



National Report on the Development and State of the Art of
Adult Learning and Education (ALE)

**The Development and State of the Art of
Adult Learning and Education (ALE)
National report of Bosnia and Herzegovina**

by

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I. General Overview

Bosnia and Herzegovina is a country on the Balkan peninsula of Southern Europe with an area of 51,129 square kilometers (19,741 sq mi). Bosnia is bordering Croatia (932 km) to the north and south-west, Serbia (302 km) to the east, and Montenegro (225 km) to the southeast. The country is mostly mountainous, encompassing the central Dinaric Alps. The last official census in 1991 recorded 4.4 million people, which was prior to the 1992-1995 war, while an unofficial census in 1996 by UNHCR recorded a post-war population of 3.9 million. Bosnia's largest ethnic groups are Bosniaks (48.0%), Serbs (37.1%) and Croats (14.3%). Percentage of urban population is 45 %.

In 1992 BiH declared independence from the former Yugoslavia. The Dayton agreement of 1995 finally brought the war to an end when it was agreed to retain BiH's international boundaries and create a joint multi-national and democratic government. The general elections are held every four years. The structure of government in BiH, however, remains very complex. In addition to this State level government, there is a second tier of government comprising two entities: Federation of BiH and the Republika Srpska, each with its own law. The Federation of Bosnia and Herzegovina covers some 51% of Bosnia and Herzegovina's total area, while Republika Srpska covers around 49%. There is also the internationally supervised district of Brčko, which sits between the two entities.

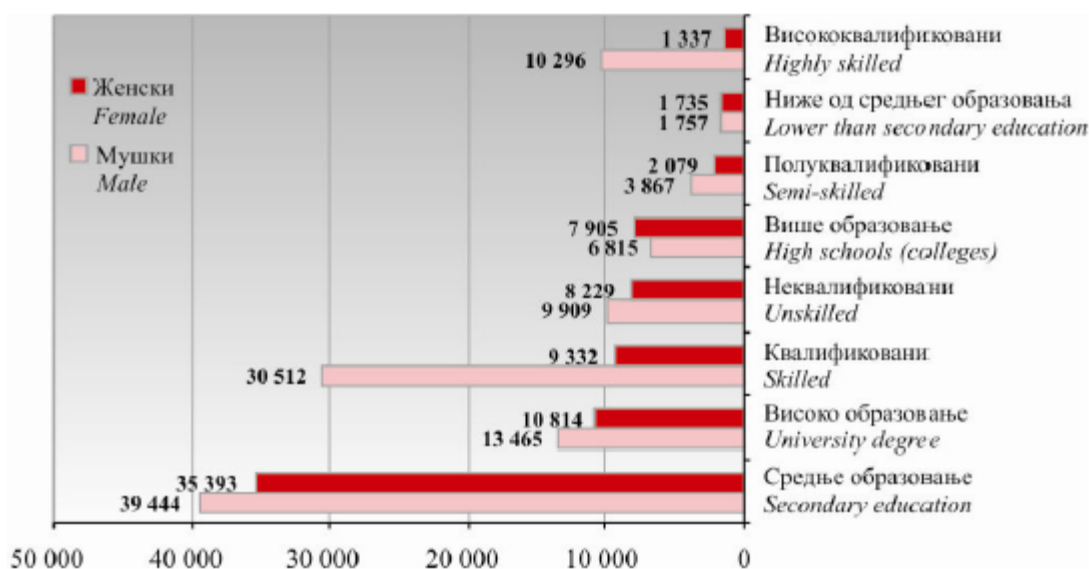
The Federation of BiH is divided into 10 Cantons. They are unique to the Federation of Bosnia and Herzegovina entity and all of them have their own cantonal government, which is under the law of the Federation as a whole. Some cantons are ethnically mixed and have special laws implemented to ensure the equality of all constituent peoples and, each with its own government. The fourth level of political division in Bosnia and Herzegovina is the municipalities. The Federation of Bosnia and Herzegovina is divided in 74 municipalities and Republika Srpska is divided in 63. The municipalities also have their own local government, and are typically based around the most significant city or place in their territory. As such, many municipalities have a long tradition and history with their present boundaries. As a result of the Dayton Accords, the civilian peace implementation is supervised by the High Representative for Bosnia and Herzegovina selected by the Peace Implementation Council. The High Representative has many governmental and legislative powers, including the dismissal of elected and non-elected officials.

