

Alan Tuckett¹
University of Wolverhampton, UK

Katarina Popović²
University of Belgrade, Serbia

Plus ça change, plus c'est la même chose: Adult Literacy Since 2000 – a Civil Society Perspective

Abstract: Adult education policy is being shaped at the international level through several instruments – global commitments, agreed agendas, global programmes and common actions. Literacy is widely recognized as one of the most important goals on the global agendas – including both the EFA, adopted in 2000, and the more recent SDGs. The authors have taken active part in the creation of policy and have been able to conduct an analysis of the concepts, actors and events, and of policy planning and implementation. In the paper they offer an examination of the role of literacy in the the EFA, and its absence from the MDGs. Through their analysis of the documents and text, and monitoring reports and research, the authors show that there is a large gap between policy plans and results, and highlight the reasons for the failure, which may impact the achievement of the SDG agenda too. Their main focus is on the civil society perspective – as an important partner in global policy-making, civil society offers concepts and approaches that may help in overcoming the existing gap and achieving better results in the field of adult literacy. Examples from several continents are given and advocacy is stressed as one of the main instruments for more effective NGO participation in decision-making and dialogue about adult education at the global level.

Key words: adult education, adult literacy, MDG, SDG, civil society.

¹ Alan Tuckett is Professor for education at the University of Wolverhampton, Executive Committee member of International Council of Adult Education (ICAE) and its past president. He was Director of the National Institute of Adult Continuing Education (NIACE) in the UK.

² Katarina Popović, PhD is Professor at the Department of Pedagogy and Andragogy, Faculty of Philosophy, University of Belgrade, president of Adult Education Society in Serbia and Secretary General of International Council of Adult Education (ICAE).

Literacy in the global agendas

Anyone reviewing progress towards universal literacy for young people and adults over the fifteen years since the adoption of the Education for All (EFA) targets in Dakar in 2000 would have to recognise just how modest progress has been. It is clear that resources and political will have failed to match the commitments made there by national governments and development partners. Successive EFA Global Monitoring Reports have shown just how little progress has been made on the adult education goals – with 775 million adults still lacking literacy in 2014, a gain of just 2 % in 14 years (UNESCO, 2006, 2008, 2014).

Also the 2015 Global Monitoring Report (GMR)³ makes clear that the adult literacy goal (EFA4) of halving the number of adults without literacy by 2015 was the overall EFA goal on which least progress was made. (UNESCO, 2015a, p. 137). Worldwide, the adult illiteracy rate will have fallen by only 23% by 2015, far short of the 50% target; Only a quarter of countries reduced their adult illiteracy rates by 50% a further 19% are close to the target. In 2015, 757 million adults are lacking minimal literacy skills, of which two-thirds are women, a percentage virtually unchanged since Dakar. Just in India, 264 million adults (one third of the global total) cannot read or write in an official language, and half of all women in Sub-Saharan Africa are denied the right to literacy (UNESCO, 2015a).

The fact that the whole adult education approach within the EFA, and that was ignored in the MDGs, was criticised because of the “discourse that accommodated adult learning only in terms of adult literacy or skills training” (Almazan-Khan, 2000), but even such a narrow goal is far from being fulfilled.

As for the wider adult education dimension of EFA 3, a lack of data disguised the weakness of the achievements. (UNESCO, 2015a, p. 111). Indeed, the devastating conclusion offered by the GMR is that the only significant improvement in literacy rates overall resulted from cohort effects – the arrival of more literate young people into adulthood, and the deaths of significant numbers of older people without literacy skills. (UNESCO, 2015a, p. 143). And this is despite the real achievements of countries as varied as China, Nepal, and in the Latin American *Yo Si Puede campaign*, or of the UK among industrial countries (UNESCO, 2015a, p. 137; UNESCO, 2010; UNESCO, 2006a, pp.

³ The Global Monitoring Report is the main instrument for assessing global progress towards achieving the EFA goals. It is an analytical, evidence-based report monitoring progress toward EFA and education-related Millennium Development Goals. It tracks progress, identifies effective policy reforms and best practice in all areas relating to EFA. In May 2015, GMR received a mandate from the World Education Forum to begin monitoring the post-2015 education goal and targets, adopted by the UN, and since then it has changed its name to the Global Education Monitoring Report.

