216 38%	154 086 13,67%
With completed secondary school (general or vocational)	434 174 54%	674 286 59,82%
Higher education	59 069 8%	298 854 26,51%

Data shows that educational structure of unemployed people in Serbia is unfavourable. About 38% of unemployed don't have any qualifications. Majority of unemployed people have secondary education, and on the other hand, majority of available places for the job are for those with finished secondary school. This all indicates two facts: education system does not correspond adequately to the economy needs, and there are geographical/regional discrepancies between demand and supply of labour force.

Some additional relevant statistical indicators for Serbia (Statistical office of the Republic of Serbia):

Domestic consumption in 2007

- Average monthly consumption per household= 35414 din
- Total available assets per household per month=39170 din, out of \approx 94% in money, and 6% in kind;
- City households 39170 din, country households 34678 din
- 34% of household owns a computer, 26,3% owns internet connection

Source: *Survey on households' consumption 2007*

Earnings

- Average earning in February 2008: gross 43218 din, net 30982 din;
- Average monthly earning in 2007: gross 38744 din, net 27759 din
- Average monthly earning in 2007 in education: gross 40286 din, net 28781 din.
- Earnings increase in 2007: realistic 19,5%, nominal 27,9%

Employment in 2007

- Employed in companies, institutions and other organizations 1432851; private employers and their employees 569494;
- Employed in Education 129426
- Reduction of unemployment rate per year in 2007. is 1,2%

Source: *Statistics of earnings and work force*

- unemployment rate in 2007 (population of 15 years and bit older) = 18,1%; population 15-64 years= 18,8%

Source: *Survey on work force, October 2007*

Gross Domestic Product (GDP)

- 2.042.047, 9 million din in 2006.
- Estimated increase of BDP in 2007. is 7,5%

Source: *National accounts*

Key issues relevant for understanding and improvement of adult education and learning in the Republic of Serbia are:

- Low level of economic development;
- Huge economic, demographic and educational disparities;
- Stagnating population growth, a decrease in the number of children/youth and increase in the number of elderly population;
- Poverty of a large number of population;
- A significant unemployment rate amongst individuals under the age of 30;
- Negative educational structure of overall population;
- Negative educational structure of employed people;
- The unemployed are generally uneducated/undereducated;
- There is no systematic approach to adult education development (strategic, legislative, institutional, related to human resources and financial).

Education System in Serbia

Structure of Educational system consists of:

- Pre-school and primary education, e.g. compulsory education
- Secondary education
- Higher education

Number of institutions, personnel, pupils (students in schools) and students (in higher education)

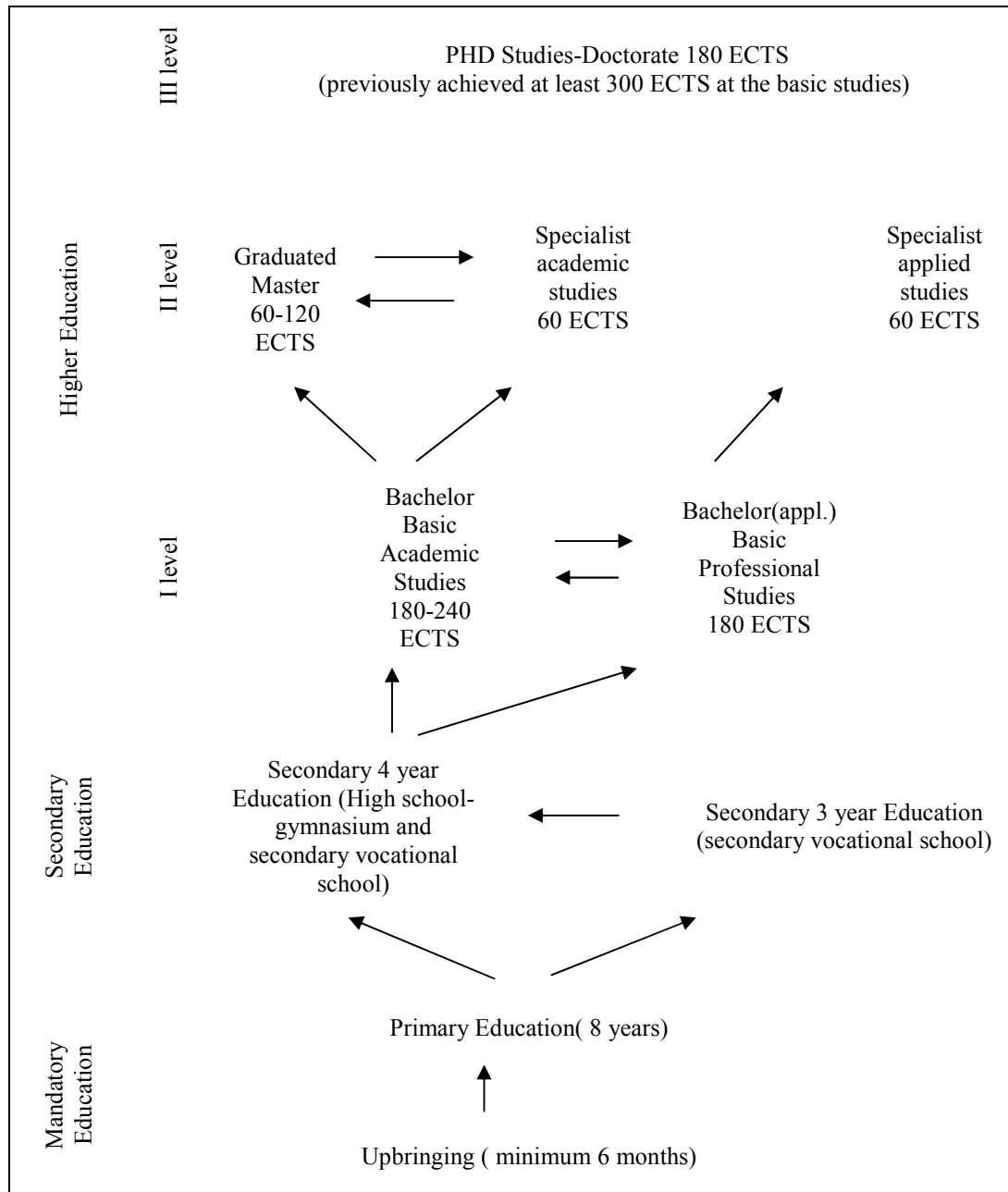
Upbringing institutions (kindergartens) – there are 1.873 of them, and total number of children in all these institutions is over 167.000.

Elementary Schools - there are 3.578 regular elementary schools, 249 schools for children with special needs and 16 elementary schools for adult education. Total number of teachers in these schools is 47.569; number of students attending them is over 656.000. Primary education is compulsory and lasts for 8 years.

Secondary Schools – According to data provided by Ministry of Education, there are 548 secondary schools in Serbia, out of which, 332 are vocational schools). According to data provided by Statistical Yearbook of 2006, number of students attending regular secondary schools is approximately 300.000, and those attending special schools around 1200, while the total number of teachers is 27.300.

Institutions for Higher Education - Institutions for Higher Education are divided on University institutions (universities and faculties, and Art academies) and Non-university Education (academies, applied studies, Higher Education Institutions and Higher Education Institutions for applied studies). There are 7 State' founded Universities, covering 86 faculties, and additional two faculties, that don't belong to any university. Also, there are 46 private faculties, within 7 private Universities. According to data from Statistical Yearbook from 2006, total number of teachers and associates in teaching in every institution for Higher Education is about 12.500, while the number of students is more or less 230.000.

Schematic review of Education System in Serbia



Source: COP - <http://www.cep.edu.yu/>

LEGISLATIVE AND POLITICAL FRAMEWORK FOR ADULT LEARNING AND EDUCATION

The legislative and policy environment of adult education and learning

Compulsory and free-of-charge primary education is provided for everyone under equal conditions by *the Constitution of the Republic of Serbia* (Official Gazette of Republic of Serbia, No. 83/06) as stands in *The Law on the foundations of education and upbringing* (Official Gazette of Republic of Serbia, 62/03, 58/04) and *The Law on Elementary School in the Republic of Serbia* (Official Gazette of Republic of Serbia, No. 50/92). Since beginning of the school year 2006/07 in Serbia, pre-school education for children age six is also compulsory, stated in the

Law (*The Law on amendments to The law on the foundations of education and upbringing*, (Official Gazette of Republic of Serbia, No. 58/04) as integral part of compulsory education.

The law on the foundations of education and upbringing in its main regulations defines the matter of every citizen's right for education. In article 4, of the above mentioned Law is stated that adults are entitle to education, concerning their special educational needs, according to above mentioned Law and special Law.

In section where the institutions which implement education are defined, primary education schools have the authority over implementation of primary education of adults by special, adjusted curricula for adults. At the moment there are 14 schools for primary education of adults in Serbia (Government's decision on number and geographical coverage of elementary schools in the Republic of Serbia and Government's decision on criteria for establishing the network of elementary schools and nursery o). Participants in these schools should be primarily adults, older than 16 years, but in most cases they are over-aged elementary school students, members of marginalised groups, children who have dropt out of regular education system, neglected children and children with special needs, and a very few adults.

According to this Law, secondary school have the possibility to have sectors of general, vocational and art education, and also they can have special programmes for adult education, professional training programmes, courses and other programmes according to the special Law. Secondary schools can also have programmes of re-qualifications, additional qualifications, specialisation, and vocational training.

Other organisations, physical person can organise and perform special programmes in area of education if they fulfil all necessary standards for implementation of these programmes, and if they have Ministry's approval. This is very important for the domain of primary and vocational education of adults, because it opens opportunities for other institutions, fulfilling the standards, to implement primary education of adult people. Regarding the vocational education and training of adults it provides opportunities for different types of organisations and individuals to implement the programmes of vocational education and training.

Curricula for primary and secondary education contains goals and tasks of education programmes, contents of mandatory and elective subjects, recommended types of activities in educational work, ways of adjusting programmes to the needs of adults.

Rulebook for Curricula for primary and adult education is accountable for any kind of editing of Curricula for adults.

Law also defines duration of primary and secondary education. Primary education for adults is available after the age of 16, and lasts for 4 years. Law defines that secondary education of adults lasts up to three years according to special curricula and special Law.

Programmes for professional trainings can last up to one year, in accordance with listed programme.

After passing the new Law on Higher Education by National Assembly in September 2005, quite a few measures came up as a result for improvement of efficiency and quality of Higher Education: application of Bologna process, establishing and setting up of National Higher Education Council, defining the system of self-evaluation and external evaluation of Higher Education Institutions.

The Government of the Republic of Serbia adopted ***the Strategy for the development of Adult Education in the Republic of Serbia***, by the end of 2006. It was adopted at the same time when the Strategy for the development of Vocational Education and Training was adopted. This Strategy is in great accordance with concepts of lifelong learning in EU, and this Strategy is designed in cooperation of Ministry of Education with other relevant partners (ministries and other institutions dealing with employment). In this document educational policy for primary and

secondary education of adults is defined, i.e. those parts of population who are outside formal education, and haven't gained any primary or vocational education that might lead them towards employment. There are different categories such as: illiterate persons, those don't have finished elementary school, unemployed people, surpluses of manpower, women, rural population, persons with special needs, endangered ethnical groups etc. Strategy also allows different forms and flexible types of education: regular primary education, part-time primary education, initial vocational education, labour market programmes, continuous education programmes.

- **Strategy for the development of Vocational Education and Training** was adopted in 2006. It defined new educational policy for Vocational Education and Training, aiming to harmonise this sector of education with changing socio-economic reality in Serbia, economic growth and labour market. Strategy is closely linked to *European Lisbon Declaration* and Copenhagen process, where framework of European vocational education policy is defined (qualifications framework, overall standards of vocational education and training, certification system and alike). According to this document the issues of current interests are the issues of development of occupations and standards, modernisation of educational programmes, evaluation and certification, financing, vertical and horizontal mobility within the system and beyond, e.g. movements from vocational to an academic programme or from learning to work and visa versa. Strategy defines, in a very flexible way, links to the labour market, founding and proprietary rights, institutions dealing with vocational education, programmes and their organisation, teaching and learning standards and learning outcomes.

Action Plan containing measures and activities for implementation of the Strategy for the development of Adult Education in the Republic of Serbia time framework 2007 – 2009 is prepared. Unfortunately the Government failed to adopt this document, due to political crisis going on in our country. Four main priorities are identified in the Action Plan. These represent “the optimal minimum” for establishing a modern and efficient system of adult education. Those priorities are as follows:

1. Further development of legislative, conceptual, strategic, organisational and institutional background for efficient participation of social partners in adult education;
2. Creating organisational and HR background for delegating responsibilities among relevant ministries in adult education;
3. Creating the background for and encouraging the development of different programme options and making education more accessible to adult population;
4. Further development of financial and systemic background for the improvement of the capacity and quality of adult education and training.

Among the bodies and organisations responsible for the implementation of the Action Plan significant number of actors is listed, by which social partnership in development of adult education in Serbia is strongly supported.

Priority goals for Adult Education and Learning

Strategy for the development of Adult Education is defined by following:

Republic of Serbia has to restructure and improve its human resources potential through adult education. It means:

- Securing the accessibility of the education and training system to all categories of adults by establishing institutional and programme pluralism in the adult education system;

- Decentralisation and a partnership approach in management and implementation activities in adult education;
- Quality assurance in adult education through legislation and the establishment of educational standards.

If we have in mind the urgent need for faster economic development, improvement of employment, social cohesion and democratisation of social relations, the main goals and objectives of the adult education policy in the Republic of Serbia will be:

Objective 1: Establishing effective ways of participation of social partners in adult education

Tasks:

- Establishing an agreement regarding social partnership within vocational education and training;
- Establishment of a Council for Education and Training;
- Establishment of Local Councils for Human Resources Development.

Objective 2: Distribution of responsibility for adult education among relevant ministries and their agencies

Tasks:

- Capacity development for management and support to adult education;
- Definition of financing models and mechanisms for adult education programmes;
- Definition of monitoring and management in adult education institutions.

Objective 3: Development of various programme options and upgrading of the availability of adult education

Tasks:

- Development of the elementary adult education programme;
- Development of vocational education and training programmes.

Objective 4: Development of capacity and quality of adult education and training

Tasks:

- Creating a law on adult education and relevant regulations;
- Establishment of a financing system for adult education;
- Definition of educational and training standards;
- Establishment of an accreditation and certification system;
- Establishment of a guidance and counselling system;
- Establishment of quality assurance system for education and training programmes.