The population number in BiH amounts to 3,798,336. Out of them 51.64 % are women and 48.36 % are men. Adult population amounts 68 % (This statistic includes persons between 15 and 64 years). The number of employed people in the federation amounts to 433,049 and the number of unemployed people totals 338,111.

The population number in Republika Srpska, which is included in the total number of BiH population, amounts 1, 439,673. Out of them 738,919 are women and 700,754 are men.

The number of employed people in the Republika Srpska in the year 2006 amounts 257,110 (106,276 women and 150,834 men) and the number of unemployed people totals 24.2 %.

The employees by educational attainment in Republika Sprka in 2006 were as follows:



In the Federation of Bosnia and Herzegovina, registered employment has decreased continuously during the last period. However, these data are sensitive to changes in data collection methods and should be interpreted with care. Nevertheless they give us a useful orientation of the respective shares and the employment trends in different sectors of economic activity. The following table by ETF gives us information about basic labour market indicators 2001-2004.

	Bosnia and Herzegovina			Federation of Bosnia and Herzegovina			Republika Srpska		
	2001	2002	2004	2001	2002	2004	2001	2002	2004
Activity rate	48.4	53.2	57.0	43.2	47.7	53.2	55.3	60.5	61.8
Employment rate	40.6	42.0	44.3	35.9	37.8	42.1	46.8	44.7	47.1
Unemployment rate	16.1	21.1	22.1	16.9	21.0	20.9	15.4	21.2	23.6

The employment rate for men is significantly higher than for women (53.9 % vs. 27.6%).

The following table shows the employment rates by different demographic groups 2001-2004 in Bosnia and Herzegovina based on working age population 15-64 years:

	2001	2002	2003	2004
Bosnia and Herzegovina				
Men	53.9	56.0	55.5	57.0
Women	27.6	28.3	31.1	31.7
15-24	19.1	18.3	22.0	22.4
25-34	47.8	48.2	51.7	54.4
35-44	58.5	61.2	58.6	57.3
45-54	54.0	56.9	57.3	56.6
55-64	22.0	26.7	25.2	31.4
Lower education	29.1	30.8	30.1	31.0
Medium education	49.1	51.6	53.7	55.1
Higher education	55.5	58.2	61.6	63.7
Federation of Bosnia and Herzegovina				
Men	48.8	54.5	54.3	57.5
Women	23.8	22.1	26.8	27.7
15-24	16.6	16.2	19.9	19.7
25-34	42.4	42.8	48.3	54.6
35-44	52.9	55.5	55.0	53.7
45-54	48.6	53.1	55.6	56.1
55-64	17.1	20.2	21.0	27.7
Lower education	22.6	24.0	25.3	27.9
Medium education	45.3	48.2	52.3	53.7
Higher education	51.5	52.6	55.6	62.7
Republika Srpska				
Men	60.7	58.0	57.1	56.5
Women	33.0	36.8	37.0	37.3
15-24	22.6	21.1	25.1	26.5
25-34	55.1	55.3	56.1	54.1
35-44	66.6	67.0	63.8	63.0
45-54	60.2	61.4	59.2	57.0
55-64	28.0	35.5	30.5	33.5
Lower education	37.7	39.8	36.5	35.1
Medium education	53.9	53.8	55.5	56.8
Higher education	61.2	66.1	67.5	65.1

The following chart demonstrates the unemployment rates of different demographic groups 2001 – 2004 in Bosnia and Herzegovina of Federation and Republika Srpska:

	2001	2002	2004
Bosnia and Herzegovina	16.1	21.1	22.1
Federation of Bosnia and Herzegovina	16.9	21.0	20.9
Republika Srpska	15.4	21.2	23.6
Men	15.2	18.5	21.1
Women	17.9	25.6	24.1
15–24	38.4	47.4	42.4
25–34	19.0	27.3	26.5
35–44	11.1	14.9	19.2
45–54	9.9	10.8	14.5
55–64	5.8	7.8	7.8
Lower education	18.3	22.9	23.8
Medium education	16.9	25.9	23.1
Higher education	6.7	9.3	12.8

The total unemployment rate in percentage 2001-2004 was:

	2001	2002	2003	2004
Bosnia and Herzegovina	38.5	39.1	37.1	39.9
Federation of Bosnia and Herzegovina	41.0	42.9	39.6	40.6
Republika Srpska	36.1	35.3	34.5	39.2

In the report of the Agency for Statistics of Bosnia and Herzegovina the registered unemployment number for august 2008 was 484,783. Share of unemployed women amounts to 50.5 %.