39-48; Wikipedia, 2015; DfES, 2001). Even at the times when the overall ratio of the illiterate population was decreasing, this was mostly due to improvements in a few countries, and in particular in China, while the overall figure increased (UNESCO-UIS, 2012, p. 8).

The GMR highlights four key explanations for this – the lack of political will; the failure of campaigns to make a sustained impact; the low incidence of mother tongue as a medium of instruction, and the absence of a wider literacy culture for new readers to join. We might add two more – the major resistance in some communities to see women and other politically marginalised groups empowered through literacy, and of course the shortage of enough qualified and skilled teachers (UNESCO, 2015a).

As a result of the failure overall to make progress on EFA 4, (achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults) the impact of development investment in a number of other areas covered by the Millennium Development Goals was inhibited. This is because the informed consent and engagement of adults, which literacy secures, is necessary for the success of measures to provide access to clean water, to secure improved maternal healthcare and declining infant mortality, to reduce the incidence of HIV and AIDS, and for measures to respond effectively to climate change and to improve sustainability. In all these areas, improvements are more effective where the affected adults, but especially women, are literate. And where mothers read and write, their children learn more effectively in and outside school. (Motschling, 2012; Schuller et al, 2004; OECD, 2007).

It is all the more strange that such evidence did not influence the concept of and approach to literacy in the new global agenda. It is still very reductive and simplified (the targets under SDG 4 mention only literacy and numeracy, with very vague success indicators: “By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy” – UN, 2015a⁴), the concept of family literacy is not included, and the research evidencethat it is more effective to view literacy as a continuum, with progressive stages where the basic abilities are only the first step, and not as a polarised phenomenon: where you are either literate or not literate. Also the concept of literacies or multiliteracies as complex, multi-branched abilities, is not directly reflected in the new agenda. In spite of the call for ‘evidence-based approaches’, scientific and research results and evidence have had little influence on the creation of the agenda. So, the question could be asked: Did we invest enough time

⁴ Even the word ‘substantial’ does not contain a clear numerical value, which is the case with many other targets, nor does it express significant political will for its implementation.

and energy to analyse what was achieved, to draw a balance and set the new agenda based on a solid basis of knowledge and information about what went well, and what did not?" (Popović, 2015, p. 66).

Among the main recommendations of GMR 2015 related to adult literacy, probably only one will be addressed in the future – to support mobile phone use and other ICT platforms. The other two – to make literacy acquisition more visible, and to link literacy and learning policies with development strategies and community priorities (UNESCO, 2015a; Benavot, 2015) are left to the uncertain implementation.

The approach to literacy within EFA was criticised because literacy was seen isolated from the other goals (Torres, 2011, p. 43), rather than in context, and not in interrelation with other goals, but this approach remains much the same in the new agendas.

In spite of the satisfaction and delight over the adoption of SDGs, it is also impossible to avoid feeling pessimistic about prospects for adult literacy as a result of the 2015-2030 Sustainable Development Goals settlement agreed in New York in UN, in spite of the intense co-operative work over four years between the EFA Steering Committee, civil society partners and member states, which culminated in the consensual agreements made at the World Educational Forum in Incheon, in May 2015 (UN, 2015a; UNESCO, 2015b).

This fine work was conclusively undermined by the decisions of the Financing for Development conference in Addis Ababa, which excluded resourcing for adult literacy, and wider adult learning altogether (UN, 2015b). It might be over-optimistic to expect adult education to be high on the agenda at such a meeting (it was mentioned indirectly, only in the context of gender equality, and the need for "an educated work force... productive employment and decent work" - UN, 2015b, p. 37⁵), but the fact that a conference on 'financing for development' can fail to even mention literacy as one of the important means for achieving development goals and goals in development cooperation, is worrying. There is only a call for global information literacy, and promotion of financial literacy (UN, 2015b), but there is no action planned.