Strategy of the Education of the Ministry of Education is based on the assumption that adult education is:

- A manifestation of lifelong learning and an integrated part of the entire educational system;
- An important factor in economic development, the raising of productivity and economical competitiveness, the improvement of employment and employability, as well as reduction of regional distortions in economic development of the Republic of Serbia;
- A correction of the regular education system (provides a second opportunity for acquiring relevant knowledge and skills);
- An innovative education and learning mechanism (an area with prompt reaction to the needs of the economy and labour market, technological innovations, testing and

introduction of new profiles, programmes, skills, competences, which is flexible and open for new methods and forms of work and learning);

- Instrument for the protection of environment and sustainable development of the society;
- A basic way to support self development (personal satisfaction) to enable an individual to:
 - Be employed,
 - Have a better income,
 - Acquire independence,
 - Remain active and in good health,
 - Have better jobs,
 - Strengthen the family and encourage the independence of family members.

Organisation and responsibilities for adult learning and education within the Government

Adult education responsibilities

In the part of executive governance the Ministry of Education is in charge of education in the broadest sense, but the Educational Board of Serbian Parliament is in charge for legal governance.

The National Educational Council is the most important authority for elementary and secondary vocational education. Other institutional bodies which are in charge for this sector are: The Institute for Education Quality and Evaluation and The Institute for the Improvement of Education which encompass 4 (four) organisational units: Centre for strategic development, Centre for curricula and textbooks development and Centre for professional development of employees and Centre for vocational and artistic education. Apart of the listed bodies there are forums of gymnasiums vocational schools, student's parliament and parents' councils.

In higher education the most important authority is the National Council for Higher Education as well as Committee for Accreditation and Quality Assurance. Apart of the listed bodies there is Students Conference of universities and Academy of Applied Sciences as well as its Students Conference.

- Adult education is in charge of Ministry of Education, but there is no particular department for adult education or long life learning.
- Ministry of Economy and Regional Development has authority over the National Employment Service which conducts a lot of programmes
- Within other ministries are HRD departments which are in charge for professional improvements of its employees
- Other ministries take care of professional improvements of human resources
- Authorities over the certain levels and programmes of adult education belong to local communities

Decentralisation is one of the key issues of educational reform, but significant improvement is obvious only in training sector in the line with labour market needs in local communities. ...

Adult learning and education and other policies and strategies in place

Adult education is recognised as instrument and support to the implementation of strategic documents and goals, particularly in the sector of economic development. But, usage of its potentials was performed inappropriately as well as coordination and linking activities with different sectors.

There is no general acceptance of LLL concept or its recognition by society, which defines it as desirable social objective, although declarative acceptance of education and learning as values exists.

But, in some national documents and plans adult education is recognised as key instrument for resolving of particular problems, e.g. poverty reduction. Ministry of Education in its annex to the Strategy for Poverty Reduction has placed an adult education as one of the key strategic issues. Apart of educational support to different target groups which are marked in poverty zone, uneducated adults are at the first place with tendency of further poverty reproduction to the future generation.

The Strategy for the Development of Adult Education is in accordance with strategic objectives of Republic of Serbia and contributes to achievement of inter-sector and developmental objectives and strategies. Adult education development and implementation of the Strategy of Adult Education are in direct connection and direct application of the Strategy for poverty reduction which has been endorsed 2003 by the Government.

Four (out of eight) mid-term priorities which are defined in the 2nd report of the Strategy for Poverty Reduction (endorsed by the Government in August 2007) are related to implementation of The Strategy for the Development of Adult Education:

- Reduction number of young people without occupation between age 15 and 24.
- Rationalization of school network in order to extend school functions by being able to provide educational services to different categories of population, first of all to adults and drop outs.
- Implementation of activities foreseen by the Strategy and the Action Plan for the Development of Adult Education (endorsed in December 2006).
- Support to education of Roma people as one of the most endangered group at the labor market
- *The Strategy for the Development of Adult Education* has the direct link with *the National Strategy for the Economic Development of the Republic of Serbia* (2006-2012). One of mid-term priorities in the field of strengthening knowledge factors for economic development is setting up the LLL system with training elements and educational innovations in accordance with technology development and desirable flexibility of formal educational system towards adult education and training.

Also, there is link with the *National strategy for employment and the National action plan for employment 2006-2008* related to the economic environment (chapter 3.2.). Long-term unemployment is specific challenge and in that terms the *Strategy* emphasizes conditions development for systematic growth of educational level of difficultly employable categories, what would affect the reduction of unemployment duration, in particular characteristic for this category. *The National Strategy for Regional Development* (Government 2007) endorses the increase of employability in undeveloped regions in Serbia introducing human resources development as the active measure.

There are some other examples showing the "use" of adult education and learning for the implementation of other strategies and achievement of other goals, usually defined as "**capacity**

building." Council of Europe for example supported several projects (EU-funded project managed by the European Agency for Reconstruction) aimed the development of specific areas:

- Joint Initiative to Support Parliamentary Institutions, whereby one of the main activities was organization of English language and computer courses enabling parliamentarians and staff to develop international contacts and gain more ready access to information;
- Implementation of the National Judicial Reform Strategy in the Republic of Serbia, where training of judges and prosecutors is an important component of the project, not just in legal issues, but also with the goal to train the selected group among them to become trainers for their colleagues;
- In the period between 2003 and 2005, CoE implemented this as the Joint Programme (JP) with the European Commission to assist Serbia and Montenegro (SCG) with their process of accession to the CoE in April 2003. One of the specific objectives of the JP was the Assistance for the Reform of the Correctional System in Serbia, with the action plan of two main steps, one of them: To ensure further training of penitentiary staff; The JP dealt with three main issues: legislative reform, capacity-building for prison staff and community sanctions and measures. The Minister of Justice of Serbia has presented an action plan for the reform of the penal system, establishing 12 commissions on different core aspects of the reform - commission for the reform of training is one of them. Correctional training center was established in 2005.

German organization GTZ supported reforms in numerous fields and adult education has always been an important part of the project activities - not just in the reform of vocational secondary education, but also in customs related issues, tax reforms etc.

Still, there is no sufficient and appropriate coordination of the strategic planning in different sectors neither in implementation of various strategy measures.

Main development challenges and adult education response

Economic development of Serbia represents of the main challenges for adult education, and bearing in mind our country in transition period where economy structure is changing, new approach to Human Resources Development is needed, and it is most important one for the economic development. Human Resources Development is recognised and addressed in every strategy for the development of the Republic of Serbia.

Adult Education is well positioned in following strategies: the Strategy for Poverty Reduction, the Strategy for Sustainable Development, the Employment Strategy, and the National Strategy for Regional Development, and the National Strategy for Economic Development. Of course, adult education does not have to be initial condition for social changes, but it is recognised as key asset for realisation of those changes.

Political and democratic development of the country sets significant challenges to adult education, but there is still no adequate response to these challenges.

Public investment in adult learning and education:

Adult Education, from the perspective of financing, is facing reduction of assets, as well as other education sectors. Dramatic changes began to happen since the beginning of nineties, when economic position of education is marked by double reduction. Starting 1990 besides GDP decrease for 50%, participation of education in GDP was also decreased. While in 1990, education participated with 3,62% in GDP, in 2000 it was decreased to 3,14%. All in all, costs for education in timescale 1990-2000 were reduced for 74,5% (e.g. in 1990 for elementary school student costs were 585\$, and in 2000 only 144\$, costs for secondary school student are reduced from 832\$ in 1990 to 179\$ in 2000, and for high education from 1581\$ to 333\$ per student - data provided by the Statistical Office of the Republic of Serbia).

Public costs for education (% GDP) increased from 2.7% in 2001 to 3.5% in 2006, and further increase is planned reaching 3.9% in 2009 (Second report on implementation of the Strategy for poverty reduction 2007 and the Strategy for poverty reduction).

Budget meant for education does not leave enough space for significant improvement and system development of the education process, because majority of the revenue goes to priority costs, salaries of the employees in education sector. In total revenue in education sector, budget participation was 72,4% in 2001, which is sum for gross salaries of employees. Direct giving of population were 9,3% in total revenue, donations 5,2% in 2002. In 2006, budget participation in revenue was 76,2% (data provided by the Statistical office of the Republic of Serbia, Revenues and costs of social services departments, 2006).

For 2007, estimated budget for education sector was a little less than 70 billion dinars (ca 870 mill €), out of which 58,5 billions (ca 730 mill €) is budgetary revenue. This includes also financing of work of the Ministry of Education, The Institute for Education Quality and Evaluation, the Institute for Improvement of Education, as well as the education sectors (pre and elementary school, secondary and high education, pupils and students standard). This means total share for education in budget of the Republic of Serbia is 10% out of total budgetary revenue, when compared by assets divided out of budgetary revenue.

Participation of certain levels of education in the education budget is:

- Pre-school and primary education – little less than 50%, one half of it goes to employees' salaries;
- Secondary education - about 22%, out of which 55% is for the salaries;
- Higher education - about 19%, out of which 60% is for the salaries.

(Data provided by the Centre for Educational Policy, <http://www.cep.edu.yu/>)

There are no statistical data financial aspects of adult education, nor any indicators of budgetary assets provided for adult education.

The Statistical Office of the Republic of Serbia only has information on total revenues and costs of education and adult education/ other types of education (classification of activity: 80420).

**Budgetary revenue for education sector 2006, in thousand of dinars
total (section 80) , adult education and other types of education (subgroup 80420)**

	Budgetary revenue	Transfers between compulsory social insurance organisations	Transfers between budget users on the same level	Revenue of selling goods and services	Running donations	Running transfers of other level of authority	Other incomes			Mixed and undefined incomes and sections	Earnings from selling non-financial assets	Total	Учешће прихода из буџета у укупним приходима, у %
							Total	Interest rates	Unproductive property lease				
The Republic of Serbia													
Education	65485786	27303	1209763	10026350	363802	5216254	633677	84122	23882	2287465	650456	85900856	76,2
Adult education and other types of education	1082936	31	29945	170253	19225	32537	19604	149	7425	30976	9884	1395391	77,6

**Running costs of education 2006, in thousand of dinars
total (section 80) , adult education and other types of education (subgroup 80420)**

	Employed costs			Tax costs	Business costs	Fines paid in money	Running subventions	Running donations and transfers			Social insurance coverings from the budget	Donations for the NGO	Rates costs	Amortization	Costs for the procurement of non-financial assets	Total	Remained	Employees costs participation in total costs in %
	Total	Social giving to unemployed people	Social insurances paid by the employers					Total	Running donations to foreign governments	Running donations and transfers								
The Republic of Serbia																		
Education	62252462	3151736	8719740	110036	17633666	88143	8261	120627	11330	109324	415029	46529	70918	423438	4487158	85656267	244589	72,7
Adult education and other types of education	619073	23042	88329	2447	621086	7134	199	8116	0	8116	863	11196	795	7085	129080	1407074	-11683	44,0

adult education and other types of education in %, total for education=100

The Republic of Serbia	1,0	0,7	1,0	2,2	3,5	8,1	2,4	6,7	0,0	7,4	0,2	24,1	1,1	1,7	2,9	1,6	-4,8
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Under adult education and other types of education it is considered: adult education, in other words citizens' education outside regular schools and university systems, day or night classes inside schools or specially designed institutions for adults; all other means of training provided by radio-television networks or post; and finally education that is not defined by the levels of education. Nevertheless, only a small percentage, under this code, is really related to adult education, as the list of institutions that is financed by budget includes colourful and diverse group of institutions and organizations that are involved in adult education (auto motto clubs, peoples universities, foreign language and IT schools, art centre's, agencies), including all other type's of education that does not belong with formal system (centres for children, young talents clubs, language and IT schools for children, sport clubs).

Foreign bilateral/multilateral donor investment in adult learning and education:

There is a significant support from the European and other international organizations for the reforms in general, as well as for the reforms and projects concerning education. Especially since 2000, together with reforms, donations have major role in financing education reforms.

Realizations volume of international financial resources for education in 2006 was nearly 14.3 millions, which is a fall comparing to 2005, when there was a realization of 21, 12 millions in this sector. Amount of approved credit help and donations were at almost the same level. Projects financed by international help are completely in line with strategic priorities of Ministry of Education, and contributing the process and activities in educational reforms. The most active donators in realization of donator's financial support, in 2006, were: World Bank, European Investment Bank, European commission and Norway.

In the period between 2000 and 2005, when the reforms started, the total of 83.34 million euros of international financial support have been invested, majority went for school system reforms, the improvement of schools and educational personnel, all through the projects. In the labour and recruitment sector there is a slight increase of financial resources realisation from 5.87 million euros to 7.34 million euros. Some of these resources have been invested into training programs and education for workforce.

Significant direct support for adult education came through, first of all, EU CARDS programme, through reform projects for vocational education and training and support for regional training centres.

Based on the data provided by ETF, international organizations and institutions investments in education are:

CARDS program EU

CARDS 2002: Employment - 2 million €: "Pilot training/re-training project for unemployed and redundant workers" implemented in the Sumadija;

CARDS 2003: VET Reform - 13 million €: Provides assistance for 1) Capacity building for Policy and Strategy development in the field of VET Reform (covering both initial and adult training) 2) Development and implementation of new curricula in 50 pilot schools in five economic sectors, 3) Transformation of five vocational schools into regional training centers, 4) The establishment of an Innovation Fund for schools, and 5) Upgrading of the school infrastructure (equipment and other teaching aids plus rehabilitation of buildings);

CARDS 2005 - 2.8 million €: Provides assistance for 1) Capacity building and 2) development and implementation of new curricula in 22 pilot schools in three economic sectors;

The **World Bank** has provided a \$10 million loan for an Education Improvement Programme for the modernization of the education system;

The **ETF** has supported secondary vocational education and adult education, of particular importance was the development project on NQF, and VET Glossary in the Serbian language;

GTZ is funding an ongoing VET reform program in 35 pilot economy related schools;

The **Swiss Agency for Development and Cooperation** – establishment of teacher training system;

The **British Council** funded a project on quality assurance measures in the MoES, while the Canada funded **Educator Development Programme** is implementing educational management training for key actors at different governance levels;

A loan agreement has been signed with the **European Investment Bank** for 25 million € for rehabilitation of pre-university school infrastructure. The implementation of this loan is supported through the technical assistance of the CARDS VET 2005 program.

In the field of employment there are donor activities, which include the World Bank program to support the National Employment Service to deal with redundant workers, which included the measures for their training and retraining.

Despite the increasing attention from the Serbian Government in coordinating donor interventions there is still a significant risk of overlapping activities. Even when donations target is not adult education, very often various types of trainings, seminars and other means of education represent the road to accomplish the targets and justify their purpose.

Other financial sources and contributions

There is no accurate and confirmed data about private and corporate sector contributions in adult education, some estimation are showing growth of companies' investments in employees' education and professional development.