In the District of Brčko the number of unemployed in June 2008 was 12,985, 7,093 women.

I.I Education Overview

In BiH, primary education lasts for nine years. The pupils enroll in primary education when they are between 5 and 6 years old. Secondary education is provided by general, vocational and technical secondary schools. Pupils graduating from general secondary schools, art schools and theology schools obtain the *Diploma o završenoj srednjoj školi* and can enroll in any faculty or academy by passing the qualification examination prescribed by the institution.

Vocational secondary schools offer courses lasting for three years, including a period of practical instruction. Technical secondary schools offer courses lasting for four years. Pupils graduating from technical secondary schools obtain the Diploma and can enroll in any Faculty or Academy by passing the qualification examination prescribed by the Institution.

The Republic of Bosnia and Herzegovina has eight universities: the University of Sarajevo, the University of Banja Luka, the University of Tuzla, the University of Džemal Bijedić (East Mostar), the University of Mostar (West Mostar), the University of Bihać, the University of Zenica and the University of East Sarajevo. All higher education activities are subject to national (Republic Srpska) or cantonal (in the Federation of B&H) laws on higher education. In BiH Adult education is not regulated by the law. The providers are mostly non-governmental organizations.

1. Policy, Legislation and Financing

1.1. Legislative, policy, and administrative framework of ALE

The following is a descriptive summary of activities and initiatives made since 1995 in the 10 cantons of the Federation that have formal responsibility for education under the Dayton Accords. The ten cantons fall into these groups: the five Bosniak-majority cantons where a "Bosniak" curriculum is used, the three "Croat" - majority cantons where a Croat curriculum is used and the two "mixed" cantons which are effectively divided between the two groups.

The Republika Srpska (RS) emerged in January 1993 and was formally recognized in 1995 as part of the Dayton Agreements. The general legal status of education provision in Republika Srpska is broadly similar to that of the Federation cantons, except that competence for education is centralized at the level of the Entity Ministry of Education.

Education administration in RS (as well as in the cantons of the Federation) operates in a classically centralized structure in which the central ministry, together with its pedagogical institute, is responsible for deciding priorities, preparing budgets, controlling standards and teacher numbers and, through its inspectors and pedagogical advisors, ensuring the implementation of a centralized curriculum.

The curricula and textbooks in use in RS closely resemble those in use in the Republic of Serbia. However, the RS Ministry of Education, and its pedagogical institute are clearly making an effort to prepare their own curricula, books and learning materials. The stages of lawmaking generally include preparation of a draft law, some measure of public debate on the draft, introduction to the assembly, adoption and finally publication. Federation canton ministries are required to invite public debates on proposed legislation, and to the extent that the results of public debates are not followed, they must provide reasons in annotations to the drafts.

Under the Federation Constitution, cantons may confer responsibilities to municipalities and the Federation government. Cantons must confer responsibilities

on municipalities wherever a municipality's majority population is different from that of the canton.

ALE is mentioned in the **Skeleton law on primary and secondary education of Bosnia and Herzegovina**. It is defined as education of adults in special subject and for their professional and individual development. Adult education includes professional training, earning additional qualifications, prequalification and other activities which insure lifelong learning.

Adult education will be regulated more specifically by the laws of the entities, cantons and Brčko district of Bosnia and Herzegovina according to the principles and standards of this law.

Adult education is also mentioned in the **Development strategy of vocational education and training of Bosnia and Herzegovina**.

According to this strategy Adult education is every kind of formal and non-formal education of those citizens who do not have the status of pupils or students. In Bosnia and Herzegovina adult education is not treated as an important or strategic part of economic and social development.

It is set up as personal interest and because of that it does not solve problems like unemployment, rearrangement of labour and protection of citizens' rights.

Today's system of education causes social discrimination of the economically active population, which do not have the opportunity to use additional educational programs.

Vocational schools in BiH organize trainings for adults mostly according to programs of formal education for those pupils/participants who did not finish regular school and want to increase their employment opportunities by acquiring qualifications and certificates.

Trainings for adult proceed in accordance with the same curricula and methodology as for regular education in vocational schools.

That is why Adult education in BiH does exist but it is not institutionalized.

Adult education obviously does not have strategic status and it is not recognized as an education field of vital importance for the present and future of our country.