While literacy is not addressed sufficiently in the Agenda 2030, there is an impression that at least the data about literacy are important, and there is a call for the collection of data and precise monitoring, which fits with the prevailing tendency of defining indicators, formulating and precisely measuring outcomes,

⁵ SDG 4 focuses on this aspect in two of its targets: "4.3. By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university; 4.4. By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship" (UN, 2015a). (underlined by authors)

and a somewhat naive focus on increased measuring as the means to progress in a given field. But even there literacy is off the programme. Since 2010 literacy has not been one of the indicators of human development. In the previous Human Development Index, "Education or 'knowledge' was measured by a combination of the adult literacy rate and school enrolment rates (for primary through university years)", but from 2010 onwards, it will be "measured by combining the expected years of schooling for a schoolage child in a country today with the mean years of prior schooling for adults aged 25 and older." The recommendation came from UNESCO Institute from Statistics, and the explanation was that "Adult literacy used in the previous HDI (which is simply a binary variable – literate or illiterate, with no gradations) is an insufficient measure for getting a complete picture of knowledge achievements. By including average years of schooling and expected years of schooling, one can better capture the level of education and recent changes" and further "literacy rates and school enrolment and life expectancy have 'natural' caps (100 percent, mortality limits, and so on [and so] forth)..." (Zavaleta Reyles, 2010, pp. 15, 16, 24). In the absence of easily useable data literacy was simply taken off from the list, without a commitment to produce a more effective measure of adult literacy competence.

As a result the education community is back where it was in 2000, needing to use the education goal and its associated target to inspire regional and national action, without the proper underpinning necessary to its achievement. The topic will doubtless be back in 2030, with the arguments that the universal right to learn includes adults, and the rhetorical commitment to 'no one left behind' will ring hollow when even now we have 757 million formally recognised as lacking literacy (and of course the real number is significantly larger), two thirds of whom are women, as well as some three billion adults with very low literacy levels (UN, 2013).

Despite its efforts, civil society needs to recognise that it, along with colleagues in the education ministries who signed up to the Incheon agreement, have failed to convince finance ministries and the major multilateral development partners that youth and adult literacy is a fundamental base for development, and a necessary pre-condition for inclusive democratic citizenship. The World Literacy Forum estimates the cost of illiteracy to the world economy as 1.2 trillion dollars – but we still lack the kind of authoritative estimate successive GMRs have offered about the cost of universal primary schooling (World Literacy Forum, 2015). Halfway to the EFA, in 2007, Harvey stated that "commitments to eradicate illiteracy, for example, sound hollow against the background of substantial and continuing declines in the proportion of national product going into public education almost everywhere in the neoliberal world. Objectives

of this sort cannot be realized without challenging the fundamental power bases upon which neoliberalism has been built and to which the processes of neoliberalization have so lavishly contributed” (Harvey, 2007, p. 187).

In 2015, there is fewer political will, less commitment and less resources, and the challenges are even greater. “The Post-2015 euphoria is not taking into account the fact that the majority of the factors and reasons that influenced the implementation of MDGs and EFA are not just still present, but they have actually worsened” (Popović, 2015, p. 72). The question is, are there any realistic grounds for optimism about literacy achievements within the new global agenda?

Global advocacy for education

Civil society, as an important partner in the creation of global education policy, has recognized the size of the task remaining in convincing the actors across the development agenda of the central catalytic role of literacy and wider adult learning.

Given this position, it is important to learn the lessons – positive and negative – of the last fifteen years, in order to maximise possibilities in the period ahead. Civil society organisations accept responsibility for advocacy on behalf of the interests of adult learners, and those who work with them, and to provide platforms for the voice of learners to be heard in debates. They are under-represented in policy creation even more than they used to be: in the previous period, there were many organizations arguing for learner voice representation in international fora affecting adult learners (NIACE in UK, UIL etc.); at the CONFINTEA VI conference, “Learners’ voices were included in the work of the conference, and an international learners’ charter was presented to the conference, and future commitments to strengthen learner participation were agreed” (Tuckett, 2015, p. 30), although, compared to CONFINTEA V, space became limited for civil society contributions and thus so did the possibility for the clear articulation of the needs of various group.