Programs for unemployed are financed through, already mentioned, international projects, as well as through National employment service programs. National employment service investments for unemployed citizens training in 2005 were 0.026% of GDP (data taken from the ETF).

Private contributions to education are not measured.

Civil society support to adult learning and education

Non-government organizations and other civil society organizations have different sources for financing. According to NGO Policy Group data from 2002 financiers' structure was: foundations (46.25%), own sources (28.5%), international NVO (25.39%), individual contributions (16.9%) and memberships (15.89). Government and public sector contributions in financing non-government organizations are modest and in an inverse proportion to higher level

of government: local councils -10.44%, republic budget -6.54% and federal budget -1.09%. Significant part of these contributions goes for educational activities for organizations whether education is their primary or secondary interest, but there is no accurate data about contributions allocated for adult education.

Financial incentives in support of adult learning and education

Legislation regarding financial support for education and learning is very modest, however there are few examples:

According to the Law on Employment education, skills training and professional development through course of employment is employee's duty. Expenses for education, training and development are covered by employer or other sources, according to the Law and general legislation. In case of employee stops his education, training or development, he/she is obligated to cover these expenses, unless there is justified reason.

Apart from this, related to education, training and development of employees is article 49 of the Law on Employment. Article says that it is employer's duty to provide education, skills training and professional development when there is a need, whether it's for daily needs or as a consequence of new organization or different way of working.

Considering that decision about the need for education is left entirely up to employers, and most of them still don't recognize importance of investing in human resources, in practice this opportunity is rarely exploited especially by small and medium companies.

Second example is referring to employees' professional development in pedagogical system. This is regulated by The Law on the foundations of education and upbringing and the Rulebook on permanent professional development of teachers, educators and professional associates. These articles are regulating: obligation for continuous professional development and defining professional development as obligation in order to achieve successful and advanced pedagogical work. Considering that professional development is an obligation for teachers, educators and professional associates there is three day leave per year allocated by the Law for using approved programs for professional development. Local communities are very often main source for financing these programs.

Benchmarks (targets) in relation to financing of adult education and learning

There is expectation for more contributions for education from GDP, as well as defining a clear share of these contributions for adult education, which is not the case at the moment and these contributions for adult education are not clearly recognized in the budget contributions.

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

Working documents as instruments for quality assurance have been introduced at all levels of education: instruments for self-evaluation and external evaluation, standards of student achievements at the end of elementary school, accreditation standards for higher education institutions. Improvement has been in developing of educational statistic system and monitoring instruments for implementation of strategic documents. Preparations for introduction of IT system into educational system of Serbia have started, which application will ensure monitoring and national monitoring indicators for Millennium development goals have been defined.

PROVISION OF ADULT LEARNING AND EDUCATION AND INSTITUTIONAL FRAMEWORKS

Institutions responsible for managing and coordinating adult learning and education at national level

Main institutions responsible for management and coordination of adult learning and education on the national level are:

- Ministry of Education of the Republic of Serbia. All important issues related to education and correctional system are under Ministry's jurisdiction:

- planning and following education and up-bringing development
- supervising over educational institutions
- data base administration
- coordination with European system of education
- planning, coordination and organization of continuous professional development for employees
- checking the results of given tasks and goals, and
- Managing the register and teachers, educators and professional associates license issuing.

Still, organisationally and functionally adult education is not in the structure and list of priorities for Ministry, only some aspects are covered by Ministry of Education's jurisdiction.

- The National Educational Council has mandate to determine directions of development and improvement of quality of education, to participate in the process of passing new legislations, to bring up education programs, to establish standards of education by levels and types, as well as standards for preparing and professional development and licensing of teachers, directors, for institution accreditations etc. However, adult education is still not on the National education council agenda and jurisdiction concerning legislations, programs, standards, teachers' licences and accreditations for institutions.

- **Institute for the Improvement of Education**, established in 2004, has its organizational units – centres : Centre for Strategic Development, Centre for Curricula and Textbooks Development, Centre for Professional Development of Employees and VET Centre.

Centre for Strategic Development is carrying out special operations related to: strategic targets and education system development tasks in the process of continuous learning; providing adapted education for students with special skills, adult education, education for citizens who needs special support, for children and students with socializing problems, institutions network,

coordination with parallel European education system, methodology of learning and studying and final exams program.

Centre for Curricula and Textbooks Development is carrying out operations related to programs preparations: education by levels and types, students with special skills education, elementary education abroad, adult education, citizens who need special community support, as well as quality and approval procedure for textbooks and educational tools.

Centre for Professional Development of Employees is carrying out specialized operations for the Institute related to: improvement and development of the system for continuous professional development and development of the institution employees, teacher licensing examinations as well as directors and special professional associates, employee continuous learning program quality of realization evaluation, professional and pedagogical support for teachers, cooperation with faculties for pedagogy, universities and other specialized institutions here and abroad.

VET centre is engaged in development, following and quality assurance of vocational education and training, professional development after secondary education, vocational development and training, vocational and arts final exam (Matura), final master exam for skilled and programs for professional development and training.

Considering that each one of these centres is appointed by Law and have some jurisdiction over adult education, this is still not the case and adult education is still looking for right place within these centres.

The same applies for The Institute for Education Quality and Evaluation, specialized and referent institutions for education evaluation and reference issuing for establishing and securing quality systems in this area, and key activities for this Institute are defining and setting up standards in education; evaluation of education and training of all participants in education system.

- **Bureau for the human resource management of the Government of Serbia** needs an answer for the challenge of the permanent education of government administration, through series of trainings. This way high quality of government services would be secured.

- **Workers, peoples and open universities business association**, like an umbrella organization for these classic institutions of adult education system, had very important role until nineties. Today this association exists only on the paper, number of members is dramatically lowered and their role in society is minor.

Adult learning and education provision

Different types of providers

System of formal adult education institutions have experienced a fall in school number since early nineties and has been lowered to few elementary education schools for adults, however, on other levels of education system of children and youths education, system is expected to satisfy adult education needs. On the other side, organizations and institutions of non-formal education have experienced expansion and even there was no planning and no evaluation or verification, as well as no enough appreciation, they still have significant role in answering on growing demands of society which is in the middle of a process of economical and political transition followed by strong changes in all aspects of social and personal life, as well. In comparison to children and young people education which is homogeneous by generation and under government jurisdiction, adult education is heterogeneous and targeting various different groups, which leads to more variety of institutions that are involved in organisation and final realisation of education. There is a significant number of institutions and organizations in Serbia which are involved in formal and non formal education and adult learning. Unfortunately, there is no systematic

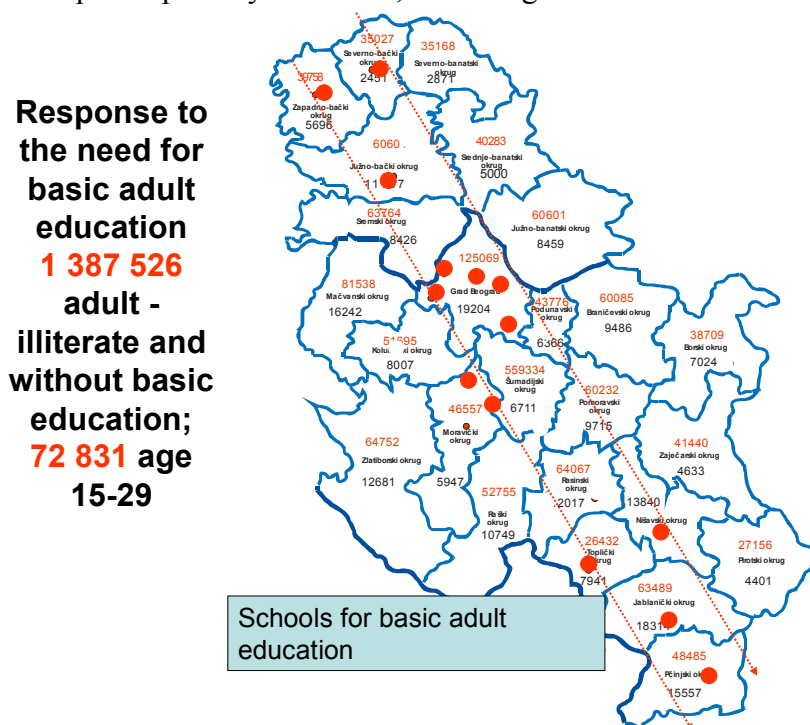
tracking and data collection about providers of all these different types of adult education and learning, still, in practice there is a few of them standing out:

- Schools for basic adult education:

The Republic of Serbia	Schools	Classes	Participants	
			total	women
1986/87.	80	193	4277	1636
1989/90.	18	150	2621	740
2000/01.	12	133	1915	588
2005/2006.	19	188	2653	1028

Source: Statistical Yearbook of Serbia, 2002 and Ministry of Education 2006.

Regional allocation of elementary schools for adults, with numbers of illiterate and persons without completed primary education, according to 2002 data:



It's noticeable that number of schools does not correspond to the needs, as well as unequal distribution so that east and west are barely covered with these institutions. In schools like this adults have an opportunities to complete elementary school in four years, which normally takes eight years, but still programs used in these schools are reduced but not adapted to adult needs and characteristics. Few pilot projects exist and their main target is functional adaptation of the content, shape and work organization to adult needs, as well as teacher preparation for working with adults. They represent a good starting point for changing legislations and system of elementary adult education advancement and solving a functional illiteracy problem.

- Secondary schools as adult education providers:

Until 2003, education legislations were not involved in regulating professional and skill of adults' education. Same conditions, legislations and standards were for children and adults, only adults were treated as "part time" students. Apart from elementary, any further education for adults considers personal contributions and it doesn't exists as a "second chance". "Second chance" or subsequent acquiring of secondary, skills or professional education in formal system,

adults are required to finance final examinations as so called “part time” students. Secondary schools are offering qualifications upgrade, change of qualifications and specialization, but adults are not using this opportunity enough, mainly because schools with their organisation, methodology and non-functional content are not adapted for adults.

Since 2000 number of reforms started within secondary education system. EU program for Serbia – CARDS VET Reform Programme was pointed at support for adult skills education as a support for unemployed. Five regional training centres for continuing education have been established, in Belgrade, Zrenjanin, Bor, Kragujevac and Nis.

- Institutions of higher education

Institutions of higher education and faculties, in spite the high number of them, do not involve adults and older people enough. During 90’s there was a possibility of part time studying, very comfortable for adults and working people. Ever since this possibility was stopped, adults could only formally be involved in graduate education system, but de facto there is no possibility for working people to get education or advancement on university. Only exception is small number of universities that did recognise the need and offered various types of advancement and education for experts in their own fields, graduates and for the public. Not even implementation of Bologna declaration could change much in this trend. When mentioning possibilities for adult education, there is a difference between state and private universities. Private universities are by program more dedicated to employment market needs, and they offer more flexible organisational forms for their students which is favourable for adult needs as well.

- Centres for professional development of employed - there is three of them at present- Nis, Cacak and Uzice (five more are in planning stage) and they are working on programs for employees advancement in education from the catalogue of accredited programs by the Institute for the Improvement of Education.

- When **institutions for non-formal education** are concerned, some researches of Institute for pedagogy and andragogy from Faculty of Philosophy in Belgrade and Adult Education Society, done during 2001/2002 on sample of 287 institutions and organizations in Serbia show that 58% institutions are accomplishing programs that are targeting wide or open market and 42% working on programs for specific groups:

Target groups	%
employed	19
unemployed	10
special needs persons	12
women	7
old	9
rest	17

- People's, workers and open universities:

These institutions were years ago supporting pillar of adults education system- by number and by their role. However, by the data from 1990 in Yugoslavia there were 200 workers and peoples universities. Official statistics shows stopped tracking these institutions which means their number has fallen bellow statistical importance border. Today there is 20-25 of them and them working on programs for professional training, foreign languages, IT training and rarely citizens’ education and general knowledge education. Major part of these institutions don’t possess adequate personnel, space, material and technical resources and functioning on the brink of existence, and only a small number of them is successful. Considering, that they can’t get involved with formal education and only a few is financed from the budget of local communities,

these institutions are completely depending of their commercial programs and education market, which considers on one side working with children and young people and suspicious quality of adult education programs on other side.

- **National employment Agency**, with their network of local branches in all major towns in Serbia represents one of the major providers of education for unemployed. Raising competition and employability of working force and social off-position (disconnection) prevention is accomplished through these programs:

- * Program for trainee's – training for persons without working experience in particular profession together with getting permanent employment and passing trainee or profession exam.

- * Program for volontiers – professional development for persons with no previous experience in particular profession and passing trainee or profession exam without getting permanent employment.

- * Program for persons doing their work practice – increasing level of competency and employability of young people through work practice and professional development and people without previous experience in these professions

- * Programs for studying foreign languages

- * Basic IT training

- * Training in virtual companies – through work simulations in the company

- * Different professional trainings- increasing professional and territorial flexibility of working force through career changes (qualification changes) or increase in competency levels through gaining new qualifications. Program can be accomplished for employment market or specific employer. Program consists of courses developed for special professions: welder, accountant, butcher, computer technician, lift service technician, baker, tailor, tram driver, barmen, chef, database administrator, system engineer etc.

- * Support for functional adult elementary education programs

- * Programs for subsidizing post graduate studies

- Centre for Education and professional development, established in 2002 is acting as a part of **Serbian Chamber of Commerce** and its role is to enable modern and continuous business education for businessmen, based on knowledge and skills from all types of management, in order to increase levels of professional competency of business knowledge and skills. In 2007 this Centre have organized around 80 different educational activities about following subjects and fields: economy, management and human resources management, business communication, stress management, project management, business management skills, marketing, e-businesses, e-learning, standard implementation on various fields etc.

- There is number of **agencies** and similar institutions related to regional and economic development and entrepreneurship. Very often these are connected to government strategy in economy field, and they are financed from the project. Educational activities are most common way to accomplish their specific targets. Examples of these organizations are regional development agency, small and medium businesses agency etc.

- **Firms, companies and concerns** are becoming significant providers of education, targeting mainly their employees. Companies with large number of employees have their offices for management and human resources development, and they are taking systematic care of development and advancement of their personnel, especially through trainings.

These trainings are normally conducted by internal trainers or with help from commercial providers like in-house trainings, or by sending employees on one of public programs. Subjects

and contents of these trainings and developments are different and they depend of company's profile. Some of common subjects are in the field of human resources management, especially leadership skills, soft skills, customer service, negotiation and sales skills etc. Trainings and professional advancement have leading role in big multinational companies (coca-cola, McDonalds, British American tobacco, banks etc) and companies in process of privatization and transition, when employees have to be prepared for completely new tasks in the company. According to ETF, training within enterprises has been reduced to a minimum. It is estimated that only 31% of enterprises offer some kind of training to their staff. Workers in SMEs and those involved in informal sector activities have few opportunities to undertake training.