Adult education in BiH is an enduring process which started in the twenties of the 20th century and has to be strengthened by new strategic trends. In practice there are many educational programs and project for adults but their work is not connected by mutually defined standards and principles neither by legal regulations.

This kind of education is usually financed by the participants themselves and only in special cases by companies or employment agencies.

In the document „**Strategic directions of education in Bosnia and Herzegovina**“ which was adopted by the Council of ministries on 03. June 2008, Adult education is mentioned in the medium-term goals with the aim to adopt a skeleton law on Adult Education in Bosnia and Herzegovina.

In Republika Srpska a **Draft law on Adult Education** was adopted in June 2008.

This law regulates the organization, structure and management of the Adult education system. Adult education is part of the unique educational system of Republika Srpska which provides education, professionalization and qualification of adult persons.

Some of the important parts of this law are:

1. Adults are individuals older than 17 years which do not have status of formal pupils.
2. Additional qualification is additional schooling, more specifically attaining of new knowledge in frame of the same occupation.
3. Prequalification is education and enabling for another occupation of the same or higher level of educational attainment with the aim of finding employment.
4. Adult education can be: formal and non-formal. Formal Adult Education is an activity which is carried out in institutionalized and publicly verified forms of education. Formal Adult Education contains: primary and secondary education of adults regulated by existing laws. Non-formal education of adults is an organized process of learning for enabling adults for work, different social activities and for individual development.
5. Adult education is based on the following principles: lifelong learning, rational using of educational possibilities in accordance with their abilities, freedom and autonomy in choosing forms, contents, instruments and methods of learning, guaranteeing of qualitative education offer.
6. Adult Education can be realized in primary schools, secondary schools, faculties, special institutions for Adult Education, institutions for people with special needs, specialized organizations for Adult Education like foreign language schools, driving schools, workers' universities.
7. Adult Education institutions can be established by the Republic, local authorities, legal or private person.

In Bosnia and Herzegovina the legal system is very diffused. The government is acting in 14 separate administrative bodies. That means 14 ministries of education with their own law-making, administrative procedures and educational systems. Hence, 8 of ten Cantons in the Federation of BiH have their own laws on higher education. On the state level, education is under the Ministry of Civil Affairs. In the medium-term development strategy for the period of 2004-2007 education was one of the priorities. The priority of this strategy was an adequately regulated Adult Education which ensures fast reactions in accordance to the changes on the labour market as one of the key factors for solving the problem of unemployment. Another step during the last period was the establishment of a working group for the development of a strategic document concerning legislation of Adult Education in Bosnia and Herzegovina.

This group was established by the Institute of International Cooperation of the German Adult Education Association - Office in Sarajevo in cooperation with OSCE Mission in BiH and the Ministry of Civil Affairs. In frame of this cooperation an international conference „Lifelong Learning and Adult Education - key factors for economic and social regeneration in South Eastern Europe“ was held in Sarajevo in 2006, three years after signing of the Declaration on Lifelong Learning in Skopje.

The mentioned strategic document was developed and transmitted to the Ministry of Civil Affairs and other relevant institutions. Afterwards, the document was changed by ETF and other regional experts in the field of Adult Education but it was not transmitted to the BiH Council of Ministries because ETF and the Ministry of Civil Affairs decided that this document is not appropriate and that there is a need for carrying out a feasibility study of Adult Education in BiH.

Financing of ALE

In Bosnia and Herzegovina public funding in the field of ALE is very low, if at all. There is no statistical information on the public funding of ALE.

All organizations that provide ALE (and these are mostly NGO-s or representations of foreign organizations) get financial support from different donors. Given the fact that ALE courses are provided by the mentioned organizations, financing of ALE has not been a major concern for the government. Just in special cases, the companies pay for the further education of their employees or the employees by themselves.

The Employment agencies usually finance education of adults when employers have expressed the need for a specific number of employees with a special qualification.

In the mentioned **Draft law on Adult Education of Republika Srpska** financing is regulated as follows:

- Financial resources for Adult Education must be provided by the budget of the Republic, by budgets of local governments (public funding), directly by the participants and employers and other sources in accordance to the law.
- The Republic budget provides financial resources for the implementation of the primary education program for adults, the implementation of the secondary education programs for adults who were educated just on primary level and other educational programs; supervision, furthering and development of Adult Education, investments for maintaining of Adult Education institutions which are established by the Republic and other material costs.
- From the budgets of local governments the following activities can be provided: investments for maintaining of Adult Education institutions, material costs of Adult Education institutions and program implementation costs.
- The teaching materials, technical equipments, the development and realization of innovative programs can also be financed from the above mentioned budgets.
- The distribution of public funds for Adult Education institutions have to be realized through public tenders.
- The public funds and administration of Adult Education institutions have to be under the supervision of the Ministry of Education.