Even the extensive consultations in the Post-2015 process did not prove to be inclusive for different paradigms, partners and voices despite the large volume of consultative meetings and mechanisms: “...[T]he current consultative process has failed to establish a broad international dialogue capable of giving voice to counter hegemonic world views” (Ireland, 2015, pp. 40-41). MDG and EFA agendas were criticised by many authors for the missing voices (which points to their ‘colonial’ character), and the newer ones have not improved much in that respect. Unterhalter and Dorward (2013) believe that the Post-2015 discus-

sion still has not adequately articulated the top-down and bottom-up approach – plenty of groups are included, but many voices are still missing.

Civil society does not only represent the voice of groups that lack access to policy-making, very often it serves to protect the public interest. As Yusuf argues: “Civil society participation in global governance brings to bear an issue of interest in negotiating processes dominated by the articulation of country interests and provides a voice to a growing transnational public interest.”... “If participatory democracy is to be meaningful, its tenets must penetrate the opaque walls of multilateral institutions and reflect the voices of the people: ‘Nothing for us without us’.... Active CSO engagement is a must...” (Yusuf, 2014, p. 189).

Civil society does not of course possess formal power to secure change internationally – despite its recognition and the inclusion of its representatives in UN processes. Its financial power is modest, and party-political power at the global level is almost symbolic. However, there are other mechanisms that other actors do not have to the same extent – the large number of those they represent, their strength and commitment, as well as strong alliances, which creates significant social pressure and thus helps to achieve the goals. (Popović, 2014, p. 228)

In relation to EFA, CSOs benefited from the reorganisation of the EFA architecture. The UNESCO EFA Secretariat provided consistently high quality support to the Collective Consultation of NGOs supporting EFA (CCNGO), as did CCNGO’s elected representatives, who crafted NGO position statements that had a considerable influence on the EFA Steering Committee’s position papers for the Dakar World Education consultation in 2012, and, more importantly, for the EFA Forum in Muscat. Nevertheless, they were much less successful in securing the support of the Global Partnership for Education, whose priority, in line with the Millennium Development Goals, was overwhelmingly focused on universal primary education (see: Fernandez et al, 2015), while adults are ‘left behind’, as far as GPE is concerned. “The focus of the GPE does remain very much the formal school system, covering, pre-primary, primary and lower secondary. Thus far there has been little or no coverage of adult literacy or technical and vocational skills development” (King & Palmer, 2014, p. 39), which was confirmed by Julia Gillard, chair of the GPE, in Addis Ababa, saying that the money committed by the world’s governments and development partners simply cannot fund adult literacy, and that civil society will need to raise the resources – a strategy surely designed to ensure the continued marginalisation of the marginalised.

As the debates on future development priorities crystallised around the need for Sustainable Development Goals, education CSOs recognised the need for advocacy on a wider canvas. They were determined to argue that since education is a fundamental human right, and since literacy is a basis for the achievement of other rights, as the Jomtien declaration in 1990 had recognised, it was essential to get these long standing international commitments reinforced (UN-ESCO, 1990). They called for targets, financing, monitoring and practical strategies to ensure quality inclusive provision (including more and better trained teachers) in the new international development agenda, if universal adult literacy was ever to be a realistic outcome. On a practical level, too, the voluntary sector is determined to share best practice, aided by powerful support from the UNESCO Institute for Lifelong Learning (UIL) and its literacy network.

In the run up to the 'Rio plus 20' conference, a coalition of CSOs substantially based in Latin America, worked together to produce a common platform – *The education we need for the world we want* – drawing on the inspiration of the World Social Forum, and contributed inside the formal conference, as well as to the civil society festival. However, despite the work, there were just two references to the education of youth and adults, and no recognition of the importance of literacy to effective sustainability (Education Working Group, 2012; UN, 2012).

Education CSOs had a similarly difficult job in making an effective contribution, at least initially, in the New York consultative processes, since education was not recognised as one of the nine major groups through which NGO representations were channelled. In the early meetings of the Open Working Group charged by the UN to take the Rio agenda forward, adult education was absent from the discussions, apart from a single Scandinavian contribution. The Global Campaign for Education and Education International worked in close co-operation with the International Council for Adult Education which had a long-standing role in the work of the women's major group (one of the nine recognised by the UN⁶), and with it the chance to present at meetings of the Open Working Group.