- **Professional societies and associations**, especially as roof organisations, have task to look after development and advancement of their personnel. This is accomplished in various ways- through specific, tailor made, programs, organisation of targeted seminars, conferences, congress, trainings etc as well as sending own members to selected programs here or abroad. Examples of these kind organisations are medical associations, historian association, foreign languages teachers, mathematicians, then accountant and revisers associations, HR managers associations etc. Belonging to this category are different hobbies and sports associations that are organising training for their members.

Very often, professional associations are carrying out projects that as central activity have advancement of the profession through different kinds of education, which is mainly related to professions that are connected and involved with education. This is case with Psychologist's, pedagogy's, andragogues, teachers' etc associations. Large number of these associations' members is normally involved in their projects, as well as other members of these professions. More and more, these organisations and associations are taking responsibility for defining standards for education programs and trainings within their professions.

One of the best example for succesfull of such providers is The Judicial Training Center -JTC. (Pravosudni centra za obuku i stručno usavršavanje). JTC is an organization that offers elementary, specialized and permanent education and professional advancement programs for Serbian judiciary. Prior to founding of the JTC there was no institutionalized professional training for judges or prosecutors. There were mostly conferences, ad hoc or traditional, or since recently, projects for donors' assistance implemented by various NGOs. Such approach was random, without a clear concept and insufficient for an accelerated advancement of the profession that requires permanent learning and professional development. JTC was founded by the Republic of Serbia – Ministry of Justice and the Association of Judges of Serbia in 2001. The main aim of founding of the JTC was designing and implementation of training program, advancement and upgrading knowledge and skills of judges, prosecutors and other employees in judiciary, introduce contemporary standards of the international legal system and court practice in the developed legal systems as well as new legal institutes and regulations as a part of European integration process.

- **Nongovernmental associations and organizations** of civil society's, since middle 90's, became one of supporting pillars of education system and adult education. Even dough, their main role is non formal education, non verified and very often unrecognisable, their importance and role is invaluable: they are key in creating strategy and education politics, they are working on numerous researches and projects; their activities are very often presents implementation of government development and inclusive strategies, action plans and strategic determinations; they work with sensitive groups that are not included in other sectors- shortly : they have development, additional and corrective role in education system.

Among all other education providers, non government organizations are characterised by variety of contents and types of education, geographical distribution, and it makes it hard to give exact data about them. During late June 2006 there was data about 2769 NGO, and in 2008 2020 domestic and 62 foreign NGO in NGO register. According to Centre for non-profit sector

development there is 1900 active NGO in Serbia. In case cultural and arts associations are taken into account number could be around five to six thousand. Its very hard to give an accurate estimate about active NGO as there is no Government legislations about NGO and they are registered as Citizens associations – which goes into the same category with professional associations, sport clubs, political associations etc, still cultural and art associations do not belong to this category. Nevertheless, some number of NGO's is registered for education and learning, but among ones that are not registered for education and have different targets, there is a huge number of them that are accomplishing their targets just through different types of education, and that qualifies them as significant providers.

Non government and civil sector have variety of finance sources. Small numbers of them have income from budget (according to CRNPS around 2.2%) and local communities (9.9), but most of them is financed by donations from funds and international organisations, participating in projects etc.

Some of the biggest NGOs in Serbia, which had a role to compensate the lacks and failures of the formal system of education, have nowadays the character of stabile educational insitutions and their activites became the part of the provision of educational system. Such examples are Belgrade Open School (BOŠ) or Alternative Academic Educational Network (AOM).

NGO's have covered almost all areas of education, still there are few key areas standing out: civil, peace and intercultural education, "soft" skills and interpersonal relations, strengthening and self-development programs, general education and culture, political literacy, minority's education, marginalized groups, women, refuges, parenthood and family life education, medical prevention and many more.

NGO's have all rights, together with other carriers, to offer accredited programs for professional development of education personnel, as long as they can satisfy criteria defined by the Institute for the Improvement of Education.

- **Private education institutions and companies**, whose number is in increase within providers spectrum. On growing needs for different types of education, commercial providers, have successfully answered with: training centres, consulting companies etc, even there is no clear criteria about the quality of their service in the education area;
- **Foundations and humanitarian organisations**, whose number decreased in last few years were involved in educational activities as well;
- **Museums, libraries, reading rooms, theatre's, cinemas and art galleries** are often recognized as educational institutions, but they have important role in non-formal education domain. Same apply for **culture centres, centres for culture and culture house's**. Common is a mixed type of institutions – different courses and trainings and cultural offers under same roof. These kinds of institutions have mixed sources of finance, as well.
- **Sport organisations, clubs and recreations centres** are working on promotion and education in medical area, healthy life stile, organising different manifestations of sport and recreation character for various target groups, including adults and old people;
- **Scientific and specialised institutions** are leaders and promoters of modern professional and scientific trend, and they are organising various types of education for their members, same profession, as well as wide public;
- **Institutions for social care for elderly** have, among various programs of support, education programs pointed to different needs and interests of old people (health prevention and improvement, day to day activities, hobbies and special interests, using computers, foreign languages, arts and culture, travelling etc). Special place belongs to '3rd age' universities which are very often placed within adult education institutions;

- **Local and global media** have enormous influence, but education potential are not enough and adequately used;
- **Correctional institutions** have obligation by law to secure getting education acquiring which is granted by constitution, this way, within correctional houses, programs for elementary education are accomplished as well as qualification acquiring and different area trainings;
- **International organisations, institutions and foundations** apart from including various types of local education providers for accomplishing their own projects in Serbia, sometimes they are acting as providers;

Areas of adult learning

From the list of previously mentioned groups of education and learning providers there are key areas which are standing out and most of the offers concentration is around these:

- Literacy and elementary education
- Professional education in numerous different areas;
- Professional trainings, qualification upgrade and advancement
- Citizens, peace and intercultural education- Citizens education entered elementary school curricula, as a special subject and large number of teachers going through adequate trainings, as well as in NGO's activities.
- Teachers and education personnel professional development; catalogue
- „Soft" skills (communication and interpersonal skills, team work ...)
- Personal development strengthening and psycho-social support)
- HR development, leaders and management skills;
- IT literacy and foreign languages
- Financial business basics
- Nutrition, medical prevention, HIV and sexually transmitted diseases
- Different types of education for police and military specific needs - as a support for reforms that are in progress in these sectors, as well as change of qualifications for redundant.
- Project management, European foundations, international cooperation
- Maintained development, ecology, tourism, agriculture
- Hobby activities, free time (time off) activities and arts;
- Sport and recreation

Target groups

- Illiterate
- Persons without elementary education
- Persons without professional qualifications
- Persons with insufficient and inadequate qualifications
- Unemployed and employed with a risk of loosing employment
- Employed, managers and leaders
- Government administration employees
- Teachers and professional associates in education,
- Ethnic minority's, especially Roma people

- Women
- Persons with disability
- Armed and police forces
- Elderly
- Refugees and persons from re-admission
- Farmers and rural population

Linkages between formal and non-formal approaches, certification and national awards

One of the key factors in education reforms problematic in Serbia, especially concerning adult education, is weak link between formal and non formal education. There is no validation system for previous studies and non-formal education and learning is not recognised and involved enough within education system. Still, there is a will to update and further develop this area and there are some efforts in this area already.

Limited significance certifications are issued by numerous providers of adult learning and education. They are confirming in some kind of education and sometimes rough estimate of learning and education success. Institutions have right to issue this kind of certificates, and their importance and significance depends of institution fame and status, sometimes its recognized on the educational services market as very valuable. Still these certificates are not recognised on National level. This refers to people's and Open University education and learning, within various agencies and associations, or companies and large corporations where these certificates lead to internal qualifications.

Considering, that on National level there was not enough effort to validate non-formal education, international certifications trend is getting more significance. Non-formal education providers, together with foreign institutions and organisations, are offering courses leading to internationally recognised certifications and licenses. This is mostly in cases of gaining computer competences and foreign languages learning as these areas have gone much further with standardisation of final results. However, there are more different types of training every day especially in the area of HR, „soft" skills, as well in special professional areas

Formal education system institutions, mainly professional secondary schools, are avoiding problem of undeveloped validation system using pilot programs for various trainings. There are procedures in place defined for development, realisation and validation of these programs in schools- they are recognised and certificates are valid in public. Good example of successful organising this kind of education are regional continuous education centres which originated within „CARDS- program for secondary professional education system reforms“- of which 5 centres managed to develop 50 professional training programs and as a result certificates well recognized in public.

On the National level there is continuous process of education programs accreditation for education personnel. All institutions and organisations can once a year compete with their programs (seminars, courses) for Institute for the Improvement of Education accreditation. Upon, adopting necessary standards according to Institute's regulations, they acquire right for publishing at accredited programs catalogue, whose attendance is condition, by law, for education personnel.

The Institute for the Improvement of Education and Ministry of Education have standards in place for professional development and continuous professional education of education personnel, which is base for teachers licensing. Other ministry's and professional associations

are making steps towards positioning education into process of defining standards and licences in their areas (Ministry of employment and social politics, Medical Chamber etc)

Last few years there are attempts to create National Qualification Framework, initiated from one side by European Qualification Framework and from other side by a fact that existing qualification system based on professional level degree is old fashioned and dysfunctional. Even so, there was announcement about support from international organisations and fact that few projects were dedicated to development of National Qualification Framework, his creation is still under question mark. Considering that National Qualification framework is question concerning few other sectors, competences for formulating National qualification framework should go to Ministry of Education, Ministry of Labour, National Education Council, National Council for University Education, National Employment Agency, together with other social partners.

PARTICIPATION IN ADULT LEARNING AND EDUCATION

Statistical data on participation

More accurate data about adult participation are available for formal education system, but for non formal education there are only rough estimates, as there is no tracking or data gathering systems in place, together with non-formal education nature which makes it hard to estimate participation in this area. Besides relatively low participation of adults in formal system of education, there is visible tendency of an increase in non-formal areas of education, especially in areas of education provided and offered by NGO's and private providers, as well as within companies and large corporations.

Participation in formal education system

Formal education system, considering network of elementary and secondary schools and education personnel have potential to involve more adults:

Developed system of formal education (with 3.800 elementary schools, 500 secondary and around 130 faculties) does not offer their potentials to adult education. There is no trained personnel that would work with adults, there is no motivation and stimulation for this operation, and there is no social recognition for importance and possibilities of their roles.

Within subsystem of **elementary education**, adult elementary schools are expected to deal with problems like literacy and elementary education, although by their number (19 in 2005/06) and volume (2653 participants in 2006/07, from which women 1028) they are not capable of accomplishing this important task. Total of pupils in adult elementary schools is not real, as large percentage are pupils at age's 13 to 17, which drop-out elementary school or due to various reasons coming back to system of elementary education (Roma people etc.).

As far as adult participation in **secondary education** is concern, according to Republic statistic bureau, in 2005/06 from the total of pupils (286.851) there was 2.79% of part time (8.241), but among them large number of young adults, that have dropped out regular system of education shortly before and they are using this opportunity as a "second chance" for acquiring secondary education. Programs for qualifications upgrades change of qualifications and specialisations are organised in 95 secondary professional schools, and in 2006/07 there was 2.477 pupils on this programs.

Regional Training Centres (CARDS program), which are working within a system of secondary professional education, have organised numerous programs in 2006.

Numbers of accomplished trainings, students and teachers engaged, in the period March 2006 – end of October 2007.

No	Center	Total	Participants	Teachers
1	Zrenjanin	5	663	16
2	Niš	21	414	40
3	Bor	19	183	45
4	Novi Beograd	16	170	31
5	Kragujevac	7	48	17
Total		68	1478	149

Number of trainings in 2007 is already increased to 90 and pupils to 2057.

Adult participation in **higher and university education** is restricted by numerous factors. Considering that Faculty's haven't got special offers and doesn't recognise adults, especially the employed persons, as specific target group, it is not possible to give accurate information about their enrolment, apart from the fact that their number is larger on private universities comparing to state universities.

Participation in non - formal education

Upon declining of formal adult education which occurred during '90s (caused by wars, economic crisis, country isolation and other factors), organizations of non-formal education have responded to increased educational needs in different sectors. The strong movement of educational offer and participation has been detected and some cases can be described as explosion of non-formal education, e.g. NGOs educational activities which faced significant expansion of trainings in economy for big companies in the last 5-6 years. Also, there is increase of commercial companies which offer different kind of trainings and seminars. This expansion of non-formal education brings risk related to non existence quality criteria and standards as well as impossibility of systematic monitoring and data collection. In those terms it is impossible to provide estimation on participation in non formal educational forms, but in informal is even more difficult.

It is noticed a trend of bigger participation of women (especially in NGOs), agricultural population, ethnical minorities (especially Roma people), refugees and IDPs, employed - especially at management level, older people etc.

Sectors where participation in education has increased are the following: adult education in human rights, democracy and civil society; education in sustainable development, trainings in entrepreneurship, education in health care and prevention, IT literacy, foreign languages learning where are obvious huge increase of interest.

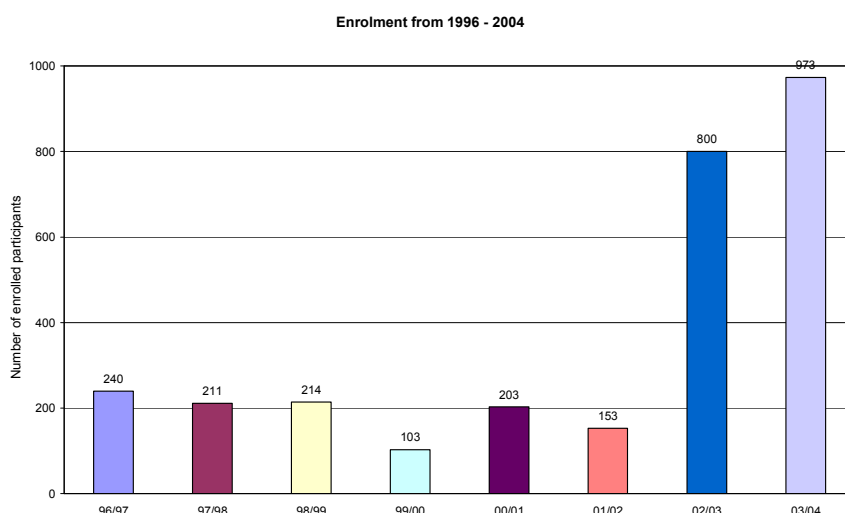
Rough estimation shows increase of participation trend, first of all in various educational forms which are "unreachable" for existing estimation methods.