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

2.1. Provision of ALE and institutional frameworks

There is no systematical observation of adult education in Bosnia and Herzegovina and thus there is no relevant data about organizations which provide adult education, about programs, number of participants, mode of financing etc.

Most of the surveys about adult education in BiH were carried out by European organizations and teams of experts.

The first serious analysis in the sector of adult education after the period 1992-1995 was done by an ETF expert team in 2003.

Some of the most important data which the team collected are:

- Institutional and legal fragmentation of the adult education sector,
- Adult education is totally marginalized, especially concerning the system of continuous vocational education and training of adult,
- Huge discordance of vocational profiles and the needs of the labour market,

The data about the life standards, done in a survey by UNDP in 2001 and the survey about housekeeping costs in 2004 confirmed that:

- 5% of the population in BiH are illiterates,
- 8,7 % of the population have no primary school degree,
- 34,9 % of the population have just primary education,
- 49,7 % of the population have the secondary education,
- 5,1 % of the population have higher education and 4,3 % high education,
- 50 % of the population on the elementary education level or beneath – does not have adequate working and life skills and competences and the majority of them have significant problems in finding and keeping employment.

The research study of the „Research and Organizational Development Association – RODA“ gives us an overview on the institutional framework of Adult Education and educational programs and staff.

The institutional framework includes: **the public sector** - primary and secondary schools which organize classes for adults and centers for vocational education and trainings for adults; **the private sector** – foreign language schools, driving schools and working organizations; **the non-governmental sector** – NGO's, economic chambers, syndicates, professional associations.

The existing system is incoherent and fragmented and there is no developed network of organizations which provide education to adults.

The educational programs for adults include: **programs of primary education** for adult as a reduced version of the programs for children; **programs for adults in the field of vocational education and training** is predicted by the existing nomenclature of vocations in the secondary school system; **private and non-governmental sector**

provide programs which do not demand publicly recognized certificates; **the content and quality of programs** is subject to fluctuation; the teaching staff is not equipped with the adequate qualification to work with adults.

Nevertheless, the number of adult education organizations is relatively small and does not satisfy the real needs for education and training of individuals and the labour market at all. Today in Bosnia and Herzegovina exist just 7 workers universities and adult education centers (before 1992 the number was 56) and 2 centers for vocational education and training of adult. The number of primary and secondary schools which additionally provide education and training for adult is very small.

2.2. Participation in ALE

In Bosnia and Herzegovina do not exist any data about the participation in Adult Education. The main problem is a lack of motivation especially by unemployed people. Unemployed people who have the opportunity of participating in any kind of further education participate only in cases when employment is ensured. With regard to the fast technical and scientific development in many areas and that BiH has to be on the same level as other countries, there is a need for permanent professionalization and innovation of knowledge. The Employers in Bosnia and Herzegovina are not aware of the significance of Adult Education. Just a small part of employers, mostly from the private sector who have recognized the need for a possible development of their companies, involve their employees in the process of further education. Mostly, this education is realized in foreign countries because in Bosnia and Herzegovina institutions for special kind of professions do not exist.

2.3. Monitoring and evaluating programs and assessing learning outcomes

An institution for monitoring and evaluating programs of Adult Education does not exist in Bosnia and Herzegovina. The only institution of that kind is the Educational and Pedagogical Agency which deals exclusively with formal (primary, secondary, higher) education.

This is why in Bosnia and Herzegovina one of the first steps must be the establishment of an Agency for Standards and Assessment. Amongst other, this Agency should be responsible for the development of standards for accreditation of programs/modules, the development of procedures and indicators for evaluation of programs/modules and the procedure of accrediting programs/modules.

2.4. Adult educators/facilitators' status and training

Regarding the fact that a formal system for standards and assessment does not exist, the content and quality of programs which are provided by organizations varies. The programs for adults which are provided by the public sector are the same as the programs realized in formal education for children. This is why these programs are mostly obsolete and do not meet the needs of the adults and the labour market. Besides that, the organization of classes and teaching methods are not in accordance with the needs and the possibilities of adults. There is just a small number of educational organizations which involve employers and other relevant partners of the local community in the process of developing and implementation of the programs.