Working together through fringe seminars, and intense lobbying CSOs were able to complement UNESCO's work in advocating the alignment of the educational goal and targets of the Open Working Group with that of the EFA Steering Group. A key focus of CSO work was seeking to highlight the fact that

⁶ In 1992 it was recognized that achieving sustainable development requires the active participation of all sectors of society and different groups of people. Based on that, Agenda 21, adopted at the Earth Summit in 1992, formalized nine sectors of society as the main channels through which broad participation would be facilitated in UN activities related to sustainable development. These sectors are officially called *Major Groups*: Women, Children and Youth, Indigenous Peoples, Non-Governmental Organizations, Local Authorities, Workers and Trade Unions, Business and Industry, Scientific and Technological Community, Farmers.

the UN Secretary General's vision for Post-2015 – 'No-one left behind' – was incompatible with an aspiration merely to 'increase adult literacy by x percent.' By the time of the World Education Forum in Incheon in May 2015 CSOs were reassured that the literacy target was for all young people and adults, and correspondingly deflated when the later UN texts weakened that commitment for the Sustainable Development Goal target to 'substantial increase in adult literacy', and especially frustrated following the conclusions of the Financing for Development conference (Fernandez et al, 2014).

What is clear is that effective and sustained partnership has forged a strong CSO alliance in education, which works effectively in co-operation with UNESCO and member states in the EFA process. But it is also clear that the catalytic effect of adult literacy is not well understood by most UN agencies (with the exception in particular of UN Women), and that major multilateral development partners remain unconvinced. As one senior World Bank official told once, 'We tried adult literacy in the 1980s, but it doesn't work'. Her scepticism was matched in the finance ministries of many countries – in the EFA Steering Committee, education ministers declared their frustration at being unable to capture the attention and support of their finance ministers or heads of state for the agenda. Making the broader case for adult literacy as a key tool for development, supported by a range of research evidence, new methodologies for data collection and monitoring, and a new methodical approach, would help to find a more efficient and sustainable solution for this problem, otherwise even the modest aspirations related to literacy cannot be achieved.

Among the most common mechanisms civil society uses to make space in the global policy architecture are advocacy, lobby, campaigning and building partnerships and alliances for common goals (Popović, 2014).

Regional and sub-regional advocacy, partnership and innovation.

In addition to advocacy aimed at international agreements, civil society organisations work at the regional, national, city and sub-regional levels, linking these levels and bringing the problems and experiences of their countries and regions to the global level, and, at the same time, translating global topics, trends and commitments to the national level, thus increasing global solidarity and interconnection (Popović, 2014, p. 219). They play an important role in data collection and dissemination, creation, monitoring and implementation of policies (with lobbying and advocacy serving as important instruments), they collaborate with other actors, for example with business stakeholders, "in many issues and areas in

order to provide novel approaches to social problems through multistakeholder networks” (Held, 2010, p. 35). Very often, civil society organisations compensate for the failures of the national education system and government policy, completing or improving on it, whereby global alliances and links to global commitments represent an important medium in policy creation and implementation at the national level.

In Latin America this has taken the form of a continental regional forum following up the commitments made at CONFINTEA VI in Belém with active and dynamic civil society participation (UIL 2011). In South Africa a regional variant on the learning city – ‘the Learning Cape Initiative’ brought statutory and CSO agencies together to plan education programmes, including literacy, designed to foster development (Education Center for Innovations, 2006). In Asia in particular, the development of national EFA coalitions has supported literacy developments within the framework of a wider coalition of educators committed to the full range of Education for All goals. Notable amongst these is the work of the NGO coalition, the Campaign for Popular Education (CAMPE) in Bangladesh, whose enthusiastic support for Community Learning Centres has seen significant progress made in most of the EFA areas, but again with slower progress made on adult literacy despite a commitment in the government’s election manifesto to eradicate illiteracy by 2014 (CAMPE, 2015, Prity, 2014).

The government of India passed legislation to secure women’s and girls’ entitlement to literacy, but it is a right that has needed to be secured village by village, given the strength of traditional caste and class perspectives. Nirantar, which has been celebrated with a UNESCO International Literacy award, works in the Lilitpur region of Uttar Pradesh, to ensure that Dalit (untouchable) women can have access to literacy, and to train them as tutor/advocates, to extend provision to their peers. It is not easy work since it can upset existing power balances as newly literate adults take a more active role in local decision making, and meet hostility and resistance. Nor is its work – once again literacy related – in highlighting the dangers of child marriage and early pregnancy. Nirantar illustrates the way CSOs can act as partners of government, ensuring that centrally agreed policies can be delivered to the benefit of marginalised communities (Tuckett, 2015a).

In a similar way the voluntary organisation Andar Pintal works with nomadic peoples across a range of Saharan countries, including Mali and Burkina Fasso. Whilst government provision is offered for settled communities, Andar Pintal provides literacy for young and older herders – and negotiates the right of girls to education (albeit offered separately) as a pre-condition for classes to be provided for young males. CSOs can, at their best, work flexibly and innovatively to reach under-represented communities (Tuckett, 2015).

Flexible and responsive education is not always limited to support for government programmes and aspirations. Following the breakdown of civil administration after the Haiti earthquake Defenders of the Oppressed organised education programmes, embedding literacy in programmes to create barefoot legal workers to protect land rights (Tuckett, 2013, p. 388)

In the work of the Ayto in the Philippines to secure recognition for mother tongue learning; and the work of Transfermemos in Colombia in creating a rich literacy and post-literacy culture of learning in Colombia, CSOs have pointed the way to new and creative ways of engaging youth and adult learners in shaping their own programmes (Doyanan, 2014; UNESCO, 2012).

In addition, of course, CSOs play a role in monitoring and research to ensure that the interests of under-represented groups are heard, and no organisation has a more impressive track record of that in recent years than ASPBAE, the Asian South Pacific Association for Basic and Adult Education. ASPBAE's detailed literacy survey in the Solomon Islands, replicated in Vietnam showed levels of illiteracy at three times the official level, and its gender monitoring was an exemplary illustration of the positive impact NGOs can have on public policy (ASPBAE, 2007).

Future perspectives on literacy in policy context

If the global policy commitments on education are to be realised, and the gap between policy planning and realisation reduced, there can be no alternative but to continue to make the needs of adults without literacy visible to policy makers internationally – both to avoid the waste of so much human potential, and to avoid the collective shame implicit in denying basic human rights to so many, and merely waiting for them to die off. The alliance between UNESCO and its Collective Consultation of NGOs will need to continue and be strengthened to ensure that the SDG indicators adopted by the UN contain an explicit reference to youth and adult literacy, and that progress towards their achievement is effectively monitored.

Despite the powerful research evidence from the OECD, from the University of London Institute of Education and from the European Union among others, the impact literacy has on positive health outcomes, increased longevity, and on poverty reduction is still not sufficiently widely understood. Sustained research and creative advocacy is essential to make this understood by decision makers and by the populations they serve (Motschling, 2012; OECD, 2007; Schuller et al., 2004).

Particularly notable benefits are those related to various aspects of family life and these deserve not only further research, but also better promotion. There is an important role to be played by informed, evidence-based advocacy work. Literate adults have a positive impact on their children's learning, and family and inter-generational literacy programmes can help to create and sustain the wider culture of literacy highlighted as a major challenge in the GMR.⁷ Teaching literacy in adults' mother tongue is critical for effective engagement, and, of course, there is an urgent need for more qualified and skilled teachers.

Innovative programmes, making creative use of mobile technologies, have a place, but will not replace the need for face-to-face dialogue-centred learning.

These are issues that can be addressed centrally, but it seems clear from the variety of illustrations of locally effective practice highlighted above that it is often at a sub-national or more local level that creative responses can be found to overcome inertia and weak resourcing. To that end, CSOs will need to join in the renaissance of the learning cities movement, to ensure that the place of adult literacy in development is clearly understood. That will help, too, in strengthening alliances across the development agenda with funders, policy makers and other CSOs alike.

One key task, thankfully recognised in the SDG process, is to improve the quality of data, to enable analysis of participation as it affects under-represented and marginalised groups. For that to happen, skills in the analysis of disaggregated data can be developed by CSOs, by academia and by officials to ensure that there is healthy and well-informed public monitoring of progress. But it will also be important to build on the developments that recognise that acquiring literacy is not a one-off, context-free event. The main change needed to overcome the failures in literacy work of the preceding period is to reflect on the dominant discourse and rewrite the key concepts, shifting the dominant paradigm of literacy to one which focuses on 'literacies', recognising the complexity of uses needed for different contexts.

But perhaps most important of all, in the context of the development of global citizenship, it is necessary to build advocacy programmes designed to marshal the economic and social case for adult literacy in such a way that civil society partners and researchers engage effectively with the finance ministries and

⁷ There are plenty of studies proving this: Bus, A., Jzendoorn, M.H. & Pellegrini, A. (1995). Joint Book Reading Makes for Success in Learning to Read: A Meta Analysis of Inter-generational transmission of literacy. *Review of Educational Research*, Vol. 65, no.1, pp. 1-21; Brooks, G. et al. (1996). *Family literacy works*. London: Basic Skills Agency; Oxenham, J. (2006). *Education for all adults. The forgotten challenge*. Washington DC: World Bank; Lozano, R. et al. (2011). Progress towards Millennium Development Goals 4 and 5 on maternal and child mortality: an updated systematic analysis. In: *The Lancet*, 378, pp. 1139-1165; OECD. (2013). *Skilled for Life? Key Findings From The Survey of Adult Skills*. Paris: OECD Publishing.

multilateral funders, in order to have better informed policy and decision making, more synergies in implementation and more sustainable results. No small task, but a necessary one.

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Alan Tuckett⁸

Univerzitet u Volverhemptonu, Velika Britanija

Katarina Popović⁹

Univerzitet u Beogradu, Srbija

‘Što se više stvari menjaju, sve više ostaju iste’: Pismenost odraslih od 2000 god. - stanovište civilnog društva

Apstrakt: Politika obrazovanja odraslih se na međunarodnom nivou stvara pomoću nekoliko instrumenata – globalnim obavezama, dogovorenim agendama, globalnim programima i zajedničkim akcijama. Pismenost je široko priznata kao jedan od najvažnijih ciljeva globalnih agendi – uključujući Milenijumske razvojne ciljeve i Obrazovanje za sve, obe usvojene 2000. godine, kao i nedavno usvojene Ciljeve održivog razvoja. Autori su aktivno učestvovali u stvaranju politike i imali su priliku da analiziraju koncepte, učesnike i događaje, kao i planiranje i primenu politike. U ovom radu oni iznose pregled uloge pismenosti u Milenijumskim razvojnim ciljevima i Obrazovanju za sve. U svojim analizama dokumenata i tekstova, kao i izveštaja monitoringa i istraživanja, autori su pokazali da postoji veliki jaz između planova politike i rezultata i istakli razloge tog neuspjeha koji mogu da utiču i na postizanje Ciljeva održivog razvoja. Posebno su usredsređeni na perspektivu civilnog društva – kao važan partner u stvaranju globalne politike, civilno društvo nudi koncept i pristup koji može pomoći da se postojeći jaz premosti i postignu bolji rezultati na polju pismenosti odraslih. Navedeni su primeri sa nekoliko kontinenata, a javno zastupanje je istaknuto kao jedno od glavnih oruđa u efikasnijem učešću nevladinih organizacija u donošenju odluka i dijalogu o obrazovanju odraslih na globalnom nivou.

Ključne reči: obrazovanje odraslih, pismenost odraslih, Milenijumski razvojni ciljevi, Ciljevi održivog razvoja, civilno društvo.

⁸ Alan Tuckett je profesor obrazovanja na Univerzitetu Wohlverhampton u u Velikoj Britaniji, član Upravnog odbora Međunarodnog Saveta za obrazovanje odraslih (ICAE) i njegov bivši predsednik. Bio je direktor Nacionalnog instituta za kontinuirano obrazovanje odraslih (NIACE) u Velikoj Britaniji.

⁹ Dr Katarina Popović je vanredni profesor na Odeljenju za pedagogiju i andragogiju Filozofskog fakulteta Univerziteta u Beogradu, predsednik Društva za obrazovanje odraslih Srbije i Generalni Sekretar Međunarodnog Saveta za obrazovanje odraslih (ICAE).