But, it's a quite possible to provide data for certain sectors, organizations and target groups which can illustrate mentioned trend:

- Considering that basic literacy falls under government responsibility, literacy programs present part of obligatory elementary education and they are conducted in adult elementary schools, so there is no special programs for illiterates, they are usually, together with key competencies part of the projects organised by NGO's or local and international projects.

- According to uncompleted and partial data from a research in non governmental sector in 2006, in 17 NGO's for women there were 4.300 participants, in 6 organisations for refugees and displaced people programs there was 2.360 participants, in 16 NGO's for young people there was 7.600 participants. Still, considering large number of NGO's that are active in Serbia and a fact that numerous projects are accomplishing through non government sector or in collaboration with non government sector, assumptions are that this number is much bigger.

- Participation of elderly in education is very limited with numerous objective factors. Still, increase of education offered has always led to increase of pupils' number, as this group shows big interest in participating. For example, in „3rd age" universities network (developed through projects) number of elderly was rapidly growing:



According to general trend, more and more women are participants in these trainings. In non-governmental organizations, 70% of elderly people who use programs of education are women, more than 50% of them live alone, and 40% have high education.

However, considering low financial capabilities of this social group to invest personally, their enrolment in programs that are not sponsored by projects is very low.

- One of the education types which are in expansion is professional development of teachers at all levels, which is very much supported by government. Centre for teachers professional development has defined obligation of 100 hours of professional development through five years for teachers, counting from the moment they receive teaching license. This condition increased the participation of the teacher in various educational activities, trainings, seminars etc. One example is the experimental Center for continuing and further education of teacher and for the interactive teaching methods (in Kraljevo), where more than 3.500 teacher were trained.

As teachers (from 1st to 4th grade of elementary schools) are concerned, in 2007/08, 15.000 went through short seminars for professional development organized by Teachers Association of Serbia.

- There is information for some non formal areas of education in specific sectors like, for example, government administration. Government and justice administration reforms considered administration functioning is based on principles of professionalism and depolarization. In order to accomplish that, personnel went through professional development. Only in 2006 there was 1358 of government personnel went through 41 different type of trainings.

- Educational activities provided by professional organisations and associations attract more and more participants. One of the best example is The Judicial Training Center, which has approximately 15,000 beneficiaries where 2,400 are judges and more than 700 prosecutors and deputy prosecutors, and almost 1000 interns, professional associates and advisers in courts and prosecutions and around 11,000 judicial administrative staff. In 2004-2006 they organized

around 1.000 different types of education and training for more than 9.000 participants - judges and prosecutors (more than the total number of them), which shows that many of them participated several time. In the near future, except from the programs for persons employed in judiciary in Serbia, the JTC will organize trainings based on specially prepared profitable programs for other jurist who wish to take the judicial exam, then court experts, mediators, public notaries and lawyers.

- Students' enrolment in programs associated directly or indirectly to economy is in continuous growth. Example for this is Serbian Chamber of Commerce, organisers of nearly 500 various types of trainings , seminars, presentations etc. within 300 different areas and 20000 pupils in the period between 2002 and 2007. Only in 2007 there was 2.527participants enrolled in different programs.

- Educational programs of National Employment Agency that are targeting unemployed, covered in 2007 following number of participants:

Programs:	No. of participants	Effects on employment	Effects on employment %
Trainee and volunteers programs	4500	3500	78
Various trainings	7500	4000	53
Subsidized postgraduate studying	100	-	-
Total	12100	7500	62

National Employment Agency supports the measures of other providers, such as NGOs. An example of this cooperation is Valjevo, city where in 6 moths more than 700 citizens completed the courses for active employment and entrepreneurship.

- Private providers and commercial companies that are involved in education reporting increase in number of participants, especially in foreign languages and IT courses, but there is no accurate information about them as they are not obligated by law to provide these information. Some data still show that this area is in expansion: In the humanitarian action "Knowledge for tomorrow" under the auspice of the president Tadic, around 2.500 participants from the most vulnerable groups completed the basic ICT courses. Courses were funded by the donors. Further more, according to the information of the JISA (Serbian association for informatics), there are more than 100 test center for the ECDL certificate, where more than 7.000 participants have completed IT training. Single providers of IT training and foreign language schools report on increased number of participants.

Studies on non-participation and motivation of groups that are difficult to reach

There are no comprehensive studies on reasons of low participation in adult education, but some reasons are generally recognized as cause of such situation:

- From 1990. it is acknowledged the process of intensive declining of adult education system, reducing of adult education possibilities and abandon of positive learning tradition;

- The high rate of unemployment, 54% of unemployed with secondary education have low motivation for inclusion in education processes, because education is not recognized as instrument for unemployment resolving ;
- The low living standard does not allow personal investments into adult education forms which requires personal participation and commitment;
- Existential vulnerability requires the maximum level of additional working commitment, which does not leave enough time for educational activities ;
- Formal system does not offer the second chance as real possibility for adults, because contents and organization are not adapted to them what directly decrease motivation of adults for inclusion into additional education;
- Non formal system of education which meets adults needs is not certified nor on any other way recognized at national level ;

Taking into consideration the low educational level of population (over 22% without completion of elementary school), particular problem is low motivation and participation of adults in elementary education. Although the right for free of charge education is achievable for all, motivation for elementary education of adults is low out of the following most important reasons:

- Curricula are in total taken over from curricula of elementary education for children and therefore it is not adequate for relevant needs of adults
- Organization of education does not suit to needs and possibilities of adults
- Schools are mainly filled in with drop out students from formal educational system who do not have anything common with adult education
- Teachers are not trained for appropriate work with adults
- Completion of elementary schools does not bring any positive change in social and economic status. It brings only possibility of legal employment for the lowest paid and unqualified jobs, which are usually performed without elementary education.

There are more studies on reasons of low participation of certain target groups. In focus researches are:

- Ethnical minorities, Roma people. Roma decade has initiated the row of activities aiming increase of social participation and inclusion of Roma people into society. Studies have indicated that main obstacles for higher motivation of Roma people for inclusion into education are the following :
 - The low educational structure of Roma population (over 60% are illiterate and without elementary education);
 - High affection by deep and sharp poverty ;
 - Language barriers;
 - Stigmatization and prejudices related to this target group, especially expressed during job seeking and expectations regarding educational achievements of Roma people ;
- Next group whose low motivation is on high level are unemployed people and employees under risk of loosing job. The reasons for low motivation :
 - In the time of such economy within transition period in Serbia education offers really low employment opportunities;
 - Educational forms which are offered to this target groups do not take into consideration appropriately their and labor market needs;
 - Social reality significantly offers resolving of the life problems in grey zone of economy and social values, but not in education ;

- The next target group with low level of motivation are women, out of the following reasons:
 - Insufficient level of women emancipation;
 - There are no necessary educational facilities and encouragements due to specific family role of woman-mother ;
 - Additional decrease of motivation is caused by difficult position of women combined with other factors: living among rural population, in undeveloped regions, ethnical minorities, etc.
- Low motivation among older people because of:
 - Old people are socially marginalized group (in category of poorest one) which in education does not recognize the way of its social promotion and participation
 - Educational offer for this target group is very small
 - In adults education offer do not exist responsive mechanisms to the specification of this group

Targeted groups and measures to mobilize learners and to increase participation

There are few groups of measures foreseen either for adults in general or to specific target groups.

One of the measure related to the labour are social programmes for those under the risk of redundancy due to company restructuring or privatisation. These programmes usually consist of educational measures which offer employees the possibility of keeping the job or finding new one;

National Employment Service organises educational programmes which directly lead to development of key competencies which are needed on labour market or by employer order;

They organise also manifestation which promote adult education, institutions, programmes and successful individuals, i.e. Adult Education Festival (The Lifelong Learning Week) and Fairs on education and employment.

There are projects which propose, develop and test measures for motivation and participation increase, through: finding of systematic solution, adequate programmes development, removing social barriers, HR trainings and support to personal development. These projects are mostly related to those target groups which are difficult to be incorporated into programmes of education (unemployed, ethnical minorities, women, old people, handicapped persons, etc.).

Benchmarks in relation to participation

Considering that, there is no reliable information about total participation of adults in education and learning, and especially not in the area of non formal education, the aim is to establish standards and put procedures in place for adult participation tracking in formal and non formal education. Target is to define clear jurisdictions and responsibilities over data tracking and gathering about participation, as well as for removing barriers and increasing motivation and participation in certain areas and for various targeted groups.

Assessing the learning outcomes of adult learning and education programs
and learners' achievements

Ministry of education, through regional schools management, is constantly tracking and evaluating process and results in formal education. These schools managements have an obligation and jurisdiction by law to monitor and estimate formal adult education (in elementary and secondary schools). However, methodology for monitoring and evaluation is not developed enough for adult education, so the same instruments and criteria are used as for children and young people.

Institute for Education Quality and Evaluation is an independent specialist institution providing standards in its area of operation – evaluation of education and upbringing - as well as recommendations for establishing and maintaining quality systems in education and upbringing.

The key areas of the Institute's activities are:

- Defining standards in education;
- Evaluation of education;
- Training of participants in the system of education.

In performing its activities, the Institute is especially focused on the specialist work related to the following areas:

- Proposing general and special standards of knowledge;
- Evaluation of the work of teachers, tutors, specialist collaborators and institutions;
- Controlling the rate of success in the realization of set aims, tasks, as well as general and special standards of knowledge, at the Republic level;
- Realization of international studies;
- Monitoring student's achievements;
- Providing expert support to the Ministry of Education and Sports, as well as to the National Educational Council and schools, in the domain of monitoring and evaluation of the performance in the realization of set aims, tasks, as well as general and special standards of knowledge;
- Monitoring the system of evaluation and provision of quality in education and upbringing for its compliance with the relevant European systems in the domain of evaluation and provision of quality in education and upbringing.

Still, the Institute's main orientation is towards children and young people education and formal education system, but even within formal system adults are not recognised as specially targeted group.

National Employment Agency has developed standards system for professional development provider selection, including quality standards. This way, using same standards, providers from formal and non-formal sector can be chosen.

There is number of projects with developed tracking systems and evaluation of particular segments of adult education and learning included, but systematically monitoring and evaluation in adult education is no even in concept.

Tools and mechanisms for monitoring and evaluation and the use of the results

Instruments and mechanisms for outcomes monitoring and evaluation of adult learning and education are developing and they've been used for various projects designed to change legislations and formulating adult education and learning politics and new programs development, for example design and adoption of strategies, the Strategy for the development of Vocational Education and the Strategy for the development of Adult Education. However, there disparity between those strategies and defined policies – the effects of M&E on the practise of adult education is smaller.

Benchmarks in relation to outcomes of adult learning and education

Considering, that existing institutions that are involved in monitoring and evaluation aiming at problems of formal system of education, children and young people education, it is expected, together with growing care for quality of adult education, to implement adult education as equal with other areas of monitoring and develop and implement special instruments, standards and procedures for tracking and to make results available and transparent.

ADULT EDUCATORS/FACILITATORS' STATUS AND TRAINING

Profesionalisation of adult education

Adult educators/facilitators in Serbia are recruited from different sectors:

1. Adult education and learning professionals - andragogues.

The most professional group of experts in adult education are prepared at the Faculty of Philosophy, University of Belgrade. Ever since 1979 adult education study took 4 years of graduate studies, as well as 2 years of postgraduate - magister study and PhD studies.

In 1979 two separate study groups have been established within Department of Pedagogy: *Study Group for Pedagogy* and *Study Group for Andragogy*. According to these conception important characteristics of andragogic studies is emphasized interdisciplinary character. Andragogic and pedagogic disciplines dominate in curriculum but there are a certain number of psychological and sociological disciplines. In the same year first generation of students entered the program for gaining the academic degree *Bachelor of Arts in Andragogy* (Dipl. adult educator).

Through this curriculum it was and still is possible to prepare adult educators to work in different areas of education and culture, in institutions for adult education, institutions for re-education and re-socialization, mass-media, different centers for adult education, etc. Orientation towards general, wider profile is the result of contemporary trends in sciences and demand for mobility of this kind of experts in changing system of economy, education and culture.

Very important changes of the basic study had been made in 1988: curriculum was reorganized and structured in three groups – general subjects, general andragogic subjects, and specific andragogic subjects. In 1990, 1993 and 1997 some new subjects were introduced. The possibility for postgraduate studies in Andragogy exists at the Faculty of Philosophy since 1956. At the

beginning of 1960's postgraduate studies have been introduced at the Department of Pedagogy. One of the courses was *Course for Adult education (Adult education Major)*.

Radical changes of postgraduate studies took place in 1988. Since that time there are 10 areas of Andragogy within which master studies could be organized. After exam in master thesis students gain the first academic level - *Master of Art in Andragogy (Magister in adult education)*. After M.A. studies there is a possibility to get PhD degree (Doctorate) in the area of adult education. During 29 years from establishment of separate group for andragogy, around 400 persons graduated, 25 MA and 10 PhD degrees have been issued

Contemporary profile of the Department of Andragogy at the Faculty of Philosophy, University of Belgrade

The study of andragogy is just being transformed according to Bologna declaration. Due to the very slow changes in the development of National Qualification Framework, it was not possible to have basic study which lasts three years, so the four-year model of the basic study was adopted for all the Department of the Faculty of Philosophy + 1 year for the Master study + 3 years for doctoral studies.

The most important changes have been made in the curriculum of basic studies. The subjects were previously theoretical-scientific and lasted for two semesters, now they last one semester and they are not just theoretically, but also competencies and skills based.

Master studies last one year and they don't tend to (as it was the case) guide students just to scientific researches, but also to enable them for further professional development and for postgraduate studies.

Doctoral studies used to be a kind of independent work of student, with support of tutor, but now it turns to three year study with clear structure and procedures.

At the moment the new curriculum for basic studies is being implemented, and new master and doctorate program will start next year.

The structure of curriculum looks as follows at the moment:

Basic studies

I semester:

- General andragogy
- General pedagogy
- General psychology
- Basics of sociology
- Foreign language
- Optional course from the field of philosophy

II semester:

- Adult Education History
- Life span development psychology
- Psychology of personality
- Foreign language
- Optional course from the field of cultural heritage

III semester:

- Research strategies in adult education
- Learning Psychology

- Social Psychology
- Sociology of education
- Statistics
- Foreign language
- Optional course from the field of ethnology and anthropology

IV semester:

- Adult Education and Work
- Andragogical didactics
- Methodology of adult education researches
- Adult Learning
- Foreign language
- Optional course from the field of ethnology and anthropology

V semester:

- Economics of education
- Organisation of work in educational institutions
- Adult Education Planning
- Vocational adult education
- Optional course from the field of psychology
- Optional course from the field of sociology

VI semester:

- Leisure Andragogy
- Adult Education Management
- Human Resources Development
- Social Andragogy

VII semester:

- Andragogy of Media and Communication
- Comparative Andragogy
- Basic Adult Education
- Family Life Education

VIII semester:

- Practical training
- One of the optional modules:
 1. Adult Learning and Personal Development
 2. Historical and international dimensions of adult education
 3. Organisation and management in education
 4. Adult Learning and Teaching
 5. Professional development of adults
 6. Socialisation and adult education
 7. Leisure, media and adult education
- Final diploma paper

Master studies

I semester:

- Methodology of educational researches
- Foreign language

- First and second core course in one of the optional modules:
 1. Human resources development
 - *Educational planning – methods and techniques*
 - *Human resources development*
 2. Historical and comparative dimensions of adult education
 - *Methodology of historical and comparative researches*
 - *Development of modern adult education*
 3. Managing and leadership in education
 - *Organizational theories in adult education*
 - *Strategies and models of educational management*
 4. Program design and learning strategies
 - *Adult learning theories*
 - *Program design in adult education*
 5. Vocational adult education
 - *Vocational training in adult education*
 - *Labour market and adult education*
 6. Social policy and adult education
 - *Methods and techniques of social-educational work*
 - *Social policy and adult education*
 7. Leisure, communication and adult education
 - *Communication, media and adult education*
 - *Leisure and adult education*

II semester:

- Optional course in the chosen module
- Continuation of the second core course in the chosen module
- Final paper – MA thesis

Doctoral studies

I semester

- Theories in Adult Learning and Education
- Methodology of Social Science researches
- Optional course (one of topic related courses at the Department for Andragogy)

II semester

- Lifelong learning and education – policy, strategies and systems
- Contemporary trends in andragogical researches
- Optional course (topic related course at one of the departments of the Faculty of Philosophy)

III semester

- Research proposal
- Optional course (topic related course at one of the faculties of Belgrade university)

IV, V and V semester:

- Doctoral dissertation

Employees at the Department for Andragogy: 31 teachers and assistants work at the Department of Pedagogy and Andragogy out of which 19 are at the Group for Pedagogy and 12 at the group of Andragogy.

By the end of 2008 the new curriculum will be adopted. The general structure of study will remain the same, but some new subjects and courses will be introduced, with increased number of optional courses.

2. The biggest group in teachers' network for adult education are teachers who graduated on faculties which provide pedagogical and didactic knowledge. In addition they attend courses and take exam in psychological-pedagogical and methodological-didactic ability for educational work. Adult education has insignificant, more informative character because they are prepared more for work with children in formal educational system (mainly it is related to fundamental natural and social sciences).

3. Also big group of teachers are going through teaching preparation in Faculties of Applied Sciences (medicine, civil construction, mechanical engineering, economy, etc), without any intention for teaching occupation. They dominate in VET schools not being trained for any kind of teaching and educational activity.

4. Significant group consist of teachers in practical teaching performance whose job position does not need to be in educational institutions, but in production and services provision. They do not need to have higher education degree, but do not have any education related to teaching process.

5. Current tendency linked to NGO sector development is expanding a network of experts-educators for specific topics, well trained for organization and implementation of educational processes for children as well as for adults, in many various areas.

The Law on the foundations of the System of Education (2003) introduced on new way permanent professional improvement of educators, first of all introducing teaching licenses for certain time duration, which can be acquired and renewed through new trainings.

Different categories of adult educators and facilitators participate in adult education in general at all levels and different sectors. According to the survey carried out on 2006. within the Institute for pedagogy and andragogy on the Faculty of Philosophy, encompassing sample of 528 questioned persons (393 women, 135 men) working in the field of adult education, 69 of them have graduated in Andragogy, 91 were still studying it and 368 do not have appropriate professional preparation in adult education.

<i>TYPE OF PROFESSIONAL ENGAGEMENT</i>	=528	%
Volunteer	5	0,9
Fee contracted associate	48	9,1
Part time associated	69	13,1
Full time employed	364	68,9
Pensioner - fee contracted associate	31	5,9
Self employed	11	2,1

Professional development for adult educators and facilitators is happening within non-formal education sector. There are specialised studies within formal education sector in different areas, as well as accredited programs by Centre for the improvement of education and related ministries. Non formal education offers mainly content that is targeting didactic and method

competencies. These programs are in use by professionals in adult education – andragogues as well as teachers from other areas. Last couple of years few programs of education for education has been developed, lots of foreign experts worked on education for new types of adult learning and education, this work continuous on implementing standards for education and professional development in this field.

Adult educators/facilitators – number, terms of employment and remuneration

In 19 schools there is 144 full time teachers employees and 91 part time.

It is almost impossible to give an estimate of adult educators and facilitators in comparison to total number of teachers working in Serbia. The reason is the fact that many of them are not recognized as adult educators and there are no related statistical data. This is especially the case with educators in the area of professional education, training and future education. Even more – very often, those adult educators are engaged as part-time teachers. So, just some limited data – for the elementary schools for adults – are given.

According to the description of the competencies given for the profile Graduated Andragogue at the Department for Andragogy at the Faculty of Philosophy in Belgrade, he/she has competencies to work in:

- Institutions of formal education: primary, secondary, higher and high education;
- Regional training centres;
- Institutions and organisations of informal education: open and workers universities, NGO and private institutions and organisation for education and training;
- Cultural institutions and organisations: Institutes, libraries, museums, archives;
- Social security institutions: social services, counselling, institutional protection institutes, social service agencies;
- Institutions and organisations for leisure, sport, recreation and tourism;
- mass-media;
- private companies and associations: employers' associations, chambers, sector associations and unions;
- State's institutions, local government institutions: ministries, governmental organisation and legal, health police army related agencies;
- Organisations and employment agencies on national, regional and local level;
- Scientific/research institutions and organisations.

Graduated Andragogue has competencies to:

- Research problems related to adult education and learning;
- Perform scientific and applied projects in area of adult education and learning;
- Investigate the needs of education and learning– market needs analysis, analysis for institutions, organisations, groups and individuals;
- Design adult education programmes and modules for different target groups, institutions and organisations;
- Organise, implement and improve the process of education and teaching;
- Develop, promote and implement adult education policy and strategy on national, regional and local level;
- Manage institutions and organisations for education and culture;
- Manage the HRD activities;
- Establish and develop quality system in education;
- Evaluate institutional performance, programmes, processes and results of education;

- Perform counselling, mediation and leading in different domains (work, family and leisure)
- Establish and develop standards and accreditation procedures for institutions and programmes dealing with education and training;
- Plan and organise distance education (electronic and *on-line* education and training)
- Perform postgraduate education in sectors of human and social sciences and continuous professional development.

Research of the Institute for pedagogy and andragogy also gives some illustration of the areas and institutions where adult educators actually work:

<i>Institution –organization</i>	N=528	%
Public educational institutions	157	29,7
Private educational institutions	37	7,0
National, Open universities and universities for the Third Age; HRD departments	41	7,8
Institutions for education, culture and art	38	7,2
Governmental organizations	59	11,2
NGOs	95	18,0
Mass-media	8	1,5
Different organization	83	15,7
Other	10	1,9

The various types of institutions and organizations where adult educators are employed shows on one hand the potentials for their employment (broad range of possibilities), in the other hand they show the difficulties in recognizing adult educator/andragogue as the profession.

In the 90-s the usual place for their employment were “classical” institutions of adult education: peoples, workers and open universities, elementary schools, cultural institutions. The teachers salaries in those institutions are very low what is also one of the reason of negative selection among human resources who choose this sector.

But the recent year brought about some important changes: adult educators entered the area of human resource management and development and they are more and more recognized as the profession who has the knowledge and competencies for this fast developing area. Since specially big companies are interested in employing them, there is a clear positive tendency about remuneration – they belong to one of the best payed professional group.

More and more adult educators are engaged as trainers, counsellors and organizational developers in the international projects, in the big regional and international projects and programmes and in the NGOs activities supported by donors. In this sector, they usually earn much more than in the state owned and run institutions. So, there is a clear shift in the traditional models and places fo employment of adult educators, facilitators and trainers, which should have the positive influence on their image, status, employment perspectives and remuneration.

RESEARCH STUDIES IN THE FIELD OF ADULT LEARNING AND EDUCATION

Key studies in adult education, major questions and influence

Large social problems and economic crisis contributed changes in support approach for science and scientific researches, especially decrease in number of fundamental researches, which were characteristic of previous period. For education and learning area these changes are visible in support for applicable researches, whose aim is speeding up reforms in practice and acquiring quick results.

There is only one institution specialised for researches in adult learning and education field – Institute for pedagogy and andragogy of Faculty of Philosophy in Belgrade. Institute for Pedagogy and Andragogy is scientific unit within Faculty of Philosophy, structurally and functionally connected to the Department for Andragogy and Department for Pedagogy. Institute is established in 1983. Its work is characterized by following:

- Scientific researches in different areas of pedagogy and andragogy
- Theoretical, fundamental, comparative and historical researches
- Number of different projects and applied researches
- Connecting of teaching and scientific work
- Publishing (beside number of books and monographs Institute is publishing the journal *Andragogical studies*)
- Strengthening national, regional and international cooperation

With minor financial support from Ministry of Science, this institute works on researches about different problems of adult education and learning. These researches are oriented to particular problems of adult learning and education within specific scientific disciplines.

Research topics in the Institute are:

- Vocational adult education
- Didactical foundations of adult education and learning
- Economic development, knowledge and education
- Historical and comparative aspects of adult education and learning
- Organisation and management in adult education
- Models of strategic management of adult education institutions
- Education as a tool for strengthening and social inclusion of the poor
- Continuing professional education of adults - conception, models and institutions
- Adult education, leisure time and recreation
- Adult education and tourism
- The role of parent education in a life crisis
- Professionalisation of adult education and learning area
- Functional literacy and basic adult education
- Content and methods of further education for adult education personnel
- Advocacy campaigns for adult education and learning

Apart from Institute for pedagogy and andragogy, there is few research institutes whose researches, even so they are dedicated to some other educational problems, indirectly they are concerning some aspects of adult education (Institute for pedagogical researches in Belgrade, Institute for pedagogy in Novi Sad, Institute for psychology in Belgrade, Institute for Special Education in Belgrade, centre for the improvement of education, Centre for the Quality of education and evaluation), its similar for other professional associations in education area. These researches are related to general questions about education politics and strategy, school system reforms, education and professional development for teaching personnel, general and specific questions about didactic and methodology, questions about quality of education etc.

Problems of education, trainings and professional development in last few years are subject to researches as a result of projects conducted in order to get results for some areas. These researches are conducted by experts associations, think-thanks, NGO's or large international organisations specialised in particular fields of adult education (some examples of the NGOs of this kind are: European Movement in Serbia, Center for the Development of Educational Policy, Democratic Political forum, Palgo center... Some of the international: Council of Europe, European Training Foundation, BFPI, Friedrich-Ebert-Stiftung...). These researches are well supported by international organisations and pointed to education system reform. They can be separated into few groups:

- Educational needs and possibilities in the field of trainings, qualification change, qualification upgrade and professional development, aiming at coordinating employment market and education system

- Coordination with European values, standards and solutions in the area of professionals' education and graduate education (European Qualification Framework);

- Researches related to citizens, peace and intercultural education, are conditioned by strong needs of society that is still in the process of democratisation

Researches about availability of education change of negative educational structure, barrier removal, satisfying needs and participation growth in education for particularly aimed groups (Roma people, women, disable persons, elderly, refuges...):

- Researches aiming education politics and strategy, especially in the context of education system reforms

Marketing agencies in their researches sometimes are indirectly mentioning adult education and learning. For example researches about use of computers and internet, family expenditure for education, attitudes in regards to education etc.

Results of the researches are published by monographs, professional magazines (mainly in magazine "Andragogic studies"), proceedings and institute's and NGO's publications. In the area of adult education and learning, these results have more influence on formulating policy and strategy then on practice of adult education.

Results for particular researches are not introduced here, however most important result will be explained in next chapter ' Innovations and examples of good practice". Some results of researches have been used in (for) making this national report.

Compared to stable, developed societies, where education system is constantly improved and transformed, socio-economic and political context of transition in Serbia sets challenges and demands for re-constitution and re-building of adult education system. This process is not harmonic and even, more likely it is in form of urgent interventions acquiring different areas of political and economic structure of society. This is main reason why these changes are in form of projects, innovations, initiatives, actions, new institutional forms etc. Structure requiring constituting new system, is widely applied involving educational policy, promotion of adult education as social and personal value, professionalism and institutionalisation of adult education, interventions in priority sectors and satisfying the need of sensitive target groups.

Policy of Adult Education and Learning

Among projects intended to reformulate educational policy, to be able to respond adequately and to place adult education into formal system, one project stands out: „Functional Basic Education of Adult Roma“.

Project „Functional Basic Education of Adult Roma people“ - FOOOR tended to improve social integration of Roma via their inclusion into the system of education and increase of their employability. This was done by giving the possibility to those who once dropped-out from elementary school to finish VII and VIII degree and get the diploma of elementary school, and additionally to choose and attend one of the vocational courses, getting so the vocational training certificate recognized by state.

To do that, it was necessary to develop a new curriculum - tailor made for Roma, but still in accordance with the state standards. This program included general education subjects, but also life skills courses (health, family life education, active citizenship, communication, IT skills, entrepreneurship). Further on, it was necessary to prepare the schools for implementation, to train the teachers in both new program and specific didactical approach to Roma. There were no scholarships or similar incentives, but the new curriculum, very flexible organization of teaching (modular approach, various teaching time and schedule, use of interactive methods) served as motivating factor.

There are several elements that make the programme specific, innovative and high-quality:

- Alleviation of poverty should be achieved by: 1) increasing employability (basic education + vocational training) of the target group, 2) new modules in education (entrepreneurship training, training in active job-seeking), 3) development of basic skills – computer literacy, communication and interpersonal skills;
- The project introduced the new role: Roma assistant to the teacher - the person who accompanied the students, helping them in both school and social issues.
- Sustainability should be achieved mainly by the fact that project aimed making the formal system of education open, flexible and accessible, but also by a series of accompanying measures – networking the actors from the field of education, economy, politics, NGOs, developing of social partnership at all levels (local, regional, national), awareness-raising campaigns among the Roma and other vulnerable groups etc.
- Capacity building measures are also contributing to the sustainability: local partners (schools, labor market offices and local communities) have trained to work together in bringing closer education and world of work; Roma communities and NGOs are trained for advocacy, awareness-raising and conducting similar projects.

- For the first time in Serbia, programmes of functional education who were designed for minority ethnic group, were involved in formal education system and were certified. Following was done to enable the adaptation of the programme for different cultural groups: 1) content is adaptable 2) didactical material was developed during the teaching, in order to achieve the maximum cultural relevance in language, content and style, 3) some contents were especially introduced for Roma (health education, nutrition, hygiene, AIDS prevention, family planning, family life education...), 4) introducing “Mother tongue, culture and history” as additional offer - if different from official one, 5) assistant “teacher”, having same cultural background as students (Roma assistant - in this pilot programme) was for the first time introduced into the classes.
- For the first time in Serbia, accreditation of short training programmes was enabled, involving representatives of National Employment Service, employers and schools/teachers.
- The advancement of women and girls was enabled via several measures: They had the priority in the enrolment process, the teachers were trained to use methods suitable, and special attention was paid to choose the vocational training programmes that suite the needs and interest of woman and girls.
- The whole programme with above mentioned measures was created to meet the needs of target population, which was the main aim of the project – to open the educational system for those needs and to define and test the sustainable mechanisms for that.
- Major share of projects’ activities was devoted to system nature of the projects, as a way to provide their sustainability, which is main goal of every project. That is referred to main components of projects (acquiring of education, qualifications and certification), as well as on side activities and measures. List of legal and financial changes is prepared for sustainable integration of FOOOR into formal education system. This should enable further system opening for various vulnerable groups and it should increase system flexibility and sensitivity.

Promotion and advocacy for adult education and learning

Adult education is often argument used to explain social difficulties and problems (poverty, economic development, unfavourable position of women etc.), but it’s rarely promoted as asset for solution of these problems, both on social and individual level. One of the examples of strong positive promotion of adult education as value and advocacy tool is within the movement ‘‘Festival of Adult Education’’, yearly organised event, since 2001 until today. Festival is organised by: Society for Adult Education Belgrade, Institute for pedagogy and andragogy Faculty of Philosophy Belgrade, Ministry of Education, various partners and with financial support of German institute "dvv international".

The main goal of the Festival was to inform the public about the opportunities for adult learning, to promote the idea of lifelong learning, to strengthen the cooperation between institutions and organizations in the field of education, as well as to draw the attention of political decision makers to the potential of adult education as a key resource for transition.

Hundreds of institutions, organizations, companies and agencies in several cities in Serbia are usually involved, organizing activities in their communities, participating with various programs, which are broadcasted by national and local television, radio and newspapers.

Strong advertising campaign is always an important element of the festival activities. Co-ordinators and associates from organizing institutions hold TV and radio promotions,

announcing all events and the main idea of the festival, discussing at the same time some of the main issues of adult learning and education. Video-clip on TV programs and posters located on different city areas also propagate the idea of the festival.

Variety and diversity are the main characteristics of festival activities. Some of them are: workshops, exhibitions, excursions, promotions of educational programs, seminars, public lectures, poetry cycles, music concerts, discussions, folklore dances etc. Activities are organized in many different places: houses of culture, libraries, clubs, galleries, schools, museums, NGOs, concert halls, art studios, people and workers universities, companies, care centers and houses of elderly... Numerous publications are published during and about the festival.

Professionalism and institutionalization of Adult Education and Learning

Ruined adult education infrastructure left consequences, especially on institutions involved in adult education and on possibility of sector employees for professional development. Project "Train the Trainer" had not just opened the possibility for necessary development of adult education teachers and associates, but it also made first steps on setting standards for any professional working in this sector.

Project called »Train the Trainer« - designed to educate the teachers for adult education and for usage of new educational methods for the improvement of quality, and related training; and these were main activities of this significant project implemented by the joint network of the Institute for pedagogy and andragogy and Society for Adult Education from Belgrade. This project was financed in cooperation with the Institute for intentional cooperation of the German Adult Education Association from Bon (dvv international). In organisation of the Society of Adult Education number of trainings for trainers, and then dissemination in Serbia and Montenegro for over 100 teachers and educators. Some of the people trained were: educators from elementary school for adults, associates of people and workers universities, culture institutions, non-government organisations etc.

The main objective of the project was the development of professional competences of teachers, trainers and organizers of education in institutions of adult education. The program was designed for adult education practitioners with no specific andragogic education, with intention to increase their knowledge and skills, but also to raise awareness about the importance of professional development in this special field of education.

The project represents the result of different theoretical-empirical research and experience from some practical projects.

The starting point for the first phase expert team was to select key competences that the program would develop, thus supporting quality insurance of adult education practice country wide. Starting from these requirements, the team for program development created seven program modules:

- Teacher in AE
 - * Role and function of adult educator/trainer
 - * Teaching styles in AE
 - * Target group - oriented approach (motivation and barriers)
 - * Communication models and competencies in adult teaching
- Curriculum design in AE
 - * Seminar Design
 - * Program design

- Methods in AE
 - * Psychology of adult learning
 - * Traditional methods in AE
 - * Active learning and interactive teaching in AE
 - * Visualization, presentation, moderation
- Evaluation in AE
 - * External evaluation
 - * Internal and self-evaluation
- Learning group in AE
 - * Group dynamic and interaction in the learning group
 - * Moderation of the small groups
 - * Moderation of big groups and organization of events
 - * Coaching in AE
- Management in AE
 - * Management of AE institutions
 - * Management of AE projects

The team of trainers/multipliers was trained to implement all modules, i.e. to train teachers in different areas of adult education practices. Of the total of 25 multipliers, four teams were set up to conduct seminars for teachers and trainers in four different regions in Serbia and Montenegro.

The training conception and methods of the training were developed by the best national and European expert, according to contemporary trends in adult education and teaching. In the seminars all forms of educational work were used: short presentations, workshops, discussions, teamwork, cooperative work, role playing, etc. Emphasis was put on exchange (of experience, knowledge, attitudes and needs), on reflecting personal experience and practice.

In the next phase project has developed in many various directions, within different smaller projects and subprojects. There are three main directions of this development:

- Further development of modules,
- Development of new modules,
- Development of tailor-made modules
- Broadening of target groups
 - University professors and teachers
 - Labor marker employees
 - Trainers and teachers in foreign languages
 - IT-trainers
 - Police academy and army forces
 - Judges and prosecutors
 - Vocational school teachers
 - Teachers in schools of elementary education
 - Professionals in NGO sector

Further development of this kind of programs raised the question of their status within the system of professionalism of adult education, including problems of standards and certification of andragogy personnel.

Regarding institutionalization, significant number of attempts is made, either to use rest of the perspective institutional resources, or to set up new institutions, with one objective, to answers the needs of the society for adult learning. Good examples for this are Regional Training Centres, established within EU CARDS programme „Vocational Education and Training Reform

Programme “, focused on support to professional development of adults and helping the increase of employment. Within this programme, five new Centers for continuing education are established in Belgrade, Zrenjanin, Bor, Kragujevac and Niš. These centres have developed over 50 programmes related to vocational trainings, resulting with publicly acknowledged certificates.

Areas of priority and education for specific target groups

Dynamic development in different areas of social life caused the recognition of priority for adult education, while placing target groups into focus of educational work. Examples of good practise in some of those areas, regarding the needs of target groups, are as following:

- Project of the Network of Universities for the Third Age is a continuation of several year efforts made by the Institute for pedagogy and andragogy on improving educational offer for elderly people. At the beginning of 2002 the Institute initiated, in cooperation with the Adult Education Society, a new project named “Expanding the Network of Universities of the Third Age”. The carrier of the project was the “Braca Stamenkovic” People’s University which has vast experiences and has achieved important results in this field as one of the founders of the University of the Third Age. During the first phase of the project training was organized for staff members who were preparing to implement the University of the Third Age program in the mentioned institutions through training, demonstration classes and study tours to the University of the Third. Staff training for work in this field of education, which is specific in many respects, represents one of the most significant effects of the expansion of the Network of the University of the Third Age, given that it is precisely the shortage of adequately trained staff which represents barriers to their further development.

In phase two of the Project, a diagnostic process was carried out in institutions which were selected as partners in terms of space, staff, financial and other resources. After analyzing existing potentials, a joint media campaign began in the autumn of 2002 for promoting the Network of the University of the Third Age, along with the setting up of the first educational groups and the beginning of classes. All activities in the Network were coordinated, while the Belgrade partners realized numerous joint programs, as well as student exchanges. The results achieved in this Project exceeded all initial expectations. Analysis of figures for the last two academic years indicates that the expansion of the Network of the University of the Third Age led to a significant increase in the total number of students. The range of the educational programs for elderly was impressive: “Green program“ - program for maintaining and advancing man’s environment, „Red program“ - program for maintaining and advancing man’s health, „Blue program“ - program for maintaining and developing cultural-historical values, „Pink program“ - program for maintaining artistic values and artistic abilities“, „White program“ - program for maintaining and developing language and communication culture, „Spectrum program“ - program for maintaining and developing manual skills and physical abilities...

- AIDS and HIV infections are serious problem in Serbia. A list of organisations is involved in prevention in this area– more than 30, out of which 25 are NGO and 5-6 are government institutions. Most of their activities are financed Global Fond (GF) for AIDS, tuberculosis and malaria, estimated 12 million dollars in the next 5 years. Besides GF, AIDS Programmes in Serbia are financed by EC, UNICEF, DIFID, CIDA, SIDA, USA and Dutch Embassies, Dutch Ministry of foreign affaires, Handicap International, CAFOD. Mostly, it is about prevention activities for vulnerable groups (Roma people, employees of the sex industry, homosexuals, drug abusers, prisoners and young people).

The youth of Yugoslav Association against HIV – the youth of JAZAS 2007 is predominantly involved in informing young people on these issues. In 2007, they held lectures in elementary, secondary schools and universities, attended by over 40.000 students.

From the past 6 months, program of the Global fund is implemented by over 30 NGOs and state's institutions. It is mainly focused on the above mentioned vulnerable groups.

- Judicial Training Centre in Belgrade, with the support of special EU funds and through company Progeco, has organised, during 2006/2007 series of trainings for judges of the Supreme Court and prosecutors. The main objective of these training was for top class law experts to gain teaching and training skills, aiming to enable them to do their job more successfully and to disseminate knowledge and experiences of reform in justice system to their colleagues, as well as to inform them about the process of harmonization of our legislation with EU legislation. Completed training was attended by 60 judges, and that is just one of the centre's activities.

- Project „Position and development of police related education system in Serbia“, was implemented based on the request of Police administration for education, professional development and science of the Republic of Serbia. Project is basically about appliance of demands and recommendations of several documents dealing with reform of police related education system in Serbia. Background documentation for this project is: *the Strategy for the development of police related education system in Serbia 2005 – 2010*, and *Continuation of reform of police related education system in Serbia – measures and activities, 2005*. All recommendations and suggestions made by University and police experts were accepted, as well as recommendation made by the OEBS on development of police related education system in Serbia, stated in document *Reform of the Police in Serbia* from 2004, and conclusions reached on the round table on *reform of police related education system in Serbia* organised by OEBS, Ministry of Internal Affairs and COE. All of these recommendations were related to occupational standards, educational profiles for certain occupation, curricula and technology in teaching.

- Entrepreneurship, self-respect and active search for a job are the areas that were prioritised by the change of economic context – privatisation, change of the economy and owners structure, increased possibility of losing a job and uncertainty on the labour market. System of formal education can not respond to these changes as quickly, although entrepreneurship related education is finding its place in curricula acknowledged by the formal system. This is why this type of trainings is usually organised by the National Employment Service, agencies, NGOs and local authorities. Entrepreneurship related trainings are addressed by projects for increase of employability and solving problems of unemployment. Women are here identified as target group in need for this kind of support, although these programmes are usually followed by vocational trainings and self-development trainings. One of the innovative examples is training for ladies future entrepreneurs and trainers at the so called "Academy of women's entrepreneurship," funded by EAR. In 2006 future entrepreneurs and trainers at the "Academy of women's entrepreneurship" have build practical capacities and acquired skills needed for successful running of business. They were offered training in business plan making, business running, marketing, financial and legal aspects of business.

During realization of the project "Academy of women's entrepreneurship" trainers also built their capacity and they became educators of Academy in Kikinda. Their task, after several months of training, together with experienced lecturers and trainers, was to train attendant of the Academy and help them in developing business ideas and starting their own business. Training program for future trainers covered 6 workshops: Vision of business, Marketing, Financial issues, Legal aspects for business start up, Making business plan and acquiring skills for workshop management. Successful trainees will be engaged in the programs that Academy for women's entrepreneurship, or other similar institutions and organizations will organize in future.

The aim of the project was to help those women who have been unemployed for longer period, but also young looking for a job for the first time.

Experience of women entrepreneurs is incorporated in the programs of all workshops, while all workshops have the element of self-confidence building of those who plan to start their own

firms. During the training, trainers and successful business women are supposed to offer current information regarding new regulations, available funds and credit lines, but also to pass to the trainees their daily experiences in business running.

After five workshops, future entrepreneurs will make their own business plan with the help of trainers and consultants from Association of business women (PAŽ).

- Since nineties, sector of education including political, civil, inter-cultural and peace education has significant social role, aiming to help solving problems of society in democratisation. This is one of the areas receiving the biggest international organisations and institutions support, especially by European Council. Considerable number of courses and trainings was organised for the teachers, especially since civil education was introduced as elective subject in elementary and secondary schools. Besides that, NGOs are continuously offering seminars and trainings related to this sector, for different target groups. In catalogue of accredited programmes of the Institute for the Improvement of Education significant numbers of trainings recommended to the employees are from this sector. An interesting example showing how results of such activities within the NGO field could be institutionalised, is the project "Peace studies", started by NGO "MOST" (The Bridge). Program "Peace studies and conflict resolution" started in 1999 and every year since then is a kind of intercultural study at the AOM (Alternative academic network). The aim is to give the academic support to gain the competences needed to support the democratic development, non-violence and civil society and to fight violent and aggressive models of behavior and conflict atmosphere in this region. There are 30 participants per year, taking part in round tables, 12-19 courses, divided into 164 hours of lectures, debate clubs, workshops and 7 training seminars of 80 during weekends. The topics are: human rights, conflict resolution, international relationships etc. The program for 2005/06 was based on the "Conflict analysis report" and includes, above the mentioned forms, the students projects on the topic "Analysis of conflicts in Serbia" The CAFOD-a (UK) funded this year program.

- Agricultural education and trainings for peasant and people from rural areas are becoming more and more important. These kind of trainings could be focused on tourism, production of agricultural goods, sustainable development, economic development of rural areas and so on. For the future developments the trainings of agricultural population in use of new or alternative products, or ways of production, seems to of special importance. More often, the producers organize this kind of training. Such an example is program funded by EU and managed by the EAR - Regional socio-economic development program - Tourism and agriculture. Among other activities, the three months training for the use of biomass for the biogas was organized for around 1.200 participants from the villages in North Serbia. The project was realized by the Center for continuing adult education and secondary chemical school from Zrenjanin and in cooperation with national employment agency, local community, Regional chamber of commerce, Agricultural institute and other partners.

Adult Literacy

Although primary education is mandatory for already fifty years, Serbia is still facing the problem of illiteracy and high percentage of illiterate people.

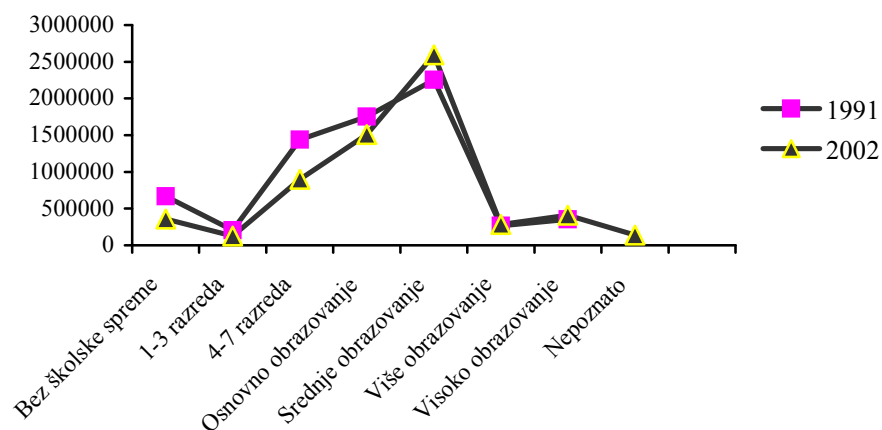
Population, age 15 and over, according to census:

	1991		2002	
	N	%	N	%
Total listed	7007422	100	6321231	100
Without formal Education	666819	9,5	357522	5,6
1-3 grades of elementary School	205744	2,9	126127	2,0
4-7 grades of elementary School	1439087	20,5	896847	14,2
Primary Education	1752672	25,0	1509462	23,9
Secondary Education	2255782	32,2	2596348	41,1
Higher Education	267226	3,8	285056	4,5
High Education	354610	5,5	411944	6,5
Unknown	65482	0,9	137895	2,2

Source: Statistical Yearbook of Yugoslavia 2000, Statistical office of the Republic of Serbia, Belgrade, 2002.

As well as in last census, in 2002 census data on level of qualifications are related to highest level school interviewee has finished, that is highest level of education obtained. Data were not collected for children of pre-school age, nor elementary school students

Stanovništvo staro 15 i više godina prema školskoj spremi
po popisima



Graphical presentation of the data from the table illustrates the fact that Serbia has not progressed much regarding improvement of educational structure from 1991, until 2002. It's noticeable a small reduction of illiterate people and people who don't have any formal education.

It also visible an increase of those having secondary education, but what remains worrying is percentage of adults without finished elementary school - 22% of population older than 15 has not finished elementary school.

DEFINITION OF LITERACY

In Census from 2002 definition of literacy remained the same as in the Census from 1991: persons who have finished more than three grades of elementary school are considered as literate. Also, persons who have finished one to three grades of elementary school, as well as persons without formal education, who are able to write and read short text about everyday life, are considered as literate.

According to this, there are 3, 5% people who are completely illiterate by any criteria, 2% of population have finished up to three grades of elementary school, which is insufficient by literacy criteria, and 4% of population without any formal education, or having up to three grades of elementary school is considered as literate according to this census.

In Serbia, no research regarding functional literacy has been made, nor any precise estimation regarding functional literacy exists, but data on 45, 7% of those with finished elementary school or less, are good indicators for estimation of functional literacy.

	Total	Functional illiterate	Roma	
Completely illiterate	5.7 (3.6) %	45.7 %	25.6 %	90,97%
Without completed elementary school	16.2 %		36.27 %	
With completed elementary school - 8 grades	23.9 %		29.1 %	
Completed secondary education	41.1 %		7.81 %	
Higher education	4.5 / 6.5 % = 11 0%		0.31 %	

Bearing in mind different criteria, data show that literacy and functional literacy are unequally distributed through Serbia. Roma people are endangered the most – according to 2002 Census, 25,6% of Roma people is completely illiterate, and even 90,97% of them could be considered as functionally illiterate.

Educational structure of population and age in Serbia – data from 2002

Total	illiterate	1 – 7 element. school	Completed element. school	Secondary school	Higher education	Unknown
6 321 231	229 902 3,64%	1 150 624 18%	1 509 462 23,88%	2 596 348 41,07%	697 000 11,03%	137 895 2,18%
Total	illiterate	1 – 7 element. school	Completed element. school	Secondary school	Higher education	Unknown
15 - 29 год 1 512 646	9 036 (0.6 %)	63 795 (4.22 %)	507 559 (33.55 %)	817 903 (54.06 %)	72 099 (4,77%)	42 254 (2.8 %)
30 - 49 год 2 115 837	15 915 (0.75 %)	114 134 (5.4 %)	488 938 (23.11 %)	1 116 564 (52.77 %)	322 700 (15,25%)	57 586 (2.72 %)
50+ год 2 644 827	200 791 (7.6 %)	951 823 (36 %)	503 820 (19.05 %)	652 351 (24.67 %)	437 714 (11,34%)	36 258 (1.34 %)

Data presented above show that prejudices about only older people being illiterate is false. Proportion of them is bigger, but high number of young people between age 15 and 29 having minimum of formal education is quite worrying.

Educational structure of population and gender in Serbia – data from 2002

	Men	Women
Illiterate	2.5 %	8.6 %
Without compl. element. school	13.5 %	18.8 %
Completed element. school	23 %	24.7 %
Secondary school	46.1 %	36.4 %
Higher education	12.2%	9.9 %

According to these data there are 52, 1% of women on educational minimum (finished elementary school or less), compared to 39% of men. Situation is even more complex when we compare population on country and in the city – women in cities are three times more illiterate compared to men, and four times on country. These problems are recognised and the Strategy for the improvement of position of Women and Promotion of Gender Equality gave framework for possible solutions.

Besides the right for free education guaranteed by the Law, 5% of children does not enrol in elementary school, and for Roma people, only 66% of them enrolls elementary school on time, and by some estimations – only 30% of them finishes it. 76% - 86% of young people age 15 – 18 are finishing secondary school (data taken from the Strategy of poverty reduction, Belgrade, 2007).

Only primary education for adult people is financed by public/state funds, but it is not clearly stated in the budget exactly how much money. Budget shows only total amount calculated approximately for primary education. Judging by the number of schools who are providing primary education for adult people and the number of participants in them, total assets for this budget section are meaningless and way too little, considering number of illiterate people. Actions designed to promote literacy are stopped long time ago, and this area is now left to manage on their own.

It should be mentioned significant number of NGOs dealing with different issues regarding the position of women are organising courses of basic literacy, especially for minorities, e.g. Roma people.

POLICY AND LEGISLATION

As one of the first steps for development of EFA plans and implementation in Serbia, EFA National Forum was established in February 2002, when an all-encompassing attempt was made to reform education in Serbia – all levels and all areas, and some serious steps were made towards development of national EFA strategy. Forum members represented various partners and they defined EFA goals which were promoted in public. The Forum developed National Strategy for achievement of EFA goals, the EFA National Plan as well. Forum »Education for All« defined literacy and basic education of adults as one of priorities and tried to provide strategy for reduction of the number of illiterate people up to 50% by 2016. However, forum stopped all its activities, and EFA plans were “spilled” on other institutions and organisations, causing some of the objectives set, to be implemented through different strategies (the Strategy on Inclusive Education, the Strategy on the Education of the Roma people, the Strategy for poverty reduction, the Strategy on the development of Adult Education).

Normatively, literacy in Serbia is considered to be area problem of basic adult education, and within this range solutions are looked for, on how to reduce number of illiterate and uneducated people. There are no special strategic or legal solutions related to the matter of illiteracy, but there are some serious attempts to perform reform of formal basic adult education system, to answer the needs of illiterate and uneducated part of population. Often, it is realised through pilot projects, where some possible solutions related to organisation, curricula and capacity building are tested. These efforts, unfortunately, are not coordinated, systematic and continuous, and projects are facing long and complicated procedures for implementation of these results. Anyway, according to general estimations, this represents the safest path for efficient and sustainable solution of the problem of illiteracy and lack of education.

EXAMPLES OF EFFECTIVE PRACTICE AND INNOVATIVE LITERACY PROGRAMMES

One of the examples of effective practise is project focused on the reform of formal system of primary education of adults, with objective to make it more flexible and sensitive to adults needs, especially to needs of target groups: »**Functional basic adult education for Roma people**«, project of Institute for Pedagogy and Andragogy, Ministry of Education of Serbia, National Council of the Roma people, Adult Education Society and other partners. The project was funded by Roma Education Fund, with Governments commitment for co-financing.

The main idea of functional basic education implies simultaneous acquisition of elementary education and the initial vocational instruction and training, that is, obtaining the first qualification. Project aimed to develop both programs for elementary comprehensive education and for vocational training, both leading to recognized certificates, whereby the main principle is to develop target group and labour market oriented curricula.

Further aims of the project are to create and develop system of functional basic education of adults which will provide them better access to basic education and represent the second chance for Roma people, but even more enable them inclusion into the system of education and above that social inclusion and integration. Project tries also to increase their motivation for acquiring elementary and professional education and to increase employability among Roma. The project thus contributed significantly to the poverty reduction and to achieving EFA goals in Serbia. Based on the projects results, the new model of functional basic education for further group of adults was proposed, especially for various marginalized groups, with the new legislative framework and the new mechanisms of financing.

There were several main activities in the project: developing new curricula - for general and for vocational education, at the level of VII and VIII grade. This program includes general education subjects and life skills courses (health, family life education, active citizenship, communication, IT skills, entrepreneurship). The programme was piloted in 10 schools in several cities in Serbia, with 275 young adult students without completed basic education. The schools were equipped and teachers trained for both new program and specific didactical approach to Roma. The project also introduced the new role: Roma assistant to the teacher - the person who accompanied the students, helping them in both school and social issues.

The results of the project could help the regulation of the whole system of (functional) basic education, by developing new mechanisms of legal and financial regulation, cooperation of social partners on national at local level, mechanisms for development of tailor-made curriculum for different marginalised groups, both for basic education and basic vocational training.

There is whole range of projects focused on finding solutions for problem of literacy and primary education and focused on target groups affected by this problem – ethnical minorities, especially Roma people, women and refugees, but their scope of work is not education system, it is resolving partial problems of these groups.

BUILDING LITERATE ENVIRONMENTS

Serbia hasn't participated in any studies estimating literacy of adult people (IALS and alike), but all existing indicators show we could be unpleasantly surprised by its findings. For example, students' achievements on TIMSS and PISA tests 2003 were approximately on the same level as other countries in region. PISA results in 2006 show that, in terms of using knowledge in real life situations, Serbia is under OECD average. That average is 500, and students in Serbia have following scores: understanding of what's red - 401, mathematic literacy - 435 science literacy- 436.

These results induced a lot of discussions and have increased sense of responsibility of policy makers regarding the problems of illiteracy and functional education – by focusing on qualitative problems of educational system.

Reform of primary education does not set primary education and literacy of adults as priority, and special programmes and projects are usually handling these areas. Project prepared for IPA funds (Instrument for Pre-Accession Assistance) „Second chance" aims the development of the network of schools in Serbia, for establishing the system of functional basic education of adults.

Chances for progress in area of literacy exists, in terms of percentage reduction of illiterate people, larger number of adults who have primary education and increased number of providers, but with one condition - -political development of Serbia, which is followed by availability of European funds for support of adult education. Development could help 10.000 of young people between age 15-29 to become literate, and also to reduce number of adults without primary education up to 50% by 2015.

Expectations of CONFINTEA VI and future perspectives for ALE

OUTCOMES EXPECTING FROM CONFINTEA VI

Expectations from CONFINTEA VI:

- To start new projects and to meet project-partners;
- Intensive exchange of experiences and sharing good practices, innovative approaches and ideas;
- Get some new information on global and regional developments in adult learning and education;
- To improve communication and work more in regional and global networks;
- To intensify joint efforts to make adult learning and education field more professional;
- Confintea as a instrument to influence policy and practice of adult education and learning on national level:
 - International support and promotion for acceptance of Adult Education as an investment in countries facing transition,
 - Support and assistance for implementation of international instruments and standards for research, follow up and evaluation in Adult Education,
 - Implementation of unique methodology for statistical follow up and scrutiny of results in Adult Education,
 - Support for development and introduction of quality system, accreditation and certification of informal Adult Education,
 - Expert and financial support for accomplishment of EFA and MDG objectives on national level.

MAIN ISSUES AND FUTURE PERSPECTIVES FOR ADULT LEARNING AND EDUCATION

Whole range of measures needs to be implemented in area of adult education and learning in Serbia, for it to be placed where it belongs, and to achieve full potential adult education offers for social development. Never the less, risks involved in implementation of these measures are high, so realistically, what's expected is realisation of few activities and initiatives already started, and their contribution to further development of adult education and learning in socio-economic development of Serbia:

- Results achieved in number of projects and realised and commenced activities should represent good basis for finding permanent solutions in area of: legislative, financing and practise of adult education. So, key effort is due systematic and sustainable usage of these results and experiences;
- Increase of the number of participants involved in programmes of functional primary education, expanding the network of schools who are providing functional primary education and development of new vocational development programmes for this level;

- Strategy for the development of the Adult Education from 2006 is supposed to be implemented;
- One of the major challenges will be defining standards in area of adult education and learning - institutions and organisations, programmes and personnel in adult education, and matter related to that – licensing and accreditation;
- Unorganised and chaotic service market in area of adult education demands for better follow-up quality control, evaluation and new legislation, especially in context of growing number of diversified and untraditional providers;
- Increase of the number of potential participants is expected due to: Demands for new knowledge and competencies in certain areas of work; Way of living that requires new competencies for all citizens; Expected return of people working abroad (as part of readmission programme) there will be need for new knowledge and skills in integration process. Adult Education system will have to answer to all these growing needs – either through formal or informal system;
- Development of NQF (National Qualification Framework) can contribute, on so many ways to improvement and development of system of adult education and learning;
- Integration process to EU, including all difficulties involved in this process, is specific challenge for adult education and learning;