The current situation concerning the teaching staff (lecturers/trainers) who are involved in the process of adult education is not satisfying. This especially refers to the private and nongovernmental sector. The majority of lecturers/trainers are not qualified for educational work with adult. There is no faculty for Adult Education in Bosnia and Herzegovina.

The example of qualifying teaching staff for the work with adults in frame of the nongovernmental sector is the project "Training of trainers for educational work with adults" organized by the Institute for International Cooperation of the German Adult Education Association in cooperation with the Bosnian Cultural Center in Sarajevo since 2001. This training includes 5 seminars lasting 3 days with a total number of 40 class hours. The participants of this training is staff who is working in the field of organization of educational work with adults and teachers who directly participate in the process of realization of educational programs for adults. The approximate number of the participants in this training during the last 7 years amounts to 300 persons.

3. Research, Innovation and Good Practice

3.1. Research studies in the field of adult learning

Research studies in the field of adult learning were not done on country level. As already mentioned there are just partial studies done by local or foreign non governmental organizations such as the „Research and Organizational Development Association - RODA“ - Contribute of the nongovernmental sector to the system Development of Adult Education in BiH, "European Training Foundation" - Human Resource Development - Country Analysis Bosnia and Herzegovina and the "Philosophical Faculty - Department for Pedagogy" - Research on Adult Education in BiH, 2003 etc.

3.2. Innovations and examples of good practice

In the field of Adult Education in Bosnia and Herzegovina there are no concrete innovations or examples of good practice on state level.

However, there is a lot of positive impact on the side of NGOs which are doing huge efforts aiming at raising the awareness of the importance of Adult Education and Lifelong learning.

The strategic document (mentioned in chapter 1.1.) done by the Institute of International Cooperation of the German Adult Education Association – Office in Sarajevo in cooperation with OSCE Mission in BiH and the Ministry of Civil Affairs gives us an overview of the priorities in the field of Adult Education which, in case of realization, would be a great example of good practice.

Few of these priorities would be: **the establishment of an institutional form of participation of social partners in Adult Education** – government, syndicates and employers, interest groups, scientific and research organizations etc.; **the establishment of a management and maintenance system for adult education** – development of a model for financing and managing in Adult Education, establishment of special organizational units for Adult Education in frame of the responsible ministries, the establishment of an Adult Education Center; **development of institutions and programs for Adult Education** – increasing the participation rate of adults in programs of education and training, supporting of social and economic growth of the region through the development of human resources with the aim of integrating BiH into European trends, ensuring of higher flexibility and mobility of labour forces and the strengthening of professional development and employment of individuals and specific groups; **the establishment and development of the quality system of Adult Education** – establishing of institutions/organizations for Adult Education, development of programs and modules and qualification of lecturers/trainers for the work with adults, development of a qualitative certification system.

4. Adult Literacy

Regarding the fact that in Bosnia and Herzegovina no census was done since 1991, the current statistical data are not reliable. In 1991 the literacy rate in BiH was 85,94 %. According to the Living Standard Measurement Study (LSMS) the literacy rate in 2001 was 88,9%. The issue of defining literacy in Bosnia and Herzegovina is still under consideration. Here we present the results of a study done by The Federal Statistic Agency confirms that 367.733 of 3.697,000 inhabitants in Bosnia and Herzegovina are illiterates (or 9,9%, 3,4 % are men, 16,4 % women).

Literacy in Bosnia and Herzegovina (population at the age of 25-35):

Geographical region	Illiterate population	
	Men	Women
City	7.75%	22.21
Suburban areas	16.3 %	45.5 %
Rural areas	24.7 %	47.5 %

5. Expectations of CONFINTEA VI and Future Perspectives of ALE

Our expectations are that CONFINTEA VI will help with the process of awareness concerning the needs of adults, the labour market and educators and trainers who are active in the field of ALE. Here are some of the future perspectives for ALE in Bosnia and Herzegovina:

- Systematic approach to development of the Adult Education sector
- Mechanism for the quality control of Adult Education organizations
- Network of institutions who are dealing with Adult Education
- International networking
- Adaptation of the programs and methods to the needs of adults
- Adaptation of our education system to the globalization process of economic, working and life environment
- Enabling ALE accessibility for all
- Qualifying adult learning professionals
- Financing of ALE